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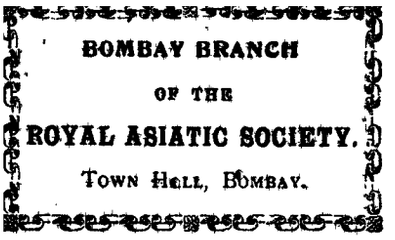
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PAPERS

REGARDING

THE FAMINE AND THE RELIEF OPERATIONS

IN

INDIA

DURING THE YEAR 1896:

WITH COPY OF

THE FAMINE CODE FOR THE NORTH-WEST PROVINCES AND OUDH.

Presented to both Houses of Parliament by Command of Her Majesty.

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1897.

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Konkan, and in Bhartpur. Have indicated railway projects as relief works, if needed, in Central India and Rajputana. Prices still rising slowly. On relief :—North-West Provinces and Oudh, 34,000: Punjab, 5,900; Burma, 3,000; Central India, 16,000; Rajputana, 8,000; total, 66,900.

From VICEROY.

November 13, 1896.

Famine. No rain has fallen in affected tracts during past week. Detailed examination shows prospects generally more favourable in North-West Provinces than imagined, in Punjab much more so. Much depends upon winter rains in Punjab. Distress imminent in one and in part of three districts, threatening in five others, of Delhi division. Prospects considered serious in Behar. Grain riot at Sholapore; Bombay police fired, killed one, wounded two. Prices in affected districts:—Wheat, Punjab, 7½ to 9½ seers per rupee; North-West Provinces, 7½ to 8½; Bombay, 8 to 10; Bengal rice, 8 to 11; Madras ragi, 14 to 19. On relief :—North-West Provinces, 86,800; Central India, 4,000; Rajputana, 12,800; Punjab, 5,800; Burma, 8,600; Madras, 2,100; total, 120,100. North-West Provinces figures doubtful.

From VICEROY.

November 20, 1896.

Famine. Slight rain has fallen in Upper Burma. Fair rain has fallen on Madras coast up to Masulipatam. Showers west coast up to Ratnagiri. Otherwise, no rain has fallen in week in affected area. Prices are rising still. On relief :—North-West Provinces, 117,000; Punjab, 7,600; Central India, 4,100; Rajputana, 8,200; Bengal, 2,200; Burma, 8,500; Madras, 12,100; Bombay, 1,400; total, 161,200.

From SECRETARY OF STATE to VICEROY.

November 20, 1896

If scarcity and distress extends or deepens, your weekly telegrams should give short account relief operations undertaken from time to time, their effect, and condition of affected population. Please send three more copies of each revised Famine Code.

From VICEROY.

November 24, 1896.

Between 18th and 23rd November north-east monsoon gave heavy rain on Coromandel coast, Malabar coast, extending inland, and giving 3 inches Salem, Bangalore; 2 inches Bellary, Madura; 1 inch Hyderabad, Raichur, Mysore. Cyclonic storm struck Bombay coast on 19th November, extended north-eastwards, giving in Bombay, 5 inches Sholapur; 1 inch Poona, Bijapur, Ahmednagar; under 1 inch Belgaum, Bombay, Surat, Ahmedabad; in Central Provinces, 2 inches, Chanda; average 1 inch other stations; in Berar, 1 inch Amraoti; in Guzerat, 2 to 3 inches. There has been light rain in Central India, Sindh, Rajputana; highest 1 inch Rajkot, Deesa; in North-West Provinces, ¾ inch Bahraich, Lucknow, Cawnpore, Jhansi; ½ inch Benares, Bareilly, Roorkee; showers have been pretty general elsewhere. In Punjab, showers Delhi and eastern portion; in Behar, ¾ inch Patna, Gya. Showers Lower and West Bengal probable. Prospects greatly improved in Deccan districts, markedly in Central Provinces, and sensibly in North-West Provinces.

From VICEROY.

November 27, 1896.

No rain has fallen in distressed area since our telegram of 24th November. The rain has come too late to do much good to autumn crops, but in time for late sowings: where over 1 inch, will permit of ploughing, where ½ inch, of sowing in land already ploughed; in all cases will greatly benefit seed already sown. Prices show tendency to fall; full effect not yet apparent. Before rain Madras reported serious distress confined to parts of four Deccan and two northernmost districts; condition of people generally good; previous harvest good: pressure due to prices rather than failure of crops now. Rain 1 to 2½ inches in Deccan; and prices have fallen 20 to 50 per cent. in northern districts. Relief works open in four districts. Bombay before rain opened test works in nine districts, now rain fallen in 20 districts and

½ inch or more throughout Deccan. Bengal before rain feared serious distress in three northern districts of Behar, two of them had no rain, but light rain in rest of Behar, reaching ¾ inch in two (*sic*). Relief works open in four districts. In North-West Provinces and Oudh good showers up to ¾ inch in most of worst districts. Relief works open in nine districts. In Punjab very slight rain in south. Relief works open in three districts. In Central Provinces fair rain has fallen ½ to 1½ inch in most districts. In Berar partial showers, with 1½ inch at Amraoti and 1¼ at Hyderabad. In Rajputana fairly general rain, ½ to 1½ inch. Relief works open in five States. In Central India rainfall general but slight. Relief will be probably required almost throughout Bundelkhand and in much of Bhaghelkhand. In Burma no rain. Relief works open in three districts. On relief works :—Punjab, 9,200 ; North-West Provinces, 130,100 ; Central India, 17,300 ; Rajputana, 26,000 ; Bengal, 3,400 ; Burma, 16,600 ; Bombay, 11,600 ; Madras, 36,500 ; total, 251,500 (*sic*). Sudden rise in Central India due to labour on Goona Railway not previously reported. Rajputana figures doubtful.

From VICEROY.

December 4, 1896.

Rainfall good during the week everywhere to the south of Madras. Two inches Cuddapah, one Neemuch, half-inch Hyderabad and extreme north Punjab. Light showers in part of North-Western Provinces, Bombay Deccan, Central India, Rajputana (East). Very light showers in almost all Punjab. Prices have fallen generally Madras and largely in Deccan districts. Now nowhere above scarcity rates in Madras. There has been a considerable fall in prices in part of Bombay. Prices are slightly easier in the Central Provinces and in part of other provinces, but no marked general fall reported outside Madras. A bumper crop expected in south of Madras now. There is no fear of famine in Berar, Hyderabad, Madras, except in part of Ganjam and Vizagapatam, which are doubtful, though high prices may call for local relief to the poor. Spring crops prospects greatly improved south of Central Provinces, considerably plateau districts, somewhat Narbadda valley, except Saugor and Damoh. In North-western Provinces sowings extended, germination generally reported good. On relief :—Punjab, 10,900 ; North-Western Provinces, 158,300 ; Rajputana, 34,800 ; Bengal, 3,500 ; Burma, 20,300 ; Madras, 28,400 ; Bombay 9,900 ; total, 266,100. Central India report not received. Of Rajputana figures 30,000 in Bikanir alone.

From VICEROY.

December 11, 1896.

Famine. There was no rain during the period under report in affected tracts excepts a few scattered showers. In Punjab, test relief works opened in three more districts. *In North-Western Provinces, in consequence* of recent rain, official estimate of probable number to be relieved reduced by 25 to 30 per cent. Relief works proper open in 8, and test relief works and poorhouses opened in 17 other districts. In Rajputana prospects bad in Bikanir and Jeysulmere, poor in Bhartpur, Dholepur and Kerauli, fair to good elsewhere. In Behar, acute distress is confined to rice tracts, Champaran, Muzaffarpur, and Darbhanga, population five millions. In Bombay the recent rains considerably contracted present area of distress, doing great good to Satara and Dharwar, and much to Poona, Ahmednagar, and Sholapur. Late sowings still continue in Bombay and Madras. Most places will be in need of more rain later to mature spring crops. Meteorological conditions favourable for winter rains in north-west ; fair north-east and Central India. Prices risen again sharply in Deccan districts, where rain had caused great fall ; elsewhere prices show a tendency to fall, or stationary. The present market rates in affected districts are :—Punjab and North-Western Provinces, 9 to 11 ; Bengal, 8 to 11 ; Bombay 9 to 13½. On relief :—Punjab, 22,300 ; North-Western Provinces, 186,900 ; Central India, 18,300 ; Rajputana, 29,700 ; Bengal, 5,800 ; Burma, 29,100 ; Madras, 24,100 ; Bombay, 15,500 ; total, 331,700. Madras figures, all Deccan districts. Central India figures include 14,000 on Goona railway, which is not relief work proper.

From VICEROY.

December 17, 1896.

We venture to recommend no action be taken in England in regard to subscriptions for the relief of distress in India until the situation has more fully declared itself. Our decision depends upon winter rain. Despatch follows.

From VICEROY.

December 18, 1896.

Famine. No rain has fallen in affected tracts during week. In the Punjab works now open in seven districts. In North-Western Provinces test relief works and poor-houses opened in seven new districts. In Bengal distress appearing in part of Khulna and Nadia and fear of distress later in part of Orissa. Works open in seven districts, but numbers on relief works exceed 1,200 in Champaran only. In Burma all hope of winter crops in dry zone vanished, but as yet relief required in three districts only. In Central Provinces works open in six districts and acute distress feared in eleven. In Berar later reports less favourable. Fears of distress in Akola and Melghat forest tracts. In Madras test relief works opened in Ganjam attracted no labour. In Bombay works opened in eight districts. The present market rates in affected tracts are:—Punjab, 8½ to 10 seers per rupee; North-Western Provinces, 10 to 13½; average, 10½; Bengal, 8 to 12; Burma, 9; Central Provinces, 9½ to 11; Madras, 13 to 14; Bombay, 8½ to 12½. On relief:—Punjab, 24,200; North-Western Provinces, 256,500; Central India, 18,100; Rajputana, 29,100; Bengal, 11,700; Burma, 29,300; Central Provinces, 15,900; Madras, 25,200; Bombay, 84,200; total 494,200.

From VICEROY.

December 25, 1896.

Famine. No rain in affected tracts during past week. Rain is urgently needed to save recent sowings. In Bombay and Madras Government forests long ago thrown open wherever necessary. Thirty million hundredweights clean rice estimated available surplus in Lower Burma. In North-West Provinces and Oudh famine declared in three more districts. Central Provinces detailed report shows:—Sambalpur safe; only poorest classes will suffer in Nimar, Wardha, Nagpur, Chanda, but acute distress feared in Jabbalpur, Saugor, Mandla, Balaghat, and less acute in nine remaining districts. Test or relief works now open in thirteen districts. On relief:—Punjab, 6,400,; North-West Provinces and Oudh, 336,200; Central India, 7,500; Rajputana, 39,000; Bengal, 34,100; Burma, 29,900; Madras, 26,200; Bombay, 36,600; Central Provinces, 45,900; total, 531,900. Figures incomplete for Punjab, Central India, and Bombay.

From VICEROY.

December 25, 1886.

Showers fell yesterday over eastern portion of North-West Provinces and Oudh, and parts of Behar and Central Provinces; generally light, but exceeded one inch at Lucknow. Hope more is coming.

From VICEROY.

January 1, 1897.

Famine.—Rain has fallen during the week in affected tracts as follows:—South Punjab districts, ½ to 1 inch; Central Punjab, light showers; North-Western Provinces and Oudh general, from ¼ to ½ inch; Central India, ½ to 1 inch; Rajputana, 1 inch in Jeypore and Bikaneer; Bengal, showers up to ¼ inch in worst districts of North Behar: Bombay, ¼ to 2 inches in most of the affected districts; Central Provinces, light showers in north, and 1 inch in Jubbulpore, Saugor, Nagpore; Berar, ½ inch. Prices of food grains in affected tracts:—Burma, 8½ seers per rupee; Madras, 15; elsewhere, 8 to 12; average, 10. On relief:—Punjab, 11,000; North-West Provinces and Oudh, 347,800; Rajputana, 37,700; Bengal, 59,600; Burma, 31,700; Madras, 26,200; Bombay, 49,300; Central Provinces, 71,700; total, 635,600. Figures for Bombay, Punjab, and Central Provinces incomplete. Central India report not received.

From SECRETARY OF STATE to VICEROY.

January 1, 1897.

I have communicated purport of your telegram of 17th December to Lord Mayor. Charitable subscriptions have apparently been started at some places in India and elsewhere. Expressions of public desire for similar subscription in England have reached me. Area of scarcity is now sufficiently known after recent rainfall to enable information to be given to public as to probable extent of distress. Your memorandum received by this mail shows where private machinery could supplement Government action, and indicates machinery for its superintendence and distribution. Are you sufficiently advanced to start movement?

From SECRETARY OF STATE to VICEROY.

January 1, 1897.

I propose presenting when Parliament re-assembles your famine telegrams, and reports from local governments showing situation and relief arrangements. Please telegraph on 10th January latest information concerning condition of people, adequacy of relief arrangements, and sufficiency of food supplies in each province where famine exists.

From VICEROY.

January 6, 1897.

Your telegram of 1st January. Famine. We think that we can now sufficiently define probable extent of distress. Statement will be made in Council to-morrow, and we will telegraph fullest information as requested. I am accepting invitation from non-official body to preside at meeting to start organisation for receiving and applying public subscriptions. Despatch which you will receive next Monday prescribes objects to which charitable funds can be applied, and indicates organisation required.

From VICEROY.

January 8, 1897.

Famine. Rain has fallen during the week as follows in affected area:—about ½ inch in North-West Provinces and Oudh, Behar, eastern and central Rajputana, five districts of Bombay. Good rain has fallen, up to one inch, in north and east of Central Provinces. Condition of spring crops generally good in Behar, Central Provinces, North-West Provinces and Oudh, except Bundelkhand districts. More rain is urgently wanted in Bombay. Prices falling slightly in Bengal. Total on relief 1,183,000, including Central India 30,900, Rajputana 47,300. Full information regarding British provinces will be reported by telegraph on 10th as desired.

From VICEROY.

January 10, 1897.

Your telegram of 1st. Famine. In Bengal, Burma and Madras actual distress is confined at present to portions of affected tracts, while in remaining provinces parts of some affected districts are unaffected; but high prices severely trying poorer classes throughout northern and central India, even where no failure of crops, especially in the towns.

Punjab has 28 relief works, with 30,489 workers and 10,278 children, besides 353 others on gratuitous relief, in five districts, area 16,800 square miles, population 4,139,000; also has 36 test works, with 5,391 workers and dependents, open in 10 districts, area 30,100 square miles, population 6,559,000. Numbers on test works not increasing, and 13 of above works, in two districts, area 6,800 square miles, population 2,007,000, about to be closed; while test works in three other districts, area 6,800 square miles, population 1,974,000, already closed as premature.

North-West Provinces and Oudh have 64 relief works, with 279,428 workers and 77,645 dependents, and 47 poor houses opened, with 29,227 inmates, besides 39,544 others on gratuitous relief, in 12 districts, area 26,200 square miles, population 11,273,000; they also have 92 test works, with 53,165 workers and dependents, and 65 poor houses opened, with 15,121 inmates, besides 2,749 others on gratuitous relief in 24 other districts, area 50,600 square miles, population 26,013,000.

Bengal has 87 relief and three test works, with 86,476 workers and dependents, including 18,000 children, open in six districts, area 16,600 square miles, population 13,546,000, and five test works, with 422 workers, open, besides three closed as premature, in two other districts, area 4,200 square miles, population 2,948,000. Total area severely affected at present—6,700 square miles, population 5,281,000, eight poor houses open, and 13,593 on gratuitous relief.

Burma has four relief works, with 24,727 workers, open in three districts, area 11,200 square miles, population 767,000, and 5,407 on gratuitous relief. Area severely affected at present—2,600 square miles, population 212,000.

Madras. In four districts Madras (Central), area 27,100 square miles population 3,699,000, has 21 relief works, with 19,543 workers and dependents, and 17 poor-houses opened, with 1,170 inmates, and 5,617 weavers employed in weaving. Total area at present affected—8,500 square miles, population 1,206,000. Test works in two northernmost districts, area 25,600 square miles, population 4,700,000, closed as premature.

Bombay has 80 relief and 20 test works, with 165,833 workers and 63,931 dependents, open in seven districts, area 43,000 square miles, population 7,009,000; eight test works, with 2,679 workers and dependents open in Belgaum, area 47,000 square miles, population 1,013,000; total numbers on gratuitous relief, 6,917; test works in Dharwar, area 4,600 square miles, population 1,051,000 closed as premature.

Central Provinces, fourteen districts, area 60,200 square miles, population 7,824,000, have 99 relief and 3 test works open with 149,062 workers and dependents, besides 29,027 employed on ordinary railway works; two more districts, area 13,200 square miles, population 1,019,000, have 2 test works open, with 867 workers; in twelve of above districts 61 poor-houses opened, with 16,027 inmates, and in three of them 38 centres of village relief established.

In all provinces classes on relief are mainly low castes and labourers, with many weavers in Madras, Bombay, and Central Provinces, specially employed in weaving. Few cultivators yet on relief except in Burma, where distinction unimportant, and in districts of North-West Provinces and Oudh and Central Provinces which have suffered from several bad harvests in succession, where small cultivators already on relief and even some of better classes beginning to come.

Generally, condition of people fairly good in affected tracts, but where weakened by several bad harvests in succession, specially in parts of North-West Provinces and Oudh and Central Provinces, they exhibit manifest signs of privation when first coming on relief works or into poor-houses, and everywhere great suffering exists among classes reluctant to claim Government relief till last resources exhausted.

Fodder is scarce in many affected tracts, and in parts people are disposing of their cattle, often at nominal prices.

Health and condition of relief workers everywhere satisfactory.

Relief arrangements adequate. In connexion with the present distress, machinery previously elaborated has worked well. Owing to suddenness of demand for relief over large area test conditions not always enforced at first, but this now remedied, and organisation being rapidly expanded to meet growing demands.

Numbers on relief will now increase rapidly, and continue to grow till reaping of spring harvest in March, April, gives employment, and must remain large until autumn crops reaped in September.

Landlords, often assisted by Government loans, doing much for their tenants, and private charity active, especially in larger towns. Advances are being freely given by Government, generally without interest, for construction and repair of wells and embankments to extend and secure spring crops, and for employment of famine-stricken in agricultural improvements.

Stamp duty remitted in case of all loans, public or private, for relief of distress.

Government forests thrown open to grazing and extraction of jungle products, and surplus grass sent as fodder to affected tracts.

Food stocks reported ample in Burma; adequate in Madras, where rayats of affected tracts hold large stocks; sufficient for a year in affected districts of Bombay generally; sufficient in Punjab, where dealers of one affected district said to be holding up enormous stocks through south-eastern districts, importing from Sindh; sufficient for the present in North-West Provinces and Oudh and Central Provinces, where spring crops are expected to carry them on to autumn harvest; and, except in one district, sufficient for the present in Bengal, where rice can be promptly imported from Burma.

Adequate arrangements have been made for supply of relief camps inland.

Railway rates for grain have been reduced.

Government has publicly proclaimed its rigid policy of non-interference with private enterprise, and abstention from purchase on its own account, save possibly in definite tracts, under special conditions of difficulty.

At very rough estimate, Government already spending over one lakh daily in actual relief of famine-stricken.

REPORTS.

NORTH-WEST PROVINCES AND OUDH.

No. 3575S. Dated Naini Tal, September 30, 1896.

From the CHIEF SECRETARY TO GOVERNMENT, NORTH-WEST PROVINCES AND OUDH, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to forward, for the information of the Government of India, copy of a Circular Letter, No. 3488S./I–73, dated 21st September 1896, addressed by this Government to the Commissioners in these provinces; and to give a brief description of the agricultural position and prospects of the provinces, whilst stating the considerations which have led the Lieutenant-Governor and Chief Commissioner to issue this circular. This communication, I am to say, is not meant as the report required to be submitted to the Government of India on the approach or threatening of distress; it is an additional and premonitory letter which, his Honour believes, the Government of India will think justified by the importance of the subject. The prescribed reports will follow in the end of October if the necessity should be found to exist.

2. The weekly crop and weather reports which have been recently submitted, have given an unsatisfactory picture of the condition of the people and the prospects of the crops. These reports have been growing more unsatisfactory since the beginning of this month. No doubt they are to be taken with reserve, as the subordinate native officials who supply them in the first instance are more or less prone to exaggerate crop-failure; but making allowances for this, they still afford reason for anxiety. The rains, which began late, have been scanty over a large portion of the provinces. During July the rainfall was in considerable defect everywhere, except in the Meerut division; and in August this defect was continued in the districts of the Agra and Allahabad divisions, in the districts of the Lucknow division except two, and in parts of the Rohilkhand, Benares, and Gorakhpur divisions. Since the end of August there have been only scattered showers; and practically the rains have ceased just when they were most wanted. Very serious damage has been already done to the *kharíf** crops; but his Honor thinks that a sufficient rainfall before the middle of October would still do good to the standing *kharíf*.* If sufficient rain falls before the end of October, the Lieutenant-Governor is in hopes that the usual *rabí** area will be sown, though the land will not be so well prepared as it would have been had the rainfall this month been propitious. If no rain falls, there will probably be a contraction in the *rabí** sowings; and the character of the harvest would then entirely depend on the advent of favourable rain about Christmas.

3. But while still hoping for an improvement in the condition of the standing crops and the prospects of the next *rabí* sowings, Sir Antony MacDonnell admits that there is much reason for anxiety, as the weather conditions are now such as usually prevail at the end of the monsoon; and though alive to the danger of causing premature alarm, his Honour has therefore thought it right to take some thought for the future. Should no more rain fall, undoubtedly the situation will become very serious. It is to be remembered that the unirrigated districts of these provinces have now suffered from two successive years of bad harvests. If the provinces had enjoyed the advantage of good seasons recently there would be less cause for anxiety now; but the general poorness of the crops for the last two years, and their failure in certain localities, have crippled the resources of the people and depleted their stocks of grain. The poorer classes have been hard pressed in many districts during the present year, and disquieting reports regarding their condition in several localities are now reaching the local Government.

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* NOTE.—The word *kharíf* throughout these papers signifies the main autumn crop; the word *rabí* signifies the spring crop, that is, the crop harvested in March and April.

4. The localities in which, in the event of no rain falling, it is feared that the crops will suffer most seriously are most of the Oudh districts; the parts of the Agra and Allahabad divisions unprotected by irrigation; and parts of the Benares, Gorakhpur, and Rohilkhand divisions.* The population of the affected tracts may be taken at about 25 millions; but, of course, only a part of the population would be touched should distress supervene.

5. The *kharíf* and *rabí* areas in the divisions threatened with crop failure may be put at about 15 millons of acres for each crop. Some of this area is protected by canals, and more of it is irrigated from wells. Until the reports called for in my letter of 21st September are received and considered, it will not be possible to form an estimate of the extent to which this *kharíf* area has been affected or the extent of contraction in the *rabí* area for next year. But, meanwhile, the following information may be not without interest to his Excellency in Council.

In the districts which are protected by irrigation from canals the increase in the demand for water for the irrigation of the *kharíf* crops has been, up to the end of last month, very considerable, as would appear from the following acreage figures:—

Year.	Sugar-cane.	Indigo.	Rice.	Cotton.	Other Food Grains.	Fodder Crops.	Micellaneous.	Total.
1894 - -	227,150	339,336	118,092	45,942	6,799	4,217	31,676	773,212
1895 - -	236,701	244,674	111,149	33,616	13,004	2,861	26,296	668,301
1896 - -	267,139	313,870	160,865	64,261	30,912	8,385	41,424	886,856

It will be seen that the area irrigated this *kharíf* season has been considerably larger than in either of the two previous years. The Lieutenant-Governor and Chief Commissioner has consulted his chief engineer, of the Irrigation Branch as to whether it would be possible to increase that area still further by a temporary reduction of water rates; but his Honour is informed that the demand for water is already intense everywhere except from the Agra Canal, where it is rapidly rising, and from the Betwa Canal; that all the water which can be supplied is taken with avidity; and that, except on the Betwa Canal, no steps are necessary in any way to stimulate the demand. The irrigation of indigo has now ceased, and it would be useless, even if it were desirable, to attempt to divert water from sugarcane to the irrigation of food crops. The Betwa Canal has unfortunately hitherto been of little use for *kharíf* irrigation; but his Honour, in order to stimulate the use of water on the black cotton soils of Bundelkhand, has, in anticipation of the sanction of the Government of India and as a temporary measure, reduced the rates on this canal to one-half.

The area of irrigated *kharíf* land growing food grains is shown above at 197,777 acres (the Lieutenant-Governor is writing of canal irrigated land only). But Colonel Corbett, the secretary and chief engineer, Irrigation Branch, informs his Honour that doubtless this area will this year increase to 250,000 acres, which, at the moderate outturn of 10 maunds per acre, will yield 25 lakhs of maunds or nearly 100,000 tons of food grains. If the demand for water continues, at least 14 lakhs of acres will, the chief engineer reports, be irrigated for the *rabí*, which (deductions being made for poppy) should yield about 165 lakhs of maunds or about 700,000 tons of food grains. It may be taken, therefore, that even if no rain fall, the *kharíf* and *rabí* harvests are protected by canal irrigation to the above extent. Of course they are very largely protected by well irrigation also. In the report to be submitted at the end of October an estimate will, if possible, be given of the well-protected area.

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* The following extract from an official letter, dated 26th instant, from the Commissioner of Rohilkhand will give an idea of the state of a district in which the rainfall has been better than in many districts:—

"I went to Budaun last week. The portion of the district I passed through (which, I am informed, is one of the best parts of the upland) looked extremely dry, more so than the adjoining tahsíl of Aonla in Bareilly. The grass along the road was as brown as it is in the cold weather. The rice I saw appeared to be completely gone. A great deal of the *kharíf* had been removed in order that the land might be prepared for the *rabí*."

It may be noted that the *kharíf* which "had been removed" is useless except for fodder.

6. Should no further rain fall, it cannot be doubted that relief measures will become necessary on an extensive scale. Even if sufficient rain does fall, some moderate assistance, here and there, will probably be unavoidable, at all events until the *rabí* is harvested. The programmes of relief works are now being carefully revised and expanded, and no apprehension need be entertained that this Government will be unprepared with works on which to give timely employment or with the organisation necessary to carry on those (and other) measures of relief (although some assistance in men may be necessary from the Government of India if matters grow very serious). These works, however, being in the nature of new roads, improvements on old roads, village tanks, &c., will not all be of general utility; and if the worst fears for the future are realised, it would be desirable to substitute for part of them some large schemes of railway construction which will be of more general benefit.

7. The Lieutenant-Governor and Chief Commissioner has ascertained from the authorities of the Bengal and North-Western Railway that in the Azamgarh district there is still earthwork to be done, which will employ about 4,000 labourers for three months; while in the Gházipur and Ballia districts there is work for 20,000 labourers for six months. The Lieutenant-Governor has not yet had a reply to an inquiry addressed to the authorities of the Oudh and Rohilkhand Railway as to the quantity of earthwork remaining to be done on the Rae Bareli-Benares extension; but he has reason to believe that but little remains to be done. In what way this programme of railway construction could best be expanded his Honour prefers to abstain at present from saying; that is a matter which will be discussed, if necessary, in the report prescribed by Article 18 of the Famine Code if it be necessary to submit such a report. But here it will do no harm if the Lieutenant-Governor mentions the following lines for new railways which would pass in the neighbourhood of or through the tracts in which, should no more rain fall, distress may be anticipated and which would be of great use to the provinces:—

(1.) Railway from Bareilly to Soron.
(2.) Railway from Ghaziabad to Moradabad.
(3.) Railway from Shikohabad to Farukhabad.
(4.) Railway from Gorakhpur to Bettiah.
(5.) Branch railway from Azamgarh to Shahganj.
(6.) Railway from Fyzabad to Allahabad.
(7.) The East Indian Railway grand chord from Moghal Sarai towards Shergotty.

The Lieutenant-Governor and Chief Commissioner understands that Nos. (1), (2), (3), and (7) have been surveyed, and could be at once begun. His Honour would be much obliged to the Government of India if he could be informed whether any surveys of the other three lines mentioned have been made; and how soon work on them could be undertaken were his Excellency in Council to decide on undertaking it.

A suggestion has been made to the Lieutenant-Governor that much suitable employment could be given in Azamgarh and the adjacent tracts by the construction of canals; and the great Sarda Canal project naturally occurs to one dealing with distress in Oudh. But the Lieutenant-Governor thinks that the hasty inception of canal projects is to be avoided; and he is advised that, owing to the very slight fall in the country, there would be need of special care and forethought in constructing canals in Azamgarh. With reference to the great Sarda Canal project the Lieutenant-Governor has considered all the correspondence in communication with his advisers, and has come to the conclusion that it is very doubtful whether it ought to be undertaken on its merits, and still more doubtful about its being undertaken as a famine work. Having regard to the extremely high level of rents in Oudh, it would probably not pay its way, while it would be strenuously opposed by the Taluqdári body. Should occasion call for it, the Lieutenant-Governor and Chief Commissioner will be prepared to state at length his reasons for the conclusion he has come to on this subject.

For reasons of a different, but no less cogent, character, the Lieutenant-Governor has abandoned the Kén Canal project in Bundelkhand. Our experience of the Betwa Canal is not hopeful for irrigation in black cotton soils. Generally, it may be said that, except on extensions of existing systems, *e.g.*, on the Fatehpur extension of the Lower Ganges Canal, Sir Antony MacDonnell is not in favour of undertaking canal work as a famine relief measure.

8. Another matter which, failing timely rain, will call for serious consideration is the question of the supply of food grain. At the present time the prices of all kinds of food grain are very high throughout the provinces, and some symptoms of discontent with the high prices current have become manifest. The following table shows the prices prevailing at the end of the second week of September in 1892, which appears to have been a normal year, and those prevailing at the same time in the present year:—

[Seers per rupee.]

Station.	Wheat.		Barley.		Rice, common		*Juár.*		*Bájrá.*		*Maruá.*		Gram.		Maize.		*Arhar.*	
	1892.	1896.	1892.	1896.	1892.	1896.	1892.	1896.	1892.	1896.	1892.	1896.	1892.	1896.	1892	1896.	1892.	1896.
Allahabad -	12 1/8	8 7/8	17	11 3/8	9 1/2	8 1/4	19	11	19	11	—	12	19	12 3/8	—	14 1/4	21 1/8	14 1/2
Agra - -	13 1/2	10 1/4	22 1/2	12 1/2	9 1/2	9	21	13 1/2	19	11 3/4	—	—	22	12 1/4	—	14	15 1/2	11 1/2
Cawnpore -	14 1/4	10 1/2	20	13	11	10 1/2	21	13	20	—	—	—	20 1/2	12 3/4	26	18	21 1/2	14 1/4
Benares -	13	10 9/32	17 9/16	12 3/4	10	9 15/32	17 23/32	13 9/16	16 15/32	12 11/32	—	—	17 7/8	14 11/32	—	16 1/8	20 13/32	11 9/16
Gorakhpur -	12 1/2	9 7/8	16 5/8	12 5/8	12	10 13/16	—	11 3/4	—	10 13/16	19 3/4	17 1/8	16 5/8	13 1/16	19 3/4	18	18 7/16	11 5/16
Azamgarh -	13 1/4	9 3/4	18 1/2	12 3/4	11 13/16	10 1/8	—	—	—	—	—	—	19 5/16	13 1/2	—	15 3/4	16 1/4	12
Jhánsi -	16 1/2	10	22 1/4	13	12 1/4	10	21 3/8	14 1/2	21 1/4	13	—	—	22 1/4	11 1/2	—	15	28 1/2	12 1/2
Bareilly -	12 7/8	9 3/8	18 5/16	12 7/8	10 9/16	8 13/16	18 3/4	12 7/8	15 1/4	9 3/8	—	—	18 1/2	12	18 3/4	14 1/16	20 9/16	10 1/16
Fyzabad -	13 1/8	10 7/16	18 1/2	13 1/2	13 3/4	10 7/8	—	—	—	—	—	—	21 1/2	13 3/4	—	14 1/2	20 1/2	12 5/8
Lucknow -	13 1/2	10	19 3/4	12 1/4	11 1/2	9	20 1/2	13 1/2	21	12	—	12 1/2	20 1/2	11 1/2	32	16	22	13 1/2

It will be seen that the present prices are not only relatively but absolutely very high, and this is doubtless due not only to the unfavourable crop prospects, but to the depletion of stocks. Prices are rising, and the situation in this respect is aggravated by the fact that (as his Honour understands to be the case) the prospects of the next harvest are bad, not only in these provinces, but also in the Punjáb (from which these provinces usually draw much of their supplies), in the Central Provinces, and elsewhere. The Lieutenant-Governor has heard (but has not yet verified the information) that the export of food grain from Nepal has been stopped by the Darbár.

9. But even if no rain fall, it is not to be supposed that there will be absolutely no *kharíf* harvest at all, or that no *rabí* will be sown or come to maturity. That is not the state of things which Sir Antony MacDonnell contemplates as possible; what he contemplates as possible in the event of the monsoon having ended in such a serious failure in the *kharíf* crops, and such a contraction in *rabí* sowings (with the prospect of crop failure here too), as will drive up prices altogether out of the reach of large numbers of the poorer ryots, agricultural labourers, artizans, and others, and throw them on our hands for relief. In view of this possibility it is well to consider how this evil of famine prices may be best combated. Interference with the movement of private trade is not suggested; and the only measure which, at present, occurs to Sir Antony MacDonnell is a reduction of the freights for food grain on the railways converging on these provinces from the seaports and those parts of India which may have been fortunate enough to secure good crops. The Lieutenant-Governor does not recommend the adoption of any such measure at present; he notices the point in view of possible eventualities.

10. The Lieutenant-Governor and Chief Commissioner, I am to say, is afraid that the land revenue collections both for this and the coming year will be seriously affected by the agricultural conditions which threaten us; but he desires at present to do no more than notice the point, which will, if necessary, be dealt with fully in due time and place. He trusts, however, that the point will be borne in mind with reference to the revision of the Provincial Contract. The Financial Department is being addressed with a view to obtaining the funds from which agricultural advances may be made if the necessity for so doing shall arise.

11. In conclusion, I am to repeat that this communication has been made in view of the apprehensions entertained regarding the prospects of the *kharíf* and *rabí* crops. These apprehensions may not be realised, but the Lieutenant-Governor and Chief Commissioner has thought it right to address the Government of India in view of the possibility of the situation becoming serious and of the obvious advantage of timely warning. On receipt of the full reports called for at the end of October a further communication will be made to the Government of India.

I have, &c.

H. F. EVANS,

Chief Secretary to Government,

North-West Provinces and Oudh.

Enclosure No. 3488S./I.-73.

From the CHIEF SECRETARY TO GOVERNMENT, North-west Provinces and Oudh, to ALL COMMISSIONERS OF DIVISIONS (except KUMAUN), North-West Provinces and Oudh.

SIR, Dated Naini Tal, September 21, 1896.

THE Lieutenant-Governor and Chief Commissioner has had under his anxious consideration the character of this year's rainfall in each district of the provinces since last June, and the condition of the crops as reported by district officers in their weekly crop and weather reports, and by the Director of Land Records in his monthly statements. Generally speaking, it may be said that, except in parts of the Agra, Gorakhpur, and Lucknow divisions, the state of the crops up to the last week of August had given no substantial ground for anxiety. The rainfall had, indeed, in almost every district been tardy and less than the normal quantity; in several districts very much less; but the rain which fell was, on the whole, opportunely distributed, and the crops had germinated well. But since the latter end of August in some districts, and in other districts from an even earlier date, no rain of any consequence has fallen; the outturn of the early autumn crops has not been good, while in some districts those crops have seriously failed; and grave reports regarding the condition and prospects of the *kharíf* crops are now reaching Government. In the ordinary course of things more rain should fall before the monsoon ends, and a sufficiently heavy fall would still materially alter prospects for the better. But in view of the abnormal character of the season; of the damage which the crops have already suffered over large areas; and of the reduced circumstances of the people, who have now experienced a succession of bad seasons, it is necessary that Government should be placed without avoidable delay in possession of such full information as will enable it to take prompt action, when the right time comes, in support of the local officers. I am therefore to request that if sufficient rain has not fallen before the 1st October and relieved you of anxiety, you will at once institute a special inquiry in each tahsíl of each district in your division (the Lieutenant-Governor is aware that in some divisions measures in the direction indicated have even already been taken) into the actual condition of the crops and into the degree of probability which exists of failure and of the extent of such probable failure. The prospects of the *kharíf* harvest should be fairly well disclosed by the middle of October; and it should also be possible then to form an opinion as to the proboble extent of the *rabí* sowings. The Lieutenant-Governor then expects to receive from you not later than the 20th October, for each district in which serious crop failure is to be apprehended, a full report on the points noticed in Articles 19 and 22 of the Famine Code. A subsequent and supplementary report should be submitted so as to reach the Government at Allahabad on the 7th November, bringing the condition and prospects of the *kharíf* crops, and the state of the *rabí* sowings, up to the 1st of the month. Thus by the end of October or, at latest, the middle of November, the Government will know what it has to expect. Meanwhile, should symptoms of distress appear, it is open to you and your district officers to begin those "ordinary" district works which are referred to in Article 60, Famine Code, and which serve the purpose of testing the approach of general or local pressure.

2. I am to take this opportunity of inviting a careful study by yourself and by all your district officers of the provisions of Chapters I.-IV. (inclusive) of the Famine

Code. These provisions are, you will notice, of a preparatory and precautionary nature, and do not involve any expenditure of money or the commencement of "relief" measures. The most important is the preparation of the programme of relief works referred to in Articles 13 and 17, Chapter I. On this subject you have already been addressed by the chief engineer, who has been in communication regarding it with the superintending engineer of the circle in which your division lies. Some doubt exists as to the sufficieney of the provision of relief works in the district programmes. On this point all the Lieutenant-Governor now desires to say is that, in estimating the numbers likely to come on relief works in the event of serious distress, special attention should be paid to the statistics in Table XVII., Part B., Volume II., of the North-Western Provinces and Oudh Census Report for 1891. Knowing the classes most likely to be affected by the failure of the crops, each district officer (subject to your control) should be able to estimate the *maximum* numbers (distinguishing, so far as possible, men, women, and children) for whom provision should be made both on relief works and by the other measures of relief specified in the Famine Code. In this connexion I am to invite your attention and that of your district officers to paragraph 75 of the "Report of the Indian Famine Commission" of 1880, Part I.

3. Should your inquiries lead you to the opinion that the crop failure and general condition of any district in your division is likely to result in serious distress, I am to request that the provisions of Article 43, Chapter IV., and Article 115, Chapter VIII. of the Famine Code, may receive the immediate attention of yourself and your district officers and be reported on in the supplementary report referred to at the close of paragraph 1 of this letter, so that the Lieutenant-Governor may be in possession of your proposals on 7th November. When sufficient certainty exists as to the locality in which distress may be expected to occur, no time should be lost in selecting from the programme those relief works to be first undertaken; deciding whether those works should be placed in charge of the Public Works Department or the local civil officers; marking out relief circles on the map; nominating officers for the executive charge of those circles and works or applying to the Government for the services of such officers if they are not locally available; and fixing on the sites for poorhouses, which should be ordinarily located at the headquarters of *tahsíls*. On such executive duties no person should be employed below the rank of a naib tahsildár or a kánúngo.

4. I am in a special manner to call your attention to that provision of the Famine Code (Article 63) which requires that "relief works" are not to be undertaken nor any other measures for the relief of distress specified in Chapters V., VIII., IX., and X., Famine Code, initiated, until the orders of Government are received in accordance with Article 31 of the Code. These orders cannot be passed until the Lieutenant-Governor and Chief Commissioner has examined the reports under Article 22 of the Code now called for. Until those orders are issued, or special instructions given by Government on special application made to it, the means at your disposal for affording assistance are those referred to in Article 60, Famine Code. It is absolutely essential to successful working that the plans of the Government should not be embarrassed by isolated or spasmodic action. Should relief works on a large scale be required, the Lieutenant-Governor will visit your division in November, or earlier if necessary, and settle with you on the spot the line of action to be pursued.

5. In conclusion, I am to add that in dealing with famine relief the all-important point to bear in mind is that the preparations must be well in advance of the pressure. If pressure supervenes while preparations are incomplete, numberless embarrassments result. If, on the other hand, the executive is not surprised or overtaken by famine, matters go as smoothly as in such cases they can go. The Lieutenant-Governor and Chief Commissioner sincerely trusts that there may be no necessity to undertake relief measures, at all events on a large scale; but the necessity is not increased by timely preparation, while the cost to the State is greatly lessened, and the advantages to the distressed population greatly enhanced, by the existence beforehand of a settled programme, and an organisation ready to be called into immediate activity.

I have, &c.

H. F. Evans,
Chief Secretary to Government, North-West Provinces and Oudh.

BENGAL.

No. 565 G., dated Bankipore, the 8th October 1896.

From J. A. BOURDILLON, Esq., Officiating Commissioner of the Patna Division, to the SECRETARY TO THE GOVERNMENT OF BENGAL, REVENUE DEPARTMENT.

With reference to Government order No. 821T.-R., dated the 30th ultimo, and in continuation of my letter No. 119Ct. of the 25th idem, I have the honour to submit the following report on the condition and prospects of crops in the districts of this division for the fortnight ending on the 3rd instant.

GENERAL REMARKS.

2. During the period under report there has been no rain anywhere, except less than half an inch at Barharwa in the north-west of the Bettiah subdivision in Champaran. From about the 20th to the 25th, and again during the last few days, a strong west wind has been blowing in the middle of the day, which has had the effect of greatly drying the land and withering the standing crops.

3. The period covered nearly corresponds with that of the Hathiya asterism (September 25th to October 10th), and is therefore one in which plentiful rain is expected and is required to keep alive the *kharíf* and to moisten the land so as to enable the cultivators to begin sowing the *rabí*. In those districts where water is carefully stored, *e.g.*, Gaya and parts of Shahabad and Patna, the standing crops up to date are in good condition and will in any case give a fair return. Further, in all the area commanded by the Sone canals the *kharíf* crops are magnificent. Elsewhere rain is badly needed, and if it does not fall within the next few days the standing crops will suffer greatly and the area of *rabí* sowings will be much contracted.

4. I have just returned from a visit to Dehree and the Sone canals, and have spent three days in Mr. Buckley's company. Every effort is being made to work the canals to the best advantage, and not a drop of water is being wasted which could be profitably used for irrigation.

5. As regards prices, there has been a sharp rise in the price of all grain almost everywhere within the last week, which is due to two causes, (1) the practical certainty that the Hathiya rains have failed, (2) large purchases made for despatch to the North-Western Provinces. There have been some ebullitions of popular feeling which will be noticed below in their proper places, but after some oscillation prices have steadied down for the present and confidence has been restored.

6. All the information that I have been able to obtain, both official and non-official, points to the fact that there is a sufficiency of grain in the division, and what is needed is money to buy it with. For this reason I think that before long test relief works will have to be opened almost everywhere in order to give work to the unemployed. These will take at present the form of repairs to roads or construction of new roads in accordance with the usual civil works programme of the district boards. Large quantities of earthwork have to be executed on the projected railways in Gaya, Shahabad, Muzaffarpur, and Darbhanga, which will employ thousands of workpeople through the winter. I now turn to make a few remarks on the condition of the different districts.

7. *Patna.*—The collector reports that rain is not urgently wanted; but if it falls within a week, the estimated outturn of winter rice will be 12 annas, otherwise the crop will not exceed an 8-anna one, and in many places it will be as low as 6 annas. The floods in the south and south-west of the Bihar sub-division, referred to in my last report, have caused very little damage and will lead to no distress. On the contrary, the area inundated by them is a *rabí* country, and the floods have supplied the necessary moisture. The event of this week has been the sharp rise in prices all over the north of the district and in the case of all classes of food grains.

8. The local *goladars** in Barh and Phulwari closed their golas† to retail sale about the 30th ultimo, and the people were put to great straits to obtain grain. The collector has pointed out to the *goladars*, as far as possible, the danger they are running in pursuing this policy, and has advised them to sell by retail as before. In this he has been very successful. Mr. Inglis also held a public meeting in the city on Sunday, the 4th, to consider the situation, at which it was decided to raise funds privately to aid the necessitous by selling small quantities of grain at a somewhat lower rate than that quoted by the regular dealers. I have impressed on Mr. Inglis that this must be treated as an entirely private arrangement, and at my request he has withdrawn all officials from the managing committees. Government is therefore in no

* Dealers in grain who own storehouses. † Storehouses.

way committed to this charitable policy. I have in a separate letter reported on the ebullitions at Dinapore and elsewhere.

9. *Gaya.*—Prices have risen and common rice is now selling at 9 seers per rupee. During the last fortnight I have traversed the whole district, and have satisfied myself that for the present there is nothing to fear. While I was in Gaya there were clamorous crowds asking for a Government rate to be fixed for the sale of grain; this was of course rejected. After I had left on Sunday, the 4th, there was an alarm of loot, but the Magistrate and District Superintendent of Police had already taken precautions, and the police were so quickly on the spot that nothing occurred. The price of common rice, which was 12 seers up till the 1st, when I left, rose to 9 seers by the 5th, and has there stayed.

Mr. Savage has asked the Mohunth of Budh-Gaya, who has large hoards of grain, to come forward and sell it to the poor in small quantities on easier terms than the Banias.

10. *Shahabad.*—Owing to the causes enumerated in paragraph 5 above, and specially to the operations of purchasers from the North-Western Provinces, the price of grain at Arrah rose suddenly on the 30th ultimo and 1st October. On the latter date the grain-dealers suspended retail sales, and there was considerable apprehension of a grain riot. In these circumstances the Officiating Magistrate, Mr. Egerton, took the unwise step of forbidding the exportation of grain, by an order under section 144, Criminal Procedure Code, dated the 2nd October. Fortunately, however, he reported his proceedings to me by telegram, and I forthwith cancelled his order by wire. Both then and since I have impressed upon him that no direct interference with trade can possibly be allowed, although he is at liberty to use persuasion and advice as much as he pleases to induce the Banias to sell at fair rates. Police protection has been given to those grain-dealers who asked for it, and I have directed the Magistrate to realise the cost under section 13 of the Police Act, and also to enlist special constables if required. The latest reports state that up to yesterday all was quiet again, and the Magistrate is now taking proper steps to maintain order.

11. *Saran.*—Mr. Wheeler says that further reports and inquiries seem to show the general yield of the *Makai** crop has not been much more than six annas for the district as a whole. The rice is withering away daily, and even were good rain to fall now, a large proportion must be lost.

12. He also reports that within the last few days he has received several complaints from Chapra, that the Banias do not sell at the prices they report, and that they are inflating prices unduly, sometimes changing the rate two or three times in the day. Agents from the North-Western Provinces are also in the district buying up grain for exportation, and this has also tended to raise prices. Applications have been made to the collector to interfere, which he has of course declined to do.

13. A meeting of the District Board was held on the 3rd instant, to discuss what preliminary measures were advisable in order to enable the Board to start relief works as soon as the necessity for them was demonstrated. It was resolved—

(*a*) to empower the Chairman to stop any works now in hand which are not of urgent necessity;

(*b*) to request all planters as far as possible to execute the repair works made over to them on a system of *hazirí*†, so as to enable them to gauge the demand for labour;

(*c*) to circulate the authorised programme of relief works for the suggestions of members.

These moderate proposals have my approval.

14. *Champaran.*—Under date the 5th instant, Mr. Macpherson, Collector of Champaran, writes that there was a fall of ·37 of an inch at Barharwa, and that all over the district much has been done to irrigate the crops by damming the hill streams. His opinion is that the winter rice crop continues to hold out, and it will be saved if there is rain during the Hathiya asterism. In one or two tracts the winter rice crops will be very poor even if good rain falls.

15. During the first week of the fortnight, prices fell somewhat owing to new grain (*bhadoi*)‡ coming into the market, but during the last week there has been a sharp rise, and common rice is selling for 11 seers at Motihari and 12½ seers at Bettiah, instead of 14 or 15 seers, which is the usual rate at this time of the year.

16. *Muzaffarpur.*—The winter rice crop is daily deteriorating for want of rain, which is most urgently needed to prevent the plants from withering. Prices are steadily

* Indian corn. † Daily labour sheet. ‡ Early or lesser autumn crop.

rising, and rice has already reached almost famine rates. No rioting or disturbance is reported.

17. *Darbhanga.*—There was no rain during the fortnight, and a good fall is urgently required. If there is rain, there will be very fair paddy over the greater part of the district; otherwise it will be poor everywhere, and there will be scarcely any in the west and north-west of Madhubani. Mr. Carlyle thinks there is some risk of prices rising so high as to cause a good deal of distress, as prospects are so bad in other parts of India. He was with me here on the 6th, and returned to Madhubani the same night to watch the development of affairs.

18. *Conclusion.*—In view of the disturbed state of public feeling, and the risk of grain riots should the market grow tighter, I have thought it right to cancel all leave for the Puja holidays, and to ask district and subdivisional officers to remain at or near their head-quarters. These orders have been loyally accepted, and indeed in most cases the district officers, at any rate, had anticipated my wishes. A concession has been allowed in one or two special cases.

19. You will recognise that this is not the report required by section 9 of the Famine Code. I cannot say that "scarcity actually prevails" or that "famine is imminent" in any part of the Patna Division; but if no rain falls by the end of the Siwati asterism, which closes on the 6th November, there will be no doubt of the matter. Meanwhile I am issuing a circular to all district officers, calling their attention to section 11 of the Famine Code, and instructing them to start test works carefully as they find necessary.

20. I propose to submit a further report on or about the 22nd instant, and will remain at my head-quarters throughout the holidays.

Agriculture, No. 940T.-R., dated Darjeeling, the 15th October 1896.

From M. FINUCANE, Esq., Officiating Secretary to the Government of Bengal, to the COMMISSIONER OF THE PATNA DIVISION.

SIR,

I AM directed to acknowledge the receipt of your letter No. 565G., dated the 8th October 1896, reporting on the condition and prospects of the crops in the districts of the Patna Division.

2. The Lieutenant-Governor fears that the fact that no rain has fallen since the date of your report has made the outlook even more gloomy than you describe it to be. There can even now be no doubt that the serious rise in prices is pressing with great severity upon the labouring classes, and no time should, in his Honour's opinion, be lost in offering work on the district roads under the conditions prescribed in section 56 of the Famine Code, treating these for the present as "test works" under section 11. The district boards must now be called upon to revise their budgets by cutting out all avoidable expenditure and appropriating all the funds they can find to relief works proper. There will certainly be full demand for all the work that the boards can supply. Should no rains fall before the end of this month, there can be little doubt that a serious failure of *aman** rice and *rabi* crops will be inevitable, and the local Government will have to largely supplement the board funds. It is fortunate that the railway extensions both in South and North Bihar are likely to supply work for a large section of the population during the coming winter. You should certainly submit the report prescribed by section 9 of the Famine Code by the first week in November if the rain still holds off.

3. Meantime all executive officers should carefully study the Famine Code and the history of past scarcities. The magistrates and police must keep a sharp look out for any indications of rioting, and take prompt steps to suppress it. The standing crops must be carefully watched, and their condition reported weekly in detail of local areas. The stocks of food-grain should be inquired into. Every effort should be made to utilise whatever water-supply there may be from hill streams, tanks, and wells, for purposes of irrigation. Loans for well-sinking should be freely given. The officers of the Opium, Survey, and Settlement Departments may be utilised for the purposes of these local inquiries. This need not at present interfere with their ordinary duties.

* Winter crop.

4. The Lieutenant-Governor approves of the action so far taken by yourself and the district officers as now reported, except in the case of the officiating collector of Shahabad, whose order forbidding exports of grain under section 144 of the Criminal Procedure Code was rightly cancelled by you as both ill-advised and illegal. As regards the action taken by the district board of Saran, the Lieutenant-Governor approves of it; but with reference to the execution of work by planters on a system of haziri, I am to point out that no relief work can under the Code be paid by daily wage irrespective of task. The Code rules must be strictly followed in all district relief works, whether test or other.

5. The Lieutenant-Governor will be prepared, if the situation becomes worse, to place an officer on special duty to assist you. Meantime the Director of Land Records and Agriculture has been instructed to proceed to Bihar at an early date.

I have, &c.
M. FINUCANE,
Officiating Secretary to the Government of Bengal.

CENTRAL PROVINCES.

No. C/451, dated 23rd October 1896.

From the CHIEF COMMISSIONER, CENTRAL PROVINCES, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

THE Government of India will have learnt from the weekly crop and weather reports recently submitted that, owing to the failure of rain since the beginning of September in almost every district of these provinces, there is a prospect of serious scarcity having to be dealt with at a very early date. The position is that the autumn crops have already been irretrievably injured, and their condition is becoming worse with every additional week's drought, while the sowings for the *rabí* harvest are universally retarded, and in many places have now become impossible. It cannot yet be said whether even when sown the grain will germinate, or whether the seedlings, if they germinate, will be able to support the fierce heat of the autumn sun until the dews and the advent of colder weather give them some chance of surviving. It will have been noticed in the weekly reports published in the "Central Provinces Gazette" that prices already rule excessively high in all but a few localities. This is, in centres of trade accessible by railways, in a large measure due to the export of stocks towards the North-Western Provinces and Punjab, where scarcity is believed to be imminent. But even in the more land-locked districts prices are far above the average, indicating that failure of harvests is apprehended, and that the utmost economy is felt to be necessary.

2. The Chief Commissioner some time ago addressed Commissioners of divisions with a view to elicit more exact information as to the condition of each district and the probable necessity of relief operations in it. Some time must, however, elapse before this information can be fully collected. The *kharíf* crops are for the most part still on the ground, and the extent of the area sown with *rabí* is as yet uncertain. Plans for relief works have to be elaborated, and estimates framed of the probable numbers who will require to be provided for. The emergency which appears to be at hand is, so far as Mr. Lyall can ascertain, one much in excess of any which have previously been experienced in these provinces; and the schemes of famine works, drawn out at a time when no such severe scarcity as seems to threaten was apprehended, require careful review before they can be pronounced satisfactory. For this reason the Chief Commissioner is not yet in a position to submit the complete report on the situation required by section 11 of the Famine Code. He hopes, however, to do so at an early date, after he has personally conferred with the Commissioners and the officers of their divisions.

3. In my letter No. 2161, dated the 13th June last, an account was given of the agricultural situation as it then presented itself in these provinces. It was shown that in spite of the drought of last autumn and winter, which caused partial failure of both the *kharíf* and *rabí* crops over large areas, chiefly in the north of the province, the condition of things generally was not so grave as to require any far-reaching measures of relief. The three previous years had, however, been in a great part of the province not years of full crops, and in the three districts of Saugor, Damoh, and Jubbulpore they had been years of widespread failure of the important *rabí* harvest. The Chief

Commissioner expected that in these three districts the construction of the Saugor, Katni Railway (which at the time of writing was employing over 30,000 persons) would, with some minor works carried out from district funds, afford sufficient labour for the support of the poorer classes, while in Seoni and Mandla other measures of relief had been taken. He concluded:—"So far as present developments go, and if "the coming monsoon rains are favourable, Mr. Lyall does not anticipate that any "further measures beyond those which have been described will be necessary for the "relief of the poorer classes." This forecast, I am to say, has, as the Government of India will have learnt from the monthly reports submitted to them of the progress of affairs in the Jubbulpore Division, been on the whole fairly justified. But the situation is now completely changed. Instead of the favourable monsoon anticipated, a drought considerably more severe, and much more general, than that of last autumn has fallen upon the province. The necessities of other parts of India have led to the export of such surplus produce as was in store here, and prices have gone up with a bound; and after four years of hardship and short harvests the agriculturists find themselves in face of a prospect of some pressure, which cannot be expected to slacken until the next monsoon, it may be hoped, brings back normal weather conditions. The cumulative force of these adverse circumstances makes the situation one of great gravity. With exhausted stocks, deficient harvests, and the pressure of a load of debt which has steadily grown during the succession of unfavourable years, it is not surprising that the feeling of the agricultural population should be one of great despondency, almost of despair, and that the position of the landless classes should cause the gravest anxiety.

4. The condition of the provincial finances is not such as to enable this Administration to meet any considerable expenditure upon relief. Some money has already been spent in the districts of the Jubbulpore Division from provincial funds on relief works, but the bulk of the expenditure on this object has hitherto been met from local funds. But the Budget estimate for 1896–7 which was enabled to show a closing balance of 6 lakhs only by the restoration by the Government of India of the contribution of Rs. 4,30,000 taken from the province in 1894–5, has, as reported in my letter No. 2921, dated the 1st August last, been subjected to a further reduction owing to the remission and suspension of Rs. 4,84,000 of land revenue in the three northern districts of the Jubbulpore Division. Land revenue collections so far are still considerably in arrear in several other districts of the province, and there is reason to apprehend considerable delay and difficulty in realising the February kist.* The revenues under forests and excise show a serious falling off, which in the circumstances of the year cannot be expected to be recouped. On the other hand, the expenditure under gaols, as well as under certain minor heads of "law and justice," will certainly exceed the estimate; while the necessity which is apparent of giving compensation for dearness of grain to the subordinate establishments to which it is admissible under Article 72 of the Civil Account Code, Volume I., will add to the expenditure in several departments. It may be expected, therefore, that the provincial balance shown in the Budget Estimate will not be realised.

5. In these circumstances, and in view of the probability that it will become necessary to start relief operations under the Famine Code in several districts about the middle of next month, I am to ask the Government of India for a provisional grant for famine relief purposes of 5 (five) lakhs of rupees from Imperial funds. The complete report, which will be submitted as soon as full information is available, will show how it is proposed to distribute this sum; but it is necessary at once to furnish Commissioners with the means of opening works and poor-house relief, where distress declares itself in an acute form; and from many indications, Mr. Lyall considers that this cannot be postponed in the districts of the Jubbulpore Division, in Narsinghpur and Hoshangabad, in Raipur and Bilaspur, and probably in some other districts, beyond the 15th November. Whether the amount now mentioned will suffice to cover the expenditure till the 31st March next, or whether it will be more than sufficient, cannot yet be stated; but the Government of India may rely on its being expended with all due economy consistently with the primary object of saving life.

(True copy.)
A. R. TUCKER,
Registrar,
Department of Revenue and Agriculture.

* Instalment.

NORTH-WEST PROVINCES AND OUDH.

No. 3945S./1.-58, dated Naini Tal, the 20th October 1896.

RESOLUTION.

REVENUE (SCARCITY) DEPARTMENT.

Scarcity and Relief Operations in the North-Western Provinces and Oudh during the Spring and Summer of 1896.

RESOLUTION.—The Meteorological Reporter to the Government of India gives the following account of the rainy season of 1895 in the North-Western Provinces and Oudh:—

"The rainy season began in June about the usual time. The air was more humid and the sky more clouded than usual during that month. The rainfall was abundant everywhere, and especially so in the central and western divisions of these provinces, where about double the usual amount was registered during the month. July was dryer than usual almost everywhere throughout the North-Western Provinces and Oudh. The principal rainy periods were during the first and the last weeks of the month, the second and the third weeks being almost entirely rainless. The rainfall during August was about average in amount and well distributed over the reporting area. In September practically little or no rain fell over the southern, central, and western districts of these provinces after the 10th or 11th. The eastern districts, however, received heavyish rainfall during the advance of a cyclonic storm on the 20th. Defects in the season's total appeared in all divisions except Fyzabad, which showed a 10 per cent. excess, and Meerut, which had a 20 per cent. excess * * * The remaining three months of the year were almost entirely rainless, November on the plains being completely so."

2. The unsatisfactory character of the rainfall of 1895 resulted in varying degrees of pressure on the agricultural population of the provinces. Relief operations, however, only became necessary in the four districts of Bánda, Hamírpur, Jalaun, and Jhánsi, known as British Bundelkhand (where the effects of the short rainfall in September, and the total absence of winter rains, were specially marked); and in parts of the Allahabad, Hardoi, Pilibhít, Garhwál, and Almora districts. But it was only in Bundelkhand that relief measures on an extensive scale were undertaken; the operations in the other districts named were both in extent and character of minor importance. The relief operations which were carried on in the Bundelkhand districts will therefore form the principal subject of this review, and the period dealt with runs from the beginning of February to the end of August, when the early *kharíf* crops ripen.

3. British Bundelkhand has suffered from agricultural depression for the past three years. The country is for the most part black cotton soil and, except in Jalaun and Hamírpur, which are to some extent traversed by branches of the Betwa Canal, is unprotected by irrigation. The cultivated area commanded by this canal is nominally 310,000 acres, two-thirds being "black cotton" soil; but in the *kharíf* and *rabí* seasons under notice the areas irrigated from it were only 4,312 acres and 30,156 acres respectively. For reasons which the Lieutenant-Governor has discussed elsewhere the value of the Betwa Canal as a protection against the failure in the monsoon or the winter rains is not as great as had been expected; but the results* promised for the current season (owing doubtless to the fresh failure in the rains) far exceed those stated above; and give grounds for hoping that, with more experience of irrigation in black soil, we can make the canal a valuable protective work, if, indeed, it does not come up to the expectations of its designers.

In point both of fertility of its soil and of the industry and agricultural skill of its population Bundelkhand compares unfavourably with the rest of the provinces. Since the autumn of 1893 the outturn of the *kharíf* crops there, as shown in Appendix A., has been uniformly poor, while that of the principal *rabí* crop (wheat mixed with either gram or barley) has been worse. The abnormal succession of bad seasons had also encouraged the growth in the culturable area of the coarse grass known as *káns*. The result of this prolonged period of adversity was, according to the statistics supplied by the Director of Land Records and Agriculture, a decrease in 1895 of 192,672 acres, or 13·5 per cent., in the normal *kharíf* area, and this was followed by a still more serious

* *Kharíf*, 20,000 acres; *rabí* (first watering), 60,000.

decrease in 1896 of 292,362 acres, or 19 per cent., in the normal *rabí* area. The monsoon of 1895 ceased early in September, and the winter rains entirely failed. The stock of grain in the villages, reduced by double *rabí* sowings, became low, prices began to rise before the end of the year, and the impoverished landowning classes were unable to assist their tenants. By the beginning of 1896, when the Lieutenant-Governor and Chief Commissioner visited Bundelkhand, it was manifest that the districts were about to pass through a period of distress.

4. The affected area was fortunately well served by railways (the result of a wise employment of the Famine Insurance Fund), and it was from the first apparent that private trade would be capable of supplying all the food required, and that no heavier burden would fall on Government than attaches to the provision of relief works and of those other measures of charitable or gratuitous assistance which are described in the Famine Code.

5. In the first week in February, when the failure in the *rabí* had been placed beyond doubt, test works were started in the form of improvements and repairs to roads in all the districts of Bundelkhand, a sum of Rs. 50,000 being placed at the Commissioner's disposal for expenditure on such works.

At the same time preparatory steps were taken to deal with distress when it should show itself. Relief circles were formed, and officers to take charge of them were nominated; the executive staff of the various districts was strengthened; sites were selected for poorhouses; and the programme of relief works was revised and expanded. Preparations were made for dealing with sickness should it occur, and a staff of hospital assistants was deputed to supervise sanitary arrangements on relief works and administer medical comforts in temporary hospitals. The administrative frame-work necessary for the management of large relief operations was thus in readiness at the beginning of the emergency, and all that was afterwards necessary was to fill it in as necessity required.

6. The number of applicants for employment on the test works opened soon became so considerable that, on the 28th February, Government ordered the conversion of these works into regular relief works under the famine code, and placed a further sum of Rs. 50,000 at the disposal of the Commissioner with effect from the 1st March. The Commissioner was at the same time instructed that in selecting famine relief works regard should be had to the feeder roads required by the Indian Midland Railway.

7. In view of the growing magnitude of the scarcity the Lieutenant-Governor again went to Bundelkhand and held a conference at Jhánsi on the 11th and 12th March to discuss questions connected with famine relief. It was laid down that the object of Government in its famine relief policy would be (subject of course to the dominating idea of preventing starvation), first, to secure that expenditure on famine relief should be of permanent benefit to the several districts and help towards their commercial development and agricultural security; second, so far as possible to keep people employed near their homes and to prevent the disintegration of villages. Up to the date of the conference relief works of all kinds had been under the control of the district officers; but the increasing pressure rendered a continuance of this arrangement undesirable, and it was accordingly arranged that, with effect from the 1st April, all large works should be carried out by the Public Works Department in accordance with the rules laid down in Chapter VI. of the Famine Code, while minor works were to continue under the control of the district officers, who should work through the local landowners. At the same time the necessity for a further increase of the local staff was recognised, and 24 naib tahsíldárs were deputed to the affected area to be employed under the Public Works officers as paymasters on large works. To the employment of responsible officers as paymasters the Lieutenant-Governor and Chief Commissioner attributes much of the economy in expenditure which resulted. The end of March may thus be taken as the period at which the relief operations assumed their settled character, large operations such as roads being in charge of the Public Works Department and minor works, such as village tanks, reservoirs, &c., being carried out by local agency controlled by the district officers. Up to the 31st March the actual expenditure incurred was Rs. 1,43,400.

At the Jhánsi conference the provision made for other methods of relief, especially for the relief of respectable women who are debarred by national custom from appearing in public (Article 124, Famine Code), was revised and expanded. In addition to the increased staff of hospital assistants already provided, an assistant surgeon was placed at the Commissioner's disposal for general inspection duty, and it was ordered that a hospital assistant should be deputed for each work on which more than 1,000

persons might be employed. The question of grazing for cattle was also considered; and when afterwards the necessity arose, free grazing was allowed in the Bánda and Jhánsi Government forests.

8. In Bundelkhand the population, which contains a considerable admixture of aborigines, depends a good deal for sustenance during the summer on the *mahua* crop and other edible forest products. But by April it became manifest that the *mahua* crop had failed while the prices of the staple food grains rose steadily, and the numbers on relief works increased. It had been estimated by the local officers in March that at the period of greatest pressure the numbers in receipt of relief would not exceed 140,000; but by the middle of April that number was exceeded, and the numbers continued to rise, till in the third week of May they reached their maximum pitch of 263,961. Comparing districts, Bánda had by far the greatest number on relief works, but the Lieutenant-Governor, on a review of the whole facts, is disposed to think that the numbers in this district would not have been so large had the "gang" and "task" systems prescribed by Articles 70 and 74 of the Famine Code been more rigorously enforced from the outset. However, the defect was soon corrected; and the unprecedentedly low rate of wages paid combined with the not unsubstantial outturn of work done proves that the people were in real need of help.

9. On the 2nd of May the Lieutenant-Governor again conferred with the officers in charge of the relief measures on the progress and prospects of affairs. At this conference the whole conduct of the famine relief organisation was subjected to minute scrutiny with the object of ascertaining whether the organisation was good and sufficient; whether any further modifications were necessary with reference to future prospects; and whether the administration, while being efficient, was also economical. It was found that, excluding charges for establishment, tools, and plant, the average daily wage for men, women, and children per head on the Public Works Department relief works fell at about 9½ pies a day, and although, here and there, things might have been better done, still, on the whole, the business had been well managed. The wages paid were regulated carefully with reference to the rations prescribed by the Famine Code. Indeed, the tendency was towards over-scrupulosity in following the fluctuations of the grain market so that the relief workers might get the benefit of any variation. It is now the Lieutenant-Governor's opinion that this constant and minute adjustment of wages to ever changing prices caused unnecessary labour and complication and should be avoided in any future operations of the kind. His Honour thinks that ordinarily wages on relief works need not be altered when the change in prices is less than 10 per cent.; and that ordinarily no alteration should be made without the previous sanction of the Commissioner of the division when he controls the relief operations.

10. In addition to the relief afforded by public works, by the establishment of poor-houses, and by the distribution of assistance to respectable but indigent people under Chapter X. of the Code, much help was also given by granting advances of money, under the Agriculturists Loans Act, and by suspensions and remissions of revenue. The actual sum distributed by way of recoverable advances without interest was Rs. 1,85,118; and the actual amount of revenue suspended by the Commissioners was Rs. 2,16,000 on account of the *kharif* instalment of 1895 and Rs. 8,78,000 on account of the *rabi* instalment of 1896. No doubt it will be ultimately necessary to remit some part of these suspensions. In this way substantial assistance was afforded to the land-owning and cultivating classes, as the suspension or remission of a certain amount of revenue carries with it, under the North-Western Provinces Rent Act, the suspension or remission of double that amount in rent.

11. During May the numbers on relief works continued to increase until the last week of that month, when, notwithstanding the sanitary precautions taken, cholera, which had previously shown itself in a serious form only in the Lalitpur sub-division, broke out on the relief works with some virulence. Energetic steps were taken to break up large masses of labourers, to draft off relief workers from the works on which cholera had appeared to other works, and to disinfect all wells used by relief labourers with permanganate of potash (this latter measure did much good, and is recommended for future adoption in similar emergencies). The policy of expanding village works so as to relieve the pressure on the larger undertakings was also pressed.

12. At the beginning of June the Government laid down the policy to be adopted after the breaking of the rains with the object of inducing the people to return to their ordinary avocations as soon as possible. Village works being carried out by civil officers were to be contracted to a minimum on the breaking of the rains, and no further grants

for such works were to be made, it being left to the Commissioner's discretion to continue the distribution of gratuitous relief in villages and at poorhouses when absolutely necessary. With regard to road works, orders were issued that all operations under the control of the Public Works Department should be reduced to a skeleton at the break of the rains in the districts of Jhánsi and Jalaun, where the distress was judged to be less acute; and that in Bánda and Hamírpur the extent of the works should be greatly contracted. The works remaining were to consist in stone-breaking and quarrying, which were considered suitable for the rainy season as they could be done under cover. Task work was to be strictly exacted, and only persons capable of earning a living on task work were to remain on the public works, debilitated persons being provided for in poorhouses. It was also laid down that, with a view to inducing people to revert to agricultural work, no wages should be paid to any person on relief works in excess of the minimum subsistence wage (or its money equivalent) prescribed by Article 108, Famine Code.

13. The combined effect of these measures, reinforced by the certainty of ordinary agricultural employment when the rains would set in, and also to some extent no doubt by the fear of cholera, was seen in a great decrease of relief workers. The numbers, which in the third week of May had approximated to $2\frac{3}{4}$ lakhs, fell by the third week of June, when the rains had broken, to 52,619. As a consequence the estimateof expenditure far exceeded the actual sum spent.

By the middle of July all Public Works Department relief works had been closed, except in Bánda, where four quarry works were still open; and all village works had been closed, except in Jhánsi, where some were still unfinished. The relief administered after that time consisted almost entirely in that given at poorhouses and in the gratuitous relief administered through the agency of *patwáris* to respectable persons debarred by national custom from appearing in public. At the end of August the total number in receipt of any form of relief in Bundelkhand had fallen to 5,904, and without doubt this number would have melted away by now had not the threatenings of even far greater difficulties than had beset us last year completely altered the situation.

14. Under Article 63, Famine Code, relief works are divided into "large" and "small," those works being regarded as "large" which provide simultaneous employment for three months for at least 1,000 persons. (This latter portion of the definition it was not found desirable on this occasion to adhere to rigorously.) From the 1st April all large relief works which had till then been under the control of the district officers, were transferred to the agency of the Public Works Department, and the district officers were thus enabled to pay greater attention to those other very important methods of relief prescribed by Chapters VIII., IX., and X. of the Famine Code (poorhouses, State kitchens, and relief at their homes to respectable people unused to working in the fields or debarred by national custom from appearing in public) which none but district officers can successfully administer. The result of this change was an expansion of the employment of subordinate public works officers to set out and supervise the work; the employment of men of some standing as "officers in charge"; the keeping and rendition of accounts of large relief works by the Department of Public Works, and the devotion of greater attention to the division of the workers into gangs; and to the exaction of task work. It may be stated here that too much importance cannot be attached to the enforcement from the very outset of the "gang" and "task" systems declared to be imperative by Articles 70 and 74 of the Famine Code. They lie at the very root of successful management of relief works. Works on which the systems are not enforced become demoralizing, wasteful, and chaotic.

15. It was recognised that it must lie with the district officer to select the works to be started (as he was most competent to decide where relief labour could be concentrated most advantageously); to adjust the scale of wages to the varying current prices of food grains; and to arrange for the provision, transport, and safeguard of the enormous sums of copper coins required for wages. But the actual execution of the works was left to be carried out by the Public Works officers.

The "large" relief works were of three classes: (1) roads, (2) large tanks, and (3) small roadside tanks. On these works the number of women and children employed far exceeded the number of men. It has been calculated that to every 100 men 306 women and children were in receipt of wages in addition to 171 dependants, nearly all infirm women and very young children, who could not work and had to be relieved gratuitously. There was thus one man to four or five women and children. The explanation of the disparity is that the people migrated in families from their homes, where they were foodless, to the relief works, where they were sure of a subsistence.

One male member ordinarily remained behind to watch the cattle and the house; but the rest of the family went together to the relief works.

One result of this family migration was that in the case of road work, where the hard surface soil had to be dealt with, the amount of work done by the men who were employed in digging was insufficient to employ the women and children, who were made use of as "fillers." But it was found that digging tanks gave more equal employment to both classes, because the tank earth was more easily dug, being damp and soft, and the length to which the earth had to be carried was relatively much greater than in the case of roads.

It will be noticed that the number of "dependants" gratuitously relieved on the works under article 99 of the Famine Code considerably exceeded the 10 per cent. laid down by article 100 as the limit to be relieved in that way. The point did not escape the attention of Government during the progress of relief operations; but the Lieutenant-Governor decided that the balance of convenience and general advantage lay in the direction of keeping families together rather than in the direction of breaking them up, employing some on relief works and sending the others to a poor-house. Sir Antony MacDonnell is not in favour of extending the working of poorhouses beyond a strict interpretation of article 112 of the Famine Code.

Care was taken to use the labourers according to their castes and aptitudes, land-owners being employed as "mates;" literate persons in helping to keep tallies; Bráhmans in distributing; and Kahárs in carrying water. But experience in this, as in other scarcities, has shown that high caste people do not shrink from seeking subsistence on relief works when starvation awaits them at home. Relief in their homes was, under article 124 of the Famine Code, afforded to respectable indigent women whom national custom debars from appearing in public.

16. The rate for earthwork averaged on roads managed by the Public Works Department very nearly Rs. 11 per 1,000 cubic feet. The chief cause of this high rate was that most of the work done was on roads in black cotton soil, and in the height of the hot weather. That soil when dry is extraordinarily hard, and under ordinary conditions the work would never have been done at that season of the year. Some increase in the rate was also due to the large number of carriers as compared with diggers, to which allusion has been already made.

In case of tanks, on the other hand, for reasons above indicated, the rate was only Rs. 5·40 per 1,000 cubic feet.

Of the total expenditure on works, accounted for in the Public Works Department, which is calculated to have amounted to Rs. 7,15,088, about two-fifths represent the value of the work done, if carried out at the most suitable time of the year with labour (*beldárs*) appropriate to the work, and also assuming that there is no loss of efficiency from sickness or other causes.

17. Statement C. appended to this resolution gives the numbers in receipt of relief of all kinds in the Bundelkhand districts on the last Saturday of each fortnight from February 29th to August 29th. It is noticeable that the period of greatest pressure on the relief works did not in all cases coincide with the period during which the prices of the staple food grains ordinarily consumed by the labouring classes of the people (gram, *arhar*, rice, and *juár*) ruled the highest. Thus, while in every district the largest number of persons in receipt of relief was reached on the 23rd May, it was only in Hamírpur and Jhánsi that prices also were highest during the week ending on that date. In Bánda, the district where distress was most severe, and in Jalaun food grains were dearest during the weeks ending the 9th, and the 30th June respectively. These variations are probably attributable to fluctuations in the market rather than to any more recondite cause.

18. At the time of recording this resolution still higher prices rule than prevailed last May and June in Bundelkhand; yet pressure on the few relief works which have been kept open at subsistence wages as a precautionary measure is only beginning to make itself felt. The explanation doubtless is that the early *kharif* crops were not so bad as report makes out; and that they have given the poorer classes of the people something to go with. And this will continue, with more or less variation, possibly until December, when, if no rain falls in the interval, a severe strain may again commence.

19. The health of the relief workers was, on the whole, very good. They were usually, on first coming on the works, in an emaciated and reduced condition; but when afterwards the distressed tract was visited both by the Inspector-General of Civil Hospitals and the Sanitary Commissioner, these officers reported that there was no

appearance of general starvation, let alone famine, among the men, women, and children on the works. Had there been, the relief operations would have failed of success. There were during the whole period only 26 deaths reported as due to starvation. But in spite of all the sanitary precautions that were taken, cholera prevailed from time to time in a sporadic form, and there were three serious outbreaks—one in the Lalitpur sub-division on the 4th April, one in the Karwi sub-division on the 18th May, and a third in Jhánsi on the 29th May. The seriousness of these outbreaks is thought by the Sanitary Commissioner to have been partly due to defective arrangements for the supply of water in connexion with the large relief works. He recommends that a standard plan of water cart and water distributing appliances should be adopted for such cases. It has been reported that the Sunday holiday prescribed by Article 91 of the Famine Code is dangerous from the sanitary point of view, as the workers flocked into the towns on that day, camping near polluted tanks, &c., at the risk of acquiring or rapidly disseminating disease. This is probably correct; but the matter concerns, not only the non-Christian labourers, but the officers controlling the works, and the Lieutenant-Governor cannot compel the regular performance of official duties on Sunday. It seems clear, however, that the payment of the Sunday wage leads to abuses, as people flock to a relief work on Saturday who are in no need of relief, merely to get the Sunday wage; that the labourers earn during the week ample subsistence for the seventh day; and that no difficulty is felt in giving gratuitous relief in kind if really required to newcomers arriving on a relief work on Sunday.

20. On the 20th July a final Famine Conference was held by his Honour the Lieutenant-Governor at Allahabad, at which the results of the whole system of relief up to that date were considered. The figures then furnished have been since supplemented by a statement of famine expenditure incurred up to 31st August prepared in the Accountant-General's office, and this more precise statement has, where possible, been used in the following summary.

The expenditure on relief work falls under two heads according as it was accounted for by the district officers or the Public Works Department.

Up to the 1st April the district officers accounted for all such expenditure, but after 1st April the Public Works Department accounted for the expenditure on the "large" relief works, which were under their direct control, while the district officers accounted for the "small" relief works generally described as "village works."

The expenditure will then be shown separately—(A) that accounted for by the Public Works Department, and (B) that accounted for by the district officers.

21. (A) The total amount expended by the Public Works Department was Rs. 715,088, of which sum—

Rs.
5,37,608 was paid in wages for labour done.
43,758 was paid in gratuitous relief to the dependants of the relief workers.
1,33,722 was paid in cost of tools, hutting, and temporary establishment.

The work in return for this expenditure consisted of (1) 345½ miles of road remoddelled and repaired (in which work is included the clearing out of small roadside tanks); (2) 47 large tanks excavated. The amount of earthwork done amounted to—

	C. ft.
(1) On roads and small roadside tanks - - - -	41,923,055
(2) On large tanks - - - - -	13,984,102
The total earthwork thus was - - - -	55,907,157

This work cost in *wages only*—

	Rs.		Rs.
(1)	4,60,908	rate per 1,000 cubic feet	10·99
(2)	75,700	ditto ditto	5·41
Total	5,37,608		9·62

The sum of Rs. 43,758 expended on gratuitous relief, and Rs. 1,33,722 on tools, hutting, &c., added to this amount spent in wages, make up the total expenditure of Rs. 7,15,088 expended by the Public Works Department.

The number of persons relieved, including dependants, (reduced to relief for one day) on the Public Works Department works in Bundelkhand was 12,843,200, and the

cost per head (including wages and gratuitous relief, but excluding tools, &c.) was 8·7 pies per diem. It is believed that this is the lowest rate yet reached in effective famine relief administration in India by the Public Works Department.

22. (B.) In paragraph 14 above, the difference is stated between the relief which fell within the province of the Department of Public Works and within the province of district officers to administer respectively. The total amount expended by district officers on relief works (exclusive of expenditure on poor-houses and on the miscellaneous forms of relief prescribed by Chapter X. of the Famine Code) was Rs. 2,94,951.

The work done consisted of—

132½ miles of road re-modelled.
559 village tanks } re-excavated.
225 „ wells }
39 reservoir embankments constructed.

The amount of earthwork done on the roads amounted to 11,877,466 cubic feet (measured), and that on the village works was estimated to have been about 53,000,000 cubic feet.

The expenditure was—

	Rs.
On the roads -	1,37,094
„ village works	1,57,857
Total	2,94,951

This gives a rate of about Rs. 12 per 1,000 cubic feet on road work (done at the time of year before April, when such work could be done most cheaply), and a rate of about Rs. 3 per thousand cubic feet on village works (tanks, wells, &c.). It will be observed that while the district officers' rates for road work are greater than the Department of Public Works rates (without the excuse for high rates, which, as stated in paragraph 16 above, the Public Works Department had), their rate for village works is extraordinarily less. The explanation lies in the system followed, and in the supervising agency employed. For road works the district officer had, especially during the "test" stage, to rely on temporary establishments, aided no doubt to some extent by the district engineer, and the "gang" and "task" systems referred to in paragraph 14 above do not appear to have been at the outset as strictly enforced as was desirable. But for village works the district officers acted through the village zamindárs. As the latter had not to repay the expenditure incurred and got the full benefit of the improvement in their villages, they acted honourably by the Government in making the Government expenditure go as far as possible. The important lessons to be learnt are (1) the advantage of employing the professional agency of the Public Works Department from the earliest period possible, in controlling all relief works other than those described in Article 65(*a*), Famine Code; (2) the advantage of working through the village proprietors or village headmen in controlling the works described in that article.

23. The total number of relief workers and dependents relieved on these "small" relief works, plus the number gratuitously relieved by district officers, was 5,533,391 (reduced to units relieved for one day).

The total amount placed at the disposal of the district officers is reported by the Accountant-General to have been 4½ lakhs in round numbers. The accounts have not yet been cleared; but in the returns submitted from the districts the amount actually disbursed is given as Rs. 3,58,777, and may be safely assumed to have fallen short of four lakhs.

24. The total number relieved for one day throughout the districts of Bundelkhand in the relief operations from 1st February to 31st August was thus approximately 18½ millions, and the total cost of relief of every kind in that region, and including tools and plant, hutting and similar items of expenditure, amounted to about 11 lakhs. This gives an average cost of 11¼ pies per diem per head of the people relieved.

25. It is stated in paragraph 3 above that the quantity of land cultivated with *kharíf* and *rabí* during the period referred to fell short of the normal quantity by about 485,000 acres, or about 17 per cent. of the total. The crop yield in the area that was sown was also up to the end of June deficient as shown in the statistics supplied by

the Director of Land Records and Agriculture (Appendix A. to this Resolution). To make up for the deficiency of food, importation of food grain was active during the period of distress. The figures for the imports and exports by rail of food grains for the railway stations situated in the four districts of Bundelkhand during the six months from January to July inclusive are shown in Appendix D. The total net imports for the whole affected tract are shown as 743,227 maunds. There was doubtless also some importation by road, especially into the Hamirpur district from the north; but imports by road are not thought to have been large. Probably the total imports were about $7\frac{3}{4}$ lakhs of maunds. Thus the net quantity of grain imported allowed but a small margin over the quantity actually required for the subsistence of the $18\frac{1}{2}$ millions of people (reduced to units of one day) who came on relief; and its cost at the average price ruling during the scarcity of the commonest grain (gram) which constituted the chief article of import approximates to the cash expenditure on the relief operations. The argument, or perhaps it should be said the coincidence, need not be pushed too far, but the figures tend to show that, substantially, there was no unnecessary expenditure on relief, and that private trade correctly gauged the extent of the emergency and the necessities of the districts.

26. The Famine Code (Article 53) provides for the association, with the collector, of district or local boards "for the purpose of advising and assisting in all matters connected with the prevention or relief of famine." The Code does not enjoin the creation of unofficial charitable committees, though it does not say they shall not be created. The social conditions of Bundelkhand were not favourable to unofficial efforts in the cause of charity; and probably the district boards contained the intelligence of the region. But in more advanced districts the Lieutenant-Governor is convinced that, should circumstances require the undertaking of relief operations on a large scale, the greatest benefit will accrue from the organisation of private effort and private charity in supplement of the Government system of relief. In Bundelkhand most valuable assistance was given by private landlords and others in the control of the smaller relief works; and advantage should, in future cases, be taken of the landlords' willingness to help in this and other ways. They should, so far as possible, be associated with the officers of Government in the general scheme of relief.

27. It has been stated in paragraph 2 above that, besides the relief operations in the Bundelkhand districts, some measures of relief were also found to be necessary in the Allahabad district, the Hardoi district of Oudh, the Pilibhit district of Rohilkhand, and the Garhwál and Almora districts of Kumaun. In the part of the Allahabad district bordering on Bundelkhand, and resembling it in climate, soil, and population, the distress was for a time severe, but fortunately in none of the other districts did the reality come up to the local officers' early apprehensions. The relief measures adopted in these districts do not call for any lengthened comment. They were carried out by the district officers without assistance from the Department of Public Works and comprised repairs to unmetalled district roads, poorhouses, and some gratuitous relief under Chapter X. of the Famine Code. In all the districts except Hardoi the pressure practically ceased when the rains had regularly set in; but in Hardoi, during the latter portion of July, when there was a prolonged break in the rains, distress threatened to assume somewhat serious proportions. The total expenditure in these five districts up to 31st August, as shown in the returns received from the district officers, amounted to Rs. 1,17,431. The number of persons relieved (reduced to relief for one day) was nearly one million.

Throughout the provinces, therefore, the total number of persons relieved up to 31st August (reduced to units of one day) was $19\frac{1}{2}$ millions (the earlier estimates overstated the numbers), and the total expenditure incurred was Rs. 12,17,431. The number of deaths reported as due to starvation was, as already stated, altogether insignificant; but the mortuary statistics from the distressed districts showed a death-rate much above the normal, from which the Lieutenant-Governor infers that, although the number of deaths from actual starvation was almost nil, the pressure of hard times claimed many victims, mostly among the old and the very young.

28. Before bringing the review to a close the Lieutenant-Governor and Chief Commissioner desires to record, for information and future guidance, the more useful lessons which actual experience in these relief operations has taught. On the whole, the rules and procedure prescribed by the Famine Code have been found to be effective and easy to work; but they naturally do not provide for all contingencies; while relief operations are fruitful in surprises, which call for decision and resource in the man on the spot. The following instructions therefore, which are the results of

practical experience, will be useful to all officers engaged in future relief operations:—

(i.) Test works fail to fulfil their object if full tasks are not exacted, and if wages are not regulated with reference to the provisions of Chapter VII. of the Famine Code. Close supervision is therefore essential.

(ii.) Where test works show the necessity of relief works, the management of the latter, not being of the kind specified in Article 65 (*a*), Famine Code, should be entrusted from the outset to the Public Works Department.

(iii.) Relief works of the kind specified in Article 65 (*a*), Famine Code (*i.e.*, works specially intended for the relief of the agricultural population in the vicinity of their villages"), are best carried out through the agency of the village landlords and headmen. The quantity of work to be done can usually be accurately calculated beforehand, and the cost fixed with reference to a fair task and the current price of food. Advances can then be made and the account cleared up on completion of the work.

(iv.) Article 77 of the Famine Code provides that over each separate work managed by the Public Works Department shall be placed an "officer in charge." The number of labourers under an "officer in charge" should ordinarily not exceed 5,000; and if there are more than 3,000, there should also ordinarily be two sub-overseers or work agents. In every case each sub-overseer or work agent should have an intelligent assistant or "mate" to help him to lay out the work. For every five or six "charges" an inspecting officer of the standing of a Public Works upper subordinate is required.

(v.) Officers of the naib tahsíldár class or of similar standing on the regular establishment of Government should whenever possible be employed as "officers in charge." They should be placed at the disposal of the Public Works Department and employed where required, postings being made by the superintending engineer.

(vi.) Reserves of tools and baskets should be established at convenient centres, whence they can quickly be sent where wanted; and as baskets wear out quickly and take time to procure, arrangements should be made in advance for their supply.

(vii.) On relief works the "gang system" should be rigidly enforced from the very outset and gang registers kept up. A gang register is a card or piece of stout paper containing the names and classification of all persons in the gang. Any gang can thus at any time be checked independently of other gangs, and by "sampling" a few gangs the whole work may be effectively checked. These great advantages do not attach to the alternative "ticket system," under which vouchers are delivered to individuals in the morning, to be exchanged for money in the evening. Under the "ticket system" it is obligatory to count and classify at a particular time in the afternoon the whole of the persons present on a work, in order to obtain a satisfactory check; and this has been found to be not only extremely laborious but usually impracticable.

(viii.) Wells likely to be used for drinking water by labourers on relief works should be examined, and, if found pure, should be guarded from contamination for a week before required, and the water supply arrangements perfected before the labourers arrive. Foul wells should be absolutely closed. Should cholera break out, the wells should be disinfected at intervals of two or three days with permanganate of potash until the labourers are split up and drafted off to other works.

(ix.) From the labourers, Bráhmans should be selected to draw water from the wells for Hindus, and Kahárs to distribute it. The vessels employed in drawing and distributing the water should be ordinarily of metal and scrupulously clean. Kerosine tins have been found to be most useful and acceptable.

(x.) A superior medical officer should inspect periodically (1) the relief labourers on relief works not of the Article 65 (*a*) class, (2) the sanitary and medical arrangements in connexion with such works, and (3) poorhouses and hospitals.

(xi.) The Famine Code (section 85) provides for the erection of latrines. These should usually be on the trench system and provided with grass screens.

A line of flags and posts should be placed all round each relief work, and 300 yards from the same, and great care should be taken that no nuisances are committed within the area enclosed by such flags and posts.

(xii.) Medical officers in charge of hospitals on relief works should very carefully watch for the occurrence of any cases of relapsing or famine fever, and immediately isolate any such cases.

Provision for the immediate isolation of cases of cholera, small-pox, or other epidemic disease should be made at each work. Grass huts, which can be subsequently burnt, will usually be the best form of isolation hospital.

(xiii.) Article 87 of the code provides for daily, bi-weekly, or tri-weekly payments (with certain exceptions). Wages should ordinarily be paid twice a week. Bi-weekly payments save the labourers a daily wait until a late hour on the works. They also reduce the difficulty of providing a sufficient supply of copper coin, as small silver coin can then be used also. But bi-weekly payments can only be introduced if "gang registers" are maintained in perfect order. (The difficulty, which is sometimes serious, of providing large quantities of copper coin can be reduced by arranging with the gram sellers on the works to exchange copper for silver daily.)

(xiv.) No change in wages should be made if prices vary by less than 10 per cent., and ordinarily no change should be made unless with the previous sanction of the Commissioner of the division (or Famine Commissioner if one is appointed).

(xv.) When a variation in prices of food grain necessitates an alteration in wages, notice of the new rate of wages should be sent to the district engineer and not to the "officers in charge."

(xvi.) No incomplete work should be closed by the controlling authorities, except on account of sickness, unless seven days' notice be previously given to the Divisional (Executive) Engineer, to break up the staff and close the work.

(xvii.) If article 91 of the Famine Code be retained unaltered (*see* paragraph 19 above), the Sunday should be reckoned, for account and statistical purposes, as the last day of the week, in order that the payments for the holiday, which are made on Saturday, shall fall in the week covered by the numerical returns. This slight change, which will greatly facilitate check on expenditure, necessitates placing Sunday at the end, and not at the beginning of the week in the Progress Return (Form III. of the Appendix to the Famine Code).

29. In conclusion, it is the Lieutenant-Governor and Chief Commissioner's pleasing duty to notice the services rendered by the principal officers employed in conducting the relief measures which have proved so successful. The chief burden of directing the relief operations fell upon the Commissioner of the Allahabad Division, Mr. G. R. C. Williams, and the Superintending Engineer, 3rd Circle, Mr. C. G. Palmer. Mr. Williams successfully maintained control over all the relief measures without neglecting any of the ordinary duties of a very important division; while Mr. Palmer's management of the Public Works operations was both effective and resourceful. To both of these officers the special thanks of Government are due.

On the collectors of the various districts the brunt of the executive work fell as an addition to their ordinary duties; and it was carried on in very trying circumstances with a self-sacrifice and devotion to duty which the Lieutenant-Governor cannot praise too highly. The heaviest responsibility fell on Mr. Ferard, officiating collector of Bánda, and next on Mr. Warburton, officiating collector of Hamirpur, and Mr. Calnan, officiating collector of Jalaun. To these officers the Lieutenant-Governor and Chief Commissioner gives his best thanks. In Jhánsi the distress was less than elsewhere in Bundelkhand, but still a considerable strain fell on the collector, Mr. Steel. Mr. Bird, collector of Allahabad, administered relief in his district in an efficient manner, chiefly through local agencies, and Mr. Partridge, officiating collector of Pilibhít, also merits favourable mention. Mr. Hoare, sub-divisional officer of Lalitpur, and Pandit Jwala Parshad, sub-divisional officer of Karwi, managed difficult charges well. All these officers in their several degrees deserve the thanks of Government.

In the Public Works Department the good services of Mr. Battie, executive engineer, 2nd Allahabad Division, have been brought to prominent notice; and Mr. Thompson, district surveyor, Bánda, and Bábu Kula Nand, district surveyor, Jalaun, have rendered good service, which the Lieutenant-Governor and Chief Commissioner desires to acknowledge.

His Honour notices with much satisfaction that several officers among the tahsíldárs, and naib tahsíldárs, and among the upper and lower subordinates of the Department of Public Works, have shown marked zeal, probity and ability in carrying out the work entrusted to them. On fit opportunity the services of these officers will be suitably rewarded.

It was not to be expected that, subject as the executive staff was to great exposure and privation during a Bunkelkhand summer, there should be no casualties, but the casualties were comparatively few. In the Civil Department the Naib Tahsíldárs Maulvi Muhammad Ali and Bábu Joti Parshad, in the Department of Public Works, Mr. J. C. Rose, sub-overseer, and in the Police Department Sub-Inspector Niaz Husain died on the works. They were reported as zealous and efficient officers; and the Government regrets their loss.

Finally, the Lieutenant-Governor and Chief Commissioner desires to acknowledge the very great assistance he has throughout these operations received from the Honourable Mr. Odlin, Chief Engineer and Secretary to Government in the Department of Public Works.

Order.—Ordered that copies of this resolution be forwarded to—

(1) The Secretary to the Board of Revenue, North-Western Provinces and Oudh, for the information of the Board;

(2) All Commissioners of Divisions and all District Officers, North-Western Provinces and Oudh, for information and guidance;

(3) The Inspector-General of Civil Hospitals, North-Western Provinces and Oudh, for information and communication to civil surgeons;

(4.) The Sanitary Commissioner, North-Western Provinces and Oudh, for information;

(5.) The Inspector-General of Police, North-Western Provinces and Oudh, for information.

Ordered also that copies be furnished to the secretary to this Government in the Public Works Department, buildings and roads branch, for information and circulation to officers of the department for information and guidance.

Ordered also that the resolution be published in the "North-Western Provinces and Oudh Government Gazette."

H. F. Evans,
Chief Secretary to Government
North-Western Provinces and Oudh.

KHARÍF and RABÍ JINSWÁRS (crop tables) of the four BUNDELKHAND DISTRICTS { An average crop = 16 annas, A bumper crop = 20 annas.

Crops.	BÁNDA.						HAMÍPUR.						JHÁNSI.						JALAUN.						BUNDELKHAND.					
	Acreage.			*Outturn in annas.*			*Acreage.*			*Outturn in annas.*			*Acreage.*			*Outturn in annas.*			*Acreage.*			*Outturn in annas.*			*Total Acreage.*			*Outturn in annas.*		
	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.	1893-94.	1894-95.	1895-96.
Kharíf.																														
Rice	70,643	74,865	81,474	13	7	11	4,922	4,766	5,697	15	15	14	25,545	26,551	25,548	11	16	9	1,629	1,210	1,966	15	15	15	102,739	107,392	114,685	13	13	12
Indian corn	198	198	189	11	5	14	10	10	5	15	14	13	7,953	8,117	8,182	13	14	15	16	22	36	14	15	16	8,177	8,347	8,412	13	12	14
Cotton and *arhar* (*a*)	104,329	96,579	86,697	10	5	17	80,790	94,367	76,616	14	10	16	25,160	33,345	26,323	14	12	13	50,861	64,162	50,886	14	8	17	261,140	288,453	240,522	13	9	16
Juár and *arhar* (*b*)	193,803	156,530	133,220	11	6	13	154,822	151,016	122,045	14	10	13	53,919	66,351	45,648	13	12	11	73,009	100,510	60,356	13	8	11	475,553	474,407	361,269	13	9	12
Bájrá and *arhar* (*c*)	41,618	29,425	30,065	11	4	12	23,814	19,557	19,755	15	8	14	2,296	3,160	1,626	14	11	9	50,677	42,892	42,862	12	7	9	118,405	95,034	94,308	13	7	11
Urd and *múng*	1,089	828	934	9	5	10	3,298	2,664	3,103	11	11	11	16,732	15,824	15,305	12	13	9	82	187	193	15	11	7	21,201	19,503	21,535	12	10	9
Til	47,438	26,631	25,173	13	5	10	47,107	37,548	31,979	16	12	14	66,988	77,585	6,244	—	14	8	4,901	5,834	4,439	14	11	12	166,404	147,598	124,235	14	10	11
Moth (*d*)	1,579	1,004	853	—	—	—	171	123	85	—	—	—	255	241	236	—	—	—	79	56	31	—	—	—	2,084	1,424	1,205	—	—	—
Kodon	20,730	27,427	28,576	11	8	13	24,858	32,105	35,955	16	13	12	63,820	68,950	67,892	15	—	—	—	2,123	2,927	16	13	11	109,408	130,605	135,350	14	11	12
Garden crops (food)	703	703	863	—	—	—	1,692	1,652	1,833	—	—	—	1,535	1,239	1,265	—	—	—	1,004	1,092	979	—	—	—	4,934	4,616	4,940	—	—	—
Total	482,130	414,190	388,044	—	—	—	341,484	343,808	299,073	—	—	—	264,173	301,363	254,069	—	—	—	182,258	218,019	164,675	—	—	—	1,270,045	1,277,379	1,106,461	—	—	—
Rabí.																														
Sugarcane	23	27		—	14	16	2,503	2,026		16	12	14	937	926		16	16	12	663	480		14	15	12	4,120	3,409	—	15	14	—
Arhar, pure	876	893		13	12	12	184	114		16	16	10	462	470		16	16	8	25	21		15	16	8	1,047	1,498	—	15	15	—
Wheat and gram (*e*)	211,201	192,863		8	9	4	214,010	165,948		10	6	7	104,361	53,548		7	10	5	213,152	112,319		7	10	4	742,724	524,578	—	8	9	—
Wheat and barley (*f*)	4,227	6,293					1,786	6,297					16,463	16,932					5,314	9,090					27,790	38,612	—			
Barley and gram	71,175	112,271		14	13	7	24,551	51,920		15	14	8	3,254	4,776		16	16	7	34,822	86,974		16	16	5	133,802	255,941	—	15	15	—
Gram, pure	165,427	205,407		13	12	8	67,039	93,742		15	15	7	59,641	99,178		16	16	7	46,655	61,700		13	15	7	338,762	460,027	—	14	14	—
Alsi	30,687	28,261		10	1	2	44,695	64,263		15	—	3	18,955	28,353		15	3	3	68,764	92,970		13	2	2	163,101	213,847	—	13	2	—
Zira	Details not available.			—	—	—	Details not available.			—	—	—	Details not available.			—	—	—	Details not available.			—	—	—	Details not available.		—	14	15	—
Dhania				—	—	—				—	—	—				—	—	—				—	—	—			—	16	15	—
Vegetable (*zaid*)	57	123		—	—	—	26	27		—	—	—	355	377		—	—	—	38	49		16	15	—	476	576	—	16	15	—
Total	483,178	546,138	—	—	—	—	354,794	384,337	—	—	—	—	204,422	204,560	—	—	—	—	369,433	363,453	—	—	—	—	1,411,822	1,493,488	—	—	—	—

(*a*) Outturn for cotton only.
(*b*) " *juár*
(*c*) " *bájrá* "

(*d*) Outturn included in *urd* and *múng*.
(*e*) " for wheat only.
(*f*) " " barley "

(1.) Prices per Rupee ruling in the Bánda District from 1st March to 18th August 1896.

District.	Week ending—	Wheat.	Gram.	*Arhar dal.*	Rice, common.	*Juár.*	Maize.	Barley.	*Bájrá.*
		Sérs.	Sérs.	Sérs.	Sérs.	Sérs.			
Bánda.	7th March 1896	10·97	19·81	14·31	12·94	16·06	—	—	—
	14th „	11·46	20·19	15·38	12·69	15·69	—	—	—
	21st „	11·78	19·13	15·38	12·63	15·06	—	—	—
	28th „	12·03	18·41	15·13	12·63	14·69	—	—	—
	4th April 1896	11·84	17·97	15·00	12·38	14·57	—	—	—
	11th „	11·91	18·06	14·31	12·19	14·33	—	—	—
	18th „	12·25	18·25	14·44	12·19	14·50	—	—	—
	25th „	12·31	17·91	14·19	11·94	14·42	—	—	—
	2nd May 1896	12·22	17·28	13·93	11·50	14·42	—	—	—
	9th „	12·09	16·31	13·47	11·31	13·83	—	—	—
	16th „	11·78	15·16	12·66	11·16	13·33	—	—	—
	23rd „	11·75	14·69	12·28	10·78	13·17	—	—	—
	2nd June 1896	11·31	14·94	11·96	10·66	12·92	—	—	—
	9th „	11·06	14·47	11·75	10·53	13·75	—	—	—
	16th „	11·25	14·94	12·31	10·71	13·58	—	—	—
	23rd „	11·	14·75	12·03	10·56	13·58	—	—	—
	30th „	10·78	14·72	11·97	10·75	13·75	—	—	—
	7th July 1896	10·69	14·88	12·06	10·22	12·42	—	—	—
	14th „	10·75	14·84	11·91	10·34	12·	—	—	—
	21st „	10·75	14·84	12·00	10·06	11·83	—	—	—
	28th „	10·78	14·88	12·28	10·19	12·33	—	—	—
	4th August 1896	10·75	15·	11·81	9·94	12·25	—	—	—
	11th „	10·78	14·88	11·78	10·19	12·54	—	—	—
	18th „	10·69	14·66	11·72	9·94	12·88	—	—	—

(2.) Prices per Rupee ruling in the District of Hamirpur from 1st March to 18th August 1896.

District.	Week ending—	Wheat.	Gram.	*Arhar dal.*	Rice, common.	*Juár.*	Maize.	Barley.	*Bájrá.*
		S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.
Hamirpur.	7th March 1896	10 12	18 9	14 14	11 8	14 9	16 3	16 1	13 13
	14th „	11 4	18 13	16 8	11 4	15 2	18 6	15 3	15 0
	21st „	11 3	18 9	14 11	11 5	14 13	18 6	15 5	15 2
	28th „	11 4	18 8	14 6	11 3	12 2	18 6	15 9	13 14
	4th April 1896	11 3	17 14	13 14	11 0	14 8	19 8	15 6	—
	11th „	11 3	17 4	13 10	10 12	14 10	19 8	15 2	13 0
	18th „	12 1	17 3	14 0	11 8	14 8	20 10	15 2	—
	25th „	12 4	16 7	13 14	10 11	14 10	19 13	14 13	—
	2nd May 1896	12 2	16 0	13 14	10 8	14 6	17 0	14 10	—
	9th „	11 15	14 13	12 14	10 6	14 3	16 12	14 5	—
	16th „	11 14	14 6	12 3	9 14	13 15	15 8	14 6	—
	23rd „	11 8	13 10	11 13	9 8	14 0	14 10	13 1	
	Fortnight ending—								
	15th June 1896	11 6	14 2	12 3	9 11	13 1	15 0	13 1	13 1
	30th „	11 1	13 13	13 0	9 5	12 15	14 13	13 2	—
	15th July 1896	11 2	13 2	11 2	9 12	13 0	13 13	12 13	11 8
	31st „	11 8	15 0	12 8	10 0	13 3	15 0	12 10	11 8
	15th August 1896	10 11	14 13	12 8	9 8	13 3	15 0	12 10	11 8

(3.) PRICES per RUPEE RULING in the DISTRICT of JHÂNSI from 1st March to 18th August 1896.

District.	Week ending—	Wheat.	Gram.	*Arhar dal.*	Rice, common.	*Juár.*	Maize.	Barley.	*Bájrá.*
		S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.
JHÂNSI.	7th March 1896	11 9	17 15	14 0	10 11	16 15	—	—	—
	14th „	11 9	18 6	15 0	10 10	16 15	—	—	—
	21st „	11 10	18 11	15 0	10 8	16 15	—	—	—
	28th „	11 9	17 6	14 13	10 9	16 11	—	—	—
	4th April 1896	11 10	17 10	14 13	10 10	16 8	—	—	—
	11th „	11 15	17 9	14 6	10 12	16 8	—	—	—
	18th „	12 0	17 0	14 6	10 12	16 8	—	—	—
	25th „	12 0	16 5	14 7	10 12	16 8	—	—	—
	2nd May 1896	12 3	15 15	14 0	10 11	16 8	—	—	—
	9th „	12 3	15 11	13 13	10 11	16 6	—	—	—
	16th „	12 1	15 0	13 13	10 11	15 11	—	—	—
	23rd „	11 15	14 8	13 11	10 9	15 1	—	—	—
	Fortnight ending—								
	16th June 1896	11 14	14 10	12 0	11 0	14 12	14 8	15 8	14 0
	30th „	12 0	14 14	12 4	11 0	15 1	15 1	15 8	14 0
	15th July 1896	11 12	14 0	16 8	11 8	15 4	15 8	15 8	14 0
	31st „	11 12	14 0	16 8	10 0	15 4	15 0	14 12	14 0
	15th August 1896	11 12	13 12	12 12	10 0	15 0	15 8	14 12	—

(4.) PRICES per RUPEE RULING in the DISTRICT of JALAUN from 1st March to 18th August 1896.

District.	Week ending—	Wheat.	Gram.	*Arhar dal.*	Rice, common.	*Juár.*	Maize.	Barley.	*Bájrá.*
		S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.
JALAUN.	7th March 1896	10 13	21 11	16 4	—	16 6	—	17 12	15 10
	14th „	11 3	20 12	16 4	—	16 6	—	17 0	15 10
	21st „	11 4	20 11	15 12	—	16 6	—	17 8	15 10
	28th „	11 9	20 8	15 8	—	16 6	—	16 14	15 10
	4th April 1896	11 10	19 13	15 12	—	16 0	—	16 12	15 4
	11th „	12 0	19 6	15 12	—	15 12	—	16 10	15 4
	18th „	12 9	18 6	15 4	—	15 6	—	16 7	15 2
	25th „	12 8	17 9	14 8	—	15 0	—	15 15	14 10
	2nd May 1896	12 9	16 13	14 4	—	15 0	—	15 12	14 10
	9th „	12 4	15 14	13 9	—	14 8	—	14 2	15 0
	16th „	11 8	15 4	14 0	—	14 5⅓	—	14 4	13 12
	23rd „	11 3	14 11	12 12	—	13 13	—	14 3	13 7
	Fortnight ending—								
	15th June 1896	11 0	15 0	12 0	11 0	14 0	14 0	14 8	13 0
	30th „	11 0	14 8	12 0	11 0	14 0	14 0	14 8	13 0
	15th July 1896	11 0	14 8	12 0	11 0	14 0	14 0	14 0	13 0
	31st „	11 0	14 0	12 0	11 0	14 0	14 0	14 0	13 0
	15th August 1896	11 0	14 0	12 0	10 0	14 0	14 0	14 0	13

STATEMENT showing fortnightly the numbers on RELIEF WORKS and gratuitously relieved in BUNDELKHAND from the opening to the closing of the WORKS.

District.	Feb. 29.	Mar. 14.	Mar. 28.	Apr. 11.	Apr. 25.	May 9.	May 23.	June 6.	June 20.	July 4.	July 18.	Aug. 1.	Aug. 15.	Aug. 29.
Bánda - -	6,630	21,314	47,367	75,681	94,814	117,554	133,739	71,259	61,718	30,642	6,458	3,460	2,831	2,059
Hamírpur - -	2,389	20,459	31,559	39,069	44,090	41,371	47,960	34,449	8,108	3,238	3,767	3,619	3,611	2,622
Jhánsi - -	2,256	7,817	22,040	17,315	29,511	32,301	41,645	36,686	8,348	1,109	523	545	497	142
Jalaun - - -	1,616	5,905	27,162	33,325	24,118	24,649	40,617	33,718	7,055	1,780	1,981	1,831	1,401	1,081
Total - -	12,891	55,495	128,628	165,330	192,533	215,875	263,961	176,103	85,229	36,769	12,729	9,455	8,390	5,504

The Imports and Exports into and from the Bundelkhand Districts are shown in the following table :—

District.	Months.	Imports.	Exports.	Net Imports.
		Maunds.	Maunds.	Maunds.
Bánda	January	20,381	2,116	
	February	7,488	1,488	
	March	8,353	193	
	April	13,769	143	
	May	37,244	2,905	
	June	75,041	8,520	
	July	64,631	5,214	
	Total	226,907	20,579	206,328
Hamírpur	January	26,991	21	
	February	9,745	118	
	March	5,587	—	
	April	9,628	2	
	May	27,547	13	
	June	26,698	—	
	July	41,869	118	
	Total	148,065	272	147,793
Jhánsi	January	44,577	13,922	
	February	29,932	11,733	
	March	27,555	6,454	
	April	46,183	2,932	
	May	83,459	7,997	
	June	92,858	3,232	
	July	62,430	1,112	
	Total	386,994	47,382	339,612
Jalaun	January	5,283	600	
	February	4,518	1,218	
	March	7,458	1,220	
	April	13,267	2,457	
	May	11,654	5,831	
	June	10,011	1,404	
	July	10,035	2	
	Total	62,226	12,732	49,494
	Total for the four districts	824,192	80,965	743,227

PUNJAB.

No. 13.—Dated Lahore, 23rd November 1896.

From M. W. FENTON, ESQUIRE, REVENUE SECRETARY TO GOVERNMENT, PUNJAB AND ITS DEPENDENCIES, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

IN the circular of the Government of India, No. 5—48, dated 2nd March 1892, the rule which is reproduced in section 45 of the Punjab Famine Code,* prescribes the

* III.—As soon as the information is available, a general report should be submitted, giving an account of the economic condition of the affected districts or groups of districts in ordinary times, and indicating the crops affected and the extent to which they have suffered; the contingencies on which the probable duration of distress depends; the position of the affected area as to local trade, food supply and communications; and any other general information likely to be instructive.

submission to the Government of India of a general report on the conditions of tracts suffering from failure of crops.

2. *Present Report not confined to particular Districts.*—The Government of India have already been made aware from the weekly telegraphic reports that famine relief works are in progress in the Phália Tahsíl of the Gujrát District, that test relief works have been opened in the Karnál District, and that relief works are about to be commenced in the Hissar District. In addition to these tracts the districts of Rohtak and Umballa (southern tahsíls) have just been reported to Government as areas in which scarcity is prevalent and famine is imminent; and the Commissioner of Delhi has directed the submission of similar reports under section 43 of the Famine Code for the remaining plains districts of his Division. The Lieutenant-Governor does not, however, in the present report propose to deal only with the circumstances of the tracts so affected. The present scarcity or famine appears to have visited practically the whole of India, and though particular districts may, from their having obtained timely rain or in consequence of the large proportion of irrigated area which they contain, have enjoyed good harvests and produced a sufficiency of grain and fodder for their own requirements, yet such tracts in the present days of improved communications cannot remain isolated from the effects of the generally prevailing scarcity; and high prices with their attendant consequences make themselves felt even in localities so favoured. Sir Dennis Fitzpatrick's view of the situation thus created is explained in the following extract from a circular issued to district officers a fortnight ago:—

The period during which sowings for the rabí are possible is now rapidly passing away without any sign of rain, and a point may very soon be reached at which a widespread failure of the rabí crop will be a certainty. The result of this would in all probability be that prices, high as they are now, would go up much higher with a sudden bound, and that though there might be ample stocks in the country to last for a long time to come, vast numbers of people would not be able to pay the price of their daily food, and would be thus thrown on our hands.

2. The Lieutenant-Governor desires to draw the attention of Commissioners and Deputy Commissioners to the possibility of this happening very suddenly and very soon, and to remind them that, owing to the failure of the crops extending over so many parts of India and to the great facilities of transport created of late years tending to equalise prices all over the country, this result may come about very suddenly and very soon, not only in those tracts where the crops fail for want of rain, but also in tracts which may be regarded as from the agricultural point of view well protected. It is therefore most necessary that *everywhere* preparations for relief should be so complete that relief measures could be started at a moment's notice.

For the above reasons it is now proposed to discuss the situation for the Province as a whole.

3. *Causes of the present Situation.*—It is apparent that the present distress is due to two causes, viz.:—

(1.) Failure of harvests within the Province itself; and

(2.) Rise in prices caused partly by (1) and partly by the conditions existing in other parts of India.

It will be convenient to deal with these two causes separately.

4. *Normal Crop Statistics for the Province.*—The normal* area of matured crops in the Punjab is as follows:—

1. Harvest.	2. Irrigated.	3. Unirrigated.	4. Total.
	Acres.	Acres.	Acres.
Kharíf	2,562,219 [25]	7,591,927 [75]	10,154,146 [43·5]
Rabí	4,515,983 [34]	8,684,425 [66]	13,200,408 [56·5]
Total	7,078,202 [30]	16,276,352 [70]	23,354,554 [100]

NOTE.—The figures in brackets in columns 2 and 3 represent percentage of irrigated and unirrigated to total area on which crops have been matured; those in column 4 indicate the relative proportions of kharíf and rabí.

* Based on the returns of 10 harvests for kharíf and 11 harvests for rabí.

It will be seen from the above table that the rabí is the most important crop both in point of the actual area sown and the greater predominance of the edible grains, that 30 per cent. of the crops grown are irrigated, and that the largest proportion of irrigation takes place in the rabí. In different parts of the Province, however, the proportions indicated by the percentages shown in the table vary considerably. Thus the proportion of crops irrigated to total crops in the six Divisions is as follows :—

Division.	Percentage.	Division.	Percentage.
Delhi - - -	11	Ráwalpindi - -	31
Jullundur - - -	26	Pesháwar - - -	35
Lahore - - -	57	Deraját - -	41

The Delhi Division is thus much more dependent upon rainfall, and therefore a much more precarious tract than any other portion of the Province. In respect of the greater importance of the kharíf harvest the Delhi Division also differs from the rest of the Punjab. There are only seven districts in the Province in which the normal kharíf area exceeds that of the spring harvest. Three of these, Simla, Kángra and Hazára, are in the hills, and can generally count on a sufficiency of monsoon rain; a fourth, Dera Gházi Khan, is largely dependent upon inundation canals. The remaining three, Hissar, Rohtak and Gurgaon, are in the Delhi Division, and the kharíf harvest in these three districts, which depends almost entirely upon the monsoon rains, is in area on the average about double the rabí. In the remaining districts of the Delhi Division the normal rabí area only just exceeds that of the kharíf harvest. The average area under wheat in the whole of the Delhi Division is less than the average area of this crop in the Dera Ismail Khan and Bannu Districts together, and amounts to only 9 per cent. of the total area under the crop. It will therefore be understood that this division is more affected by bad kharíf harvests than by failure of the spring crops; and, as of the past three harvests which have been much below the average two are kharíf harvests, the calamity is most felt in this part of the Province, and perhaps most of all in the Hissar District, in which the kharíf harvest in a normal year amounts to 70 per cent. of the total crops and pays five-sixths of the revenue of the district.

5. *Abstract of Information contained in District Reports.*—Reports as to the character of past harvests and as to present agricultural prospects were called for from all Deputy Commissioners last month. These have now been received, and an abstract* of their contents in tabular form is annexed to this letter. The percentages shown in the abstract indicating the proportion of the area of crops in each harvest to the normal area do not of course make any allowance for poorness or excellence of outturn as distinguished from area matured. In the districts of Jhang and Gujránwála there has been a considerable extension of cultivation on the Chenab Canal, and the percentage figures for recent harvests are on that account largely swollen.

6. *Character of Rabí Harvest of* 1895.—Generally speaking the spring harvest of 1895 was a good one. In area it was 10 per cent. above the normal and the outturn was estimated by the Director of Land Records and Agriculture as an average one.

7. *Character of Kharíf Harvest of* 1895.—The kharíf crop of 1895 was a bad one. In area it was 15·5 per cent. below the normal, and was rated by the Director of Land Records and Agriculture as a 12-anna crop. The Hissar District suffered most, the matured area being only 30 per cent. of the normal. Those districts in or near the hills which are generally in danger of suffering from an excess of rain did well. There was a great lack of fodder in most districts.

8. *Character of Rabí Harvest of* 1896.—The rabí crop of 1896 may be described as decidedly bad. In area it was 20·6 per cent. below the normal. Not only were sowings greatly contracted owing to the early cessation of the previous monsoon, but the winter rains in December and January failed largely. The contraction of the unirrigated area amounted to 37·7 per cent. as compared with the average of 11 years, but this was to some extent compensated for by an increase of 543,750 acres (or 12 per cent. above the normal) in the irrigated area. In fact the irrigated area, which on the average amounts to 34 per cent. of the whole, in this season amounted to 48 per

* Not reprinted.

cent. of the cropped area. The proportion of matured crops to normal area in the six Divisions was as follows :—

Division.	Percentage.	Division.	Percentage.
Delhi - - -	61	Ráwalpindi - - -	83
Jullundur - - -	86	Pesháwar - -	83
Lahore - - -	87	Deraját - - - -	90

The Delhi Division, as in the previous season, suffered the most. In no tract except the Chenab Colony was the harvest a good one. In the Sharakpur Tahsíl of the Lahore District, a purely unirrigated tract, it was found necessary to start relief works which were continued until the autumn of the year. They have not been re-opened, as the work on the Gugera Branch of the Chenab Canal in the adjoining district affords employment to residents of this tract.

9. *Present Kharíf Harvest.*—The area returns of the present kharíf harvest are not to hand yet, but are being compiled, and a detailed report on the character of the harvest will shortly be submitted. It, however, may be stated that except in a few localities the crop is a bad one. The estimates of the District Officers as to the character of the harvest are noted in column 5 of the annexed abstract,* but can be regarded only as estimates of the roughest description. The Director of Land Records and Agriculture has examined these estimates and has recorded a note thereon which is enclosed,* but which I am to say His Honour is inclined to think takes too sanguine a view of matters. There has, it should be stated, been a great increase in the area irrigated from Government canals which will to some extent counterbalance the falling-off in the area of rain crops.

10. *Prospects of coming Rabí Harvest.*—As regards the prospects of the coming rabí, the early failure of the monsoon rains and the almost total absence of rain since the end of August are undoubtedly very serious features in the situation, as implying very contracted sowings on rain lands. In this respect the prospects are as unfavourable for the spring crop as they were on the same date last year, but even yet there is a hope that if rain fall in November or in some parts of the Province early in December, which is, however, not likely, there will be a considerable area of unirrigated land sown, especially in the northern and western districts of the Province. Even if this does not happen, it is not to be assumed that the usual winter rains will fail. Should they come at the usual time and be sufficiently copious, a large area of crops that would otherwise fail may be expected to reach maturity, especially in the case of late baráni sowings and irrigated crops on overworked wells and on inundation canals, as well as of crops on *sailáb*† lands. The irrigated area also may be expected to exceed even that of last year, as the tendency in this direction is progressive. In the Delhi Division, however, the ordinary time for sowings has already passed, and apart from this circumstance the rabí crop in the distressed tracts is of minor importance as compared with the kharíf, and its success would not so much improve the situation as its failure would aggravate it.

11. *Rise of Prices.*—Adverting now to the other cause of the present distress—the rise in prices—this is undoubtedly as much due to failure of crops in other parts of India as to short harvests in the Punjab. The present unfavourable prospects of the coming rabí are without doubt a factor in the situation, as speculation and market prices are influenced as much, if not more, by future prospects as by past events. The speculation or gambling—for this it often amounts to—which is reported to be taking place on a large scale among grain dealers, is regarded by the Native Press and by the Native public generally as the main cause of the present famine prices. It is no doubt largely owing to this that the prices are raised and kept high. The cause of this state of things is the anticipation of an insufficiency of stocks and the absence at present of any favourable agricultural prospects. Nothing but the appearance of some favourable feature, such as an early and wide spread fall of rain in tracts which would benefit thereby, is likely to bring about that turn of the market which would convert those who bought for a profit into sellers to secure that profit or to save a loss. When the highest point will be reached it is difficult to say, but if the speculation is as wide-spread as is reported, it seems likely that when the corner is turned and prices begin to fall there will be a scramble to realise profits or avoid losses.

* Not reprinted. † Inundated.

12. *State of Grain Stocks.*—As to the extent to which the depletion of stocks of grain is responsible for the present high prices it is difficult to obtain any accurate information. In the reports which Deputy Commissioners have submitted, as noted in the enclosed abstract, attempts have been made to estimate the stock of grain in each district, but with the free flow of produce from surplus tracts into distressed areas no estimate of the stocks in existence at any moment in a single district is of much value. The Director of Land Records and Agriculture in an addendum* to the note referred to above has calculated the outturn of past harvests, and, deducting therefrom the amount of grain estimated to have been consumed and exported, he arrives at the conclusion that, apart from the produce of the present kharíf and the coming rabí harvests, there is a sufficient stock of grain in the province to carry us on to the 15th of April next. The kharíf now being garnered is estimated to provide for the consumption of a further three months, after which there would be the whole of the produce of rabí 1897. There are, however, so many speculative elements in such calculations that it would be unsafe to rely much on them.

13. *Relief Works for what Classes required.*—The extent to which recourse will be necessary to relief works cannot at present be very well gauged, and the estimates given in our returns of the number of persons we are likely to have on our hands in a season of distress in each tract are, his Honour thinks, purely speculative. For the reasons explained in paragraph 2 above, relief works may, owing to high prices, be found necessary in districts in which the character of the harvests alone would not point to the necessity of any such measures. In such districts, and indeed in any district, the chief class for which relief works may be expected to provide employment is that of agricultural labourers or *kamíns*.† In 1888 a confidential inquiry was made in this as in other provinces into the allegation that a large proportion of the population habitually suffer from insufficiency of food. In the report submitted to the Government of India (Punjab Government letter, No. 263 S., dated 23rd June 1888), which was based on inquiries made in the districts, Sir James Lyall, while repelling the above assertion as regards the population generally, was of opinion that in insecure tracts when crops fail badly or are scanty for two or more seasons the village artisans, field labourers, and some of the poorer tenants show signs of insufficient diet. These, together with the poorer classes in towns who suffer from high prices, are the classes who will first be driven to the acceptance of famine wages on relief works. The experience up to date in Gujrát where relief works are in progress is that very few agriculturists apply for work. In Karnál upon the test works which have been started according to recent reports agriculturists have not yet applied for employment. No reports have yet been submitted from Hissar. Generally it may be anticipated that if the winter rains do not fail such relief works as may be started will be mainly required for workers of the *kamín* classes, though in some districts considerable numbers of the poorer agriculturists too will be driven to look for employment. If, however, the rabí harvest proves a failure, relief operations for agriculturists as well as for other classes may be necessary on a very large scale. In this connexion, however, it must be borne in mind that in a season like the present those zamíndárs whose holdings are irrigated, especially from a perennial canal, must reap very large profits, and it is only reasonable to suppose that a portion of those profits would find its way in some shape or other into the hands of their poorer neighbours.

14. *State of Preparedness.*—It is of course necessary, while not at present assuming that the next rabí harvest will be a failure, to make preparations for such a contingency. For the past year the Lieutenant-Governor has been constant in directing the attention of district officers to the preparation and revision of relief programmes for the insecure tracts mentioned in the list on page 6 of the Punjab Famine Code. For most of these fairly adequate programmes exist, and where this is not so steps are being taken to add new works. The preparation of relief programmes for districts not mentioned in the above list has been directed by the Lieutenant-Governor in the circular referred to in paragraph 2 above. It is believed that under the guidance of Deputy Commissioners district boards are generally alive to the situation, and will by carrying out ordinary works of a suitable description afford sufficient employment where more extensive relief measures are not required. The work on the Chenab Canal is of immense value in affording employment to the inhabitants of the distressed tract in the Lahore and Gujránwála Districts, and it even attracts labourers from the Phália Tahsíl of Gujrát. His Honour is about to address the Government of India with a view to the provision of additional funds to admit of this work being continued and extended as a relief work. In general, his Honour prefers that money should be

* Not reprinted.

† Low caste people.

spent on large works of this description which must be constructed some day or another than that it be frittered away on small works of much less importance and utility.

15. *Immediate Outlook as regards Relief Operations.*—Pending the uncertainty as to the future of the next rabí, it will no doubt be necessary to continue the relief works in Gujrát. The numbers on the test works in Karnál are increasing week by week, and it will soon be necessary to adopt relief measures in that district under the Code rules. In Hissar the relief works about to be commenced will probably have to be kept open for several months, and the condition of Rohtak in this respect seems similar. As regards these districts and the Delhi Division generally it was found in the case of previous famines that provision had to be made not only for the inhabitants of the tract, but also for emigrants from the States of Rájpútána. The extent to which emigration will take place on the present occasion depends upon whether sufficient employment on relief works for their subjects will be provided by the States concerned; and it is most desirable in the Lieutenant-Governor's opinion that the necessity for providing such employment be urged upon the attention of the Darbárs. Already an influx of men from Bikaner is reported from the Karnál District, the immigrants being described as begging their way from village to village. The difficulty will to some extent be met by the Ghaggar Canal project which will immediately be started on the border of Hissar and Bikaner and so supply relief work in the tract where it is most urgently needed, and the assistance thus rendered will be supplemented to some extent if the Ludhiána-Dhuri-Tohána and the Ludhiána-Ferozepore Railways are taken up.

16. A separate report will, as required by the rules in the circular of the Government of India, No. 5–48 of 2nd March 1892, be submitted to the Government of India in regard to the financial position. The abstract tabular report* which is among the present enclosures shows the amounts of fixed land revenue remaining uncollected on 30th September 1896 on account of the rabí harvest of 1896, and the amount which it is anticipated will, in addition, have to remain uncollected on account of kharíf 1896 on 31st March next. The former amount is just under 6 lakhs, the latter is estimated at a little over 19 lakhs, but this estimate can, pending the report of the Girdáwari, be regarded as little better than a guess in most districts. In addition to this it is probable that collections on account of fluctuating and miscellaneous land revenue will be some two lakhs below the budget estimate for the year.

I have, &c.
M. W. FENTON,
Revenue Secretary to Government, Punjab.

No. 2134, dated Lahore, $\frac{\text{31st October}}{\text{2nd November}}$ 1896.

From F. A. ROBERTSON, ESQUIRE, DIRECTOR of LAND RECORDS and AGRICULTURE, PUNJAB, to the REVENUE SECRETARY TO GOVERNMENT, PUNJAB.

I HAVE the honour to enclose herewith a copy of a memorandum on the present agricultural outlook which I have drawn up principally for the use of my successor. Mr. Fanshawe asked me to send you a copy of this memorandum as soon as it was prepared, which I have accordingly done. I also enclose copies of two printed* pamphlets, the one containing my reports on the last three harvests and the other containing the remarks of the Deputy Commissioner of each district on the last three harvests, with two tables which I think will be very useful, one giving the area irrigated and unirrigated for each tahsíl for the last three harvests and the other giving the total area irrigated and unirrigated of each district for each harvest for the last ten years, with the average area of the last ten years. I have also made a rough calculation of the production of and consumption from the last three harvests and the balance of food stocks which I calculate should still be available. The estimate is of course at least a rough approximation, but personally I believe it to be not far from the truth.

MEMORANDUM FOR THE USE OF MY SUCCESSOR.†

Scarcity in the Punjab.

I have been through the special reports called for by the Revenue Secretary's No. 922S., dated 1st October 1896, and have returned them all. I have had the notes

* Not reprinted.
† Enclosure to Director of Land Records and Agriculture Punjab's, No. 2134, dated $\frac{\text{31st October}}{\text{2nd November}}$ 1896.

on the three last harvests—rabí 1896, kharíf 1895, and rabí 1895—brought together and printed with two very useful tables, one showing the total area or crops irrigated and unirrigated in each tahsíl for each of those three harvests and the other giving the district totals, irrigated and unirrigated, for the last ten years for rabí and kharíf, and also the average of the last ten years. These will, I think, prove useful. They are* attached to this note.

DELHI DIVISION.

Hissar—Deputy Commissioner, Muhammad Afzal Khán.—The tracts in the worst condition are undoubtedly the districts of the Delhi Division. For months past the Deputy Commissioner of Hissar has been sending in most gloomy accounts, and he now says that prospects are very gloomy; there is very little irrigation and no fodder. The irrigation on the average is only less than one-twentieth in the kharíf and one-ninth of the rabí. The rabí area of 1896 was only half of the average, and the kharíf of 1895 less than one-third. The rabí of 1895 was, however, 50 per cent. above the average or $\frac{3}{2}$. Hissar is really in a bad way, and relief works will be required.

Rohtak—Deputy Commissioner, Captain Egerton.—The special report has not been received. The proportion of irrigation is on the average one-seventh to one-eighth in the kharíf and one-sixth in the rabí. But the capacity for irrigation has much increased, and in rabí 1894, 110,000 acres were irrigated and only 64,000 not irrigated. The total rabí area of 1896 was far below average, rather over half; the kharíf of 1895 was four-fifths, and the rabí of 1895 much above average, about $\frac{3}{2}$.

28th October 1896.—Report just received. The unirrigated kharíf of 1896 will be only 6 annas. Fodder is scarce. Cattle in fair condition. Gram sufficient for four or five months. If no rain falls some relief works may be necessary in Jhajjar in November and elsewhere in January.

Gurgaon—Deputy Commissioner, Colonel Rennick.—In Gurgaon the Deputy Commissioner's remarks are far from clear, at one time suggesting a much better harvest than was expected, at another a much worse one. The average of irrigation in the rabí is two-sevenths. In the kharíf there is little irrigation as it is seldom required. Average less than $\frac{1}{20}$. Area rabí 1896 about two-thirds average, about three-sevenths of which was irrigated. Kharíf 1895 was about six-sevenths average, and rabí 1894 was above average, about $\frac{7}{6}$. Condition of the district is far from desperate, but there will be no unirrigated rabí if no rain falls before 15th November. Stocks are ample.

Delhi—Captain Davies.—Delhi is not in good case, but kharíf 1896 will be Re. 0-8-0 to Re. 0-10-0. There will be no unirrigated rabi unless rain falls by 15th November. The average irrigated area is about one-fourth of the total, but the irrigated area of 1896 was very nearly half the total, 100,000 acres, the average being 60,000. The possibilities of irrigation have increased. Rabí 1896 in area was three-fourths of average, kharíf 1895 average, and rabí 1895 above average—$\frac{6}{5}$. Fodder is very scarce. Stocks are sufficient for three or four months.

Karnál—Mr. Connolly.—The Deputy Commissioner reports very badly of Karnál. There have been no unirrigated rabí sowings, and will be none if no rain falls by 15th November 1896. The cattle graziers are removing their cattle; water is drying up in the tanks; zamíndárs are said to have no stocks, and banias stock for three months only. I do not think things are quite so bad as Deputy Commissioner does. In the last rabí 172,000 acres were irrigated; the average is only 98,000. Means of irrigation have increased. Rather more than one-fourth has been irrigated as the average in rabí and one-seventh in kharíf. The last rabí area 1896 was rather less than two-thirds, the kharíf 1895 about seven-ninths, and the rabí of 1895 much above average—about $\frac{3}{2}$. In rabí 1896 the unirrigated area was very small indeed, about one-fifth of the average. It is said that relief works will be required in November 1896.

Umballa—Captain Parsons.—The Deputy Commissioner of Umballa has submitted a very good note. He thinks the 1896 kharíf crop Re. 0-9-0 or Re. 0-10-0, but the Revenue Assistant puts it at only Re. 0-6-0 or Re. 0-7-0. I think the Deputy Commissioner quite as likely to be right. Fodder for four months is in hand, and zamíndárs have stocks for three or four months. Little or no rabí can be sown unless it rains

* Not reprinted.

before the 15th of November. The irrigated area is small, only on the average little more than $\frac{1}{20}$ in rabí and $\frac{1}{30}$ in kharíf. The district depends entirely on rain. Rabí area in 1896 was three-fifths average, kharíf 1895 nearly average, and rabí 1895 above average, $\frac{11}{10}$. The district is in some difficulty.

Jullundur Division.

The Jullundur Division is not yet in any severe straits. The Commissioner remarks that the present situation is simply a scare on the assumption that the next rabí will fail.

Kángra—Mr. A. Anderson.—Kángra reports a 10-anna or 12-anna crop; about one-fourth of the rabí and two-sevenths of the kharíf is irrigated. Area of rabí 1896 was nearly average, of kharíf 1895 above it, and of rabí 1895 much above it, $\frac{5}{3}$.

Hoshiárpur—Captain Inglis.—In Hoshiárpur there is about a 10 to 11 anna crop, and half the next rabí has been sown. Stocks are sufficient to next rabí. There is not much irrigation, but usually a good rainfall. A little irrigated in rabí and $\frac{1}{17}$ in kharíf. Rabí 1896 about three-fourths, kharíf 1895 average, and rabí 1895 average in area.

Jullundur—Mr. Renouf.—In Jullundur little rabí has been sown on unirrigated lands, but four-ninths of the rabí and about the same in the kharíf are irrigated. I believe Jullundur is not so badly off as Mr. Crosthwaite, Officiating Deputy Commissioner, thinks. Area of rabí 1896 $\frac{13}{15}$, kharíf 1895 nearly average, and rabí 1895 above average.

Ludhiána—Mr. Rose.—As to Ludhiána it may be noticed that the whole district is classed as "secure." The Deputy Commissioner takes a very gloomy view, more so than I believe the facts to justify. The kharíf of 1896 all over is put at 6 annas only. Stocks are ample. In the rabí one-fourth is usually irrigated and in the kharíf one-sixth. The rabí area of 1896 was four-fifths, the kharíf 1895 average, and the rabí of 1895 above average.

Ferozepore—Captain Burlton.—In Ferozepore the Deputy Commissioner takes a gloomy view, but the Commissioner thinks it too gloomy; so do I. Kharíf 1896 is classed as annas 6 to annas 8. Fodder is said to be available for two months only; grain stocks till April. Relief works not required before January 1897. There is a great deal of irrigation in Ferozepore. More than one-third in rabí irrigated on the average and nearly half in 1896 and about one-fourth in the kharíf. Area of rabí 1896 was about $\frac{19}{20}$, of kharíf 1895 two-thirds, and rabí 1895 about $\frac{6}{5}$, above average.

Lahore Division.

In the Lahore Division the Commissioner considers that the only tracts causing anxiety are Sharakpur and the high lands between the Sutlej and the Ravi. The high prices caused in great measure by grain gambling are, he considers, the main cause for anxiety.

Mooltan—Mr. T. J. Kennedy.—In Mooltan the crops are nearly all irrigated, four-fifths of the rabí and nearly all the kharíf. There is no trouble in this district.

Jhang—Captain Douglas.—In Jhang also there is no cause for anxiety. Rain is always scanty, and the new canal and railway give abundance of employment. Fodder is scarce. Here also most of the crops are irrigated—three quarters in rabí and two-thirds in kharíf.

Montgomery—Diwan Narindra Nath.—In Montgomery the sailába area has failed owing to scarcity of water in the rivers, and fodder is very scarce. The people to a large extent are nomadic graziers, and will go elsewhere in search of fodder. The district is not to any extent dependent on rainfall, and the gloomy report is rather difficult to understand, but there are large herds of cattle which will suffer for want of fodder. More than two-thirds of the rabí and seven-eighths of the kharíf is irrigated. I do not believe there is much cause for anxiety in Montgomery. Relief works not likely to be required.

Lahore.—Mr. A. E. Hurry.—The Lahore district is suffering. The rabí 1896 was poor, and small relief works were opened in Sharakpur. The kharíf on baráni* lands will be almost nil. Fodder is scarce and cattle much overworked in wells. Stocks

* Rain-watered.

with traders are large. Small relief works will soon be required. There is, however, a very large area of irrigation; two-thirds of the rabi and four-sevenths of the kharíf are irrigated. This is worth remembering. The unirrigated portion in the west only can be really in distress. The area of rabí 1896 was rather over two-thirds ($\frac{1}{1}\frac{3}{8}$), the kharíf of 1895 about three-quarters, and the rabí of 1895 above average.

Amritsar—Captain Dallas.—In Amritsar there is not yet anything like real distress. The kharíf of 1896 is nearly as good as that of 1895. There has been some portion even of baráni lands sown for the next rabí, and stocks are ample. About half of the crops in each harvest are irrigated.

Gurdáspur—Mr. Love.—In Gurdáspur the kharíf of 1896 is good on low-lying lands. Stocks are ample, and a brisk export is going on from Batála. It is said that relief works will be required in November. The special report says nothing about rabi sowings. About one-fifth of the rabí and one-fourth of the kharíf is irrigated, but much of the district usually suffers from too much water.

Summary for Lahore Division.—The districts of Montgomery, Mooltan, and Jhang are not very dependent on rain; Lahore and Amritsar have much irrigation, and Gurdáspur is submontane and generally does well in dry years. Except in the restricted area mentioned by the Commissioner, there is no real cause for anxiety in the Lahore Division.

Ráwalpindi Division.

In parts of the Ráwalpindi Division there is more cause for apprehension. There is comparatively little irrigation, and there are tracts which have suffered somewhat severely.

Siálkot—Major Egerton.—In Siálkot there is a large amount of well irrigation which cannot always be depended on in bad years, as the cattle get worn out from scanty food and overwork. About half of the year's crop is irrigated. The rabí area of 1896 was not much below average; the kharíf 1895 was average, and the rabí of 1895 was also average. More than half of the crops are irrigated in the rabí and rather less than half in the kharíf. I have seen no special report from Siálkot.

Gujrát—Kazi Muhammad Aslam Khán.—In Gujrát the proportion of irrigation, mostly wells, is smaller,—rather more than one-third in rabí and one-fourth in kharíf. I regret that no special report has been forwarded to me. I believe that there is trouble in parts of Phálian, where small relief works are open. The rabí of 1896 was about 13 annas, more than three-fourths, the kharíf of 1895 was nearly average, and the rabí of 1895 above average. I am not very well informed as to the present condition of Gujrát.

Gujranwála—Mr. Drummond.—In Gujránwála there is a very large proportion of irrigation,—three-fourths in rabí and one-half in kharíf,—and the amount is increasing with the extension of the canal system. Fodder is scarce. Grain is sufficient to next rabí. The canal colony has a good crop, and the new canal and railway will give plenty of employment. No relief works will be required before February next. The kharíf of 1896 is about 8 annas. The area of rabí 1896 was not much below average, $\frac{3}{4}\frac{3}{3}$, the kharíf 1895 was below average, about $\frac{1}{1}\frac{1}{3}$, and rabí 1895 was above it, about $\frac{6}{5}$.

Shahpur—Mr. Bridges.—In Shahpur there has been a moderate kharíf of 1896, but it has not been a failure. Fodder is scarce, and little rabí has been sown except on well lands. The Deputy Commissioner considers the stock of grain to be insufficient, but this does not matter, as there is a railway through Khushab and down to Bhera. The district is not well off, but there is no famine, and relief works are not expected to be necessary. There is a large irrigated area in this district,—over one-half of the rabí crop and one-third of the kharíf is irrigated. As to area, the rabí of 1896 was four-fifths, the kharíf 1895 was above average, $\frac{6}{5}$, and the rabí of 1895 was slightly above average.

Jhelum—Mr. Silcock.—Jhelum is much better off than might have been expected, especially in Chakwál and Talagang, where timely thunderstorms enabled the people to sow a good deal of rabí. Kharíf 1896 poor. Cattle gone off in search of fodder. If good winter rains fall no trouble need be anticipated. Jhelum Tahsíl is worst off. Stocks exist for six months at least, but are supposed to belong in part to traders in

Amritsar and Delhi. There is little irrigation in this district,—only $\frac{1}{20}$ in rabí and less in kharíf, mostly from wells.

Ráwalpindi—Mr. J. Wilson.—Parts of Ráwalpindi are really in trouble, probably more so than any other part in the division. Pindigheb, Fatahjang, and half of Attock are hot dry tracts, entirely dependent on rain, which has failed. In these parts fodder is very scarce. The Mari-Attock Railway gives a lot of employment, but work for non-professional labourers is required. It is not, however, expected that any relief works, except this and possibly a road to Chauntra, may be required. The eastern half of the district is much better off than the western. There is very little irrigation, and that is mostly in the north from cuts, but one-twentieth only is irrigated. The area of rabí 1896 was less than four-fifths of the average, the kharíf of 1895 was nearly average, and the rabí 1895 a good deal above average.

Peshâwar Division.

In the Pesháwar Division there is nothing like famine. High prices obtain, but there is no sign of scarcity.

Hazára—Mr. Bunbury.—In Hazára the kharíf 1896 is very fair, and good rain fell in September and there have been full rabí sowings. There is surplus fodder in parts, which is being exported. Hazára need not be discussed further.

Pesháwar—Major Leigh.—In Pesháwár the baráni kharíf has been poor, but the crop was mainly irrigated. Fodder is scarce, but gram is sufficient. There is much irrigation here; four-ninths of the rabí and more than two-thirds of the kharíf is irrigated. The rabí 1896, was three-fourths average, kharíf 1895 average, and rabí, 1895 above it. There is no real trouble here.

Kohát.—Captain Rawlinson.—In Kohát an average area has been sown for rabí 1897, and beyond a scarcity of fodder there is nothing to note. About one-fourth of the rabí and one-third of the kharíf is irrigated.

Derajât Division.

There is little that is abnormal in the condition of the Deraját Division. The only difficulty appears to be in obtaining seed for sowing owing to high rates. Takkávi* is urgently asked for throughout the division.†

Bannu—Mr. Younghusband.—In Bannu there was good rain in the end of September, and rabí sowings are complete. Cattle are in much better condition than six months ago. There is plenty of gram. Fodder of course is scarce, but there is a good deal of *bhusa.*‡ About one-fourth of the crops are irrigated. The area of rabí 1896 was about $\frac{19}{20}$, kharíf 1895 about $\frac{17}{19}$, and rabí 1895 about average.

Dera Ismail Khan—Mr. Homan.—In Dera Ismail Khan the condition is much the same. The special report is very colourless and gives little information. Between one-third and one-fourth is irrigated in rabí and one-sixth in kharíf from river overflow and hill torrents. The area of rabí 1896 was about five-sixths, kharíf 1895 average, and rabí 1895 average.

Dera Gházi Khan—Captain C. P. Thompson.—In Dera Gházi Khan the state of affairs is better, indeed better than usual. There are stocks for 9 or 10 months, and no relief will be required. Nearly one-half of the crop is irrigated in rabí and a slightly smaller proportion in kharíf, but in all these Pesháwar and Deraját Districts the irrigated is far the most important part. Area of rabí 1896 nine-tenths, kharíf 1895 about nine-tenths, and rabí 1895 average.

Muzaffargarh—Captain Bradshaw.—In Muzaffargarh the condition of affairs is in no way unusual. No relief works will be required. More than two-thirds of the rabí and practically the whole of the kharíf is irrigated, and the last three harvests have all been about average.

Summary.

Taking the province as a whole, we have two patent facts to face,—very high prices and a scarcity of fodder. The high prices are produced by a number of causes.

* Advances of money to agriculturists for improvements.

† Orders have been issued as regards granting Takkávi in such cases in the Deraját and elsewhere.

‡ Chaff, and straw trodden or cut up, for fodder.

Scarcity in other parts of the country, gambling, and the possibility of a failure of the next rabí are the principal ones. The reports of the Deputy Commissioners and my own calculations and whatever information I have been able to collect show to my mind conclusively that stocks, particularly in the hands of traders, are still large, ample for the provincial consumption from six to ten months if not depleted by export elsewhere. Seed grain is dear and difficult to get in places, mainly because the owners are holding up for high prices. Takkávi is urgently called for in several districts.* Cattle are suffering from want of fodder and are being moved about to river sides, hills, &c., where more grazing can be got, but on the whole the account of the cattle is better than might have been expected, and it is remarkable that there is hardly any disease among them. A good deal more of the rabí crop for 1897 appears to have been sown than would have been supposed, and the situation really resolves itself into this, that if good rain falls in the winter, I mean at the ordinary time in December and January, there will be no famine, but only some scarcity, and should it fall by any extraordinary good luck by 15th November, there will be a fall in prices at once and very little trouble. Looking at special localities, we may say that if it were not for scarcity elsewhere and high prices there is nothing unusual in the condition of the Pesháwar and Deraját Divisions, which have much irrigation and mainly depend on their irrigated crops. The same may be said of the districts of Mooltan and Jhang. Montgomery is said to be worse off, and one part of Lahore is no doubt in difficulties. There is nothing alarming at present in Shahpur, Jhelum, or Siálkot, but the western portion of Ráwalpindi is in as bad a state as any in the province. Gujránwála is fairly safe with a large area of irrigation; in Amritsar there is nothing like serious distress, and a good deal has been sown for rabí 1896. Gurdáspur is not in bad case, and stocks of grain are large. Hoshiárpur and Kángra are not suffering. Jullundur, Ferozepore, and Ludhiána are all spoken of in somewhat gloomy terms by their Deputy Commissioners, all very junior officers, but the Commissioner does not take the same view.† The Delhi Division is really the only one which is seriously threatened. Hissar is suffering severely, and Karnál seems to be in a precarious state. Umballa wants watching, and neither Rohtak nor Gurgaon are in a very good condition.

Famine has certainly not reached us yet, and if the winter rains come in due course, even if we get no more till December or January, it will not come next spring, but there will be serious difficulty in places. If the winter rains fail, and there is no reason why they should, the situation will undoubtedly be a very grave one indeed. It may be as well to note here, however, that of the whole area of the province two-sevenths is irrigated in the rabí and one-quarter area in the kharíf. Over four millions of acres are produced on irrigated land each rabí. The rabí of 1896 for the Punjab was 13 annas, the kharíf of 1895 was above 13 annas, and the rabí of 1895 was above average, rather more than 17 annas. Taking the province as a whole the rabí of 1896 was not a good one. The kharíf of 1895 was a bad one, and there was a great lack of fodder. It was estimated at a 12-anna crop. The rabí of 1895, though it varied a good deal from place to place, was on the whole a good one and above average.

Stocks and Consumption.

As regards stocks in hand, to make any calculations of the actual produce of a large province like the Punjab, and also of the actual consumption, is obviously a very difficult matter and one into which large errors may very easily creep. The figures of the multiplicand are so large that a very trifling alteration in the calculation of individual consumptions must make an enormous difference in the provincial total. Still it seems to be worth while to make some calculation of the total outturn of the last three harvests, the home consumption during that period, and the export, and to see what it leaves.

The first factor to consider in this calculation is the rate of yield to be assumed. I have made two calculations on different lines, and put up both for what they are worth.

First, we have simply taken the rates of yield calculated in our office in 1892 and submitted to Government in reply to Government of India Circular No. 3–45, dated 20th February 1892, in regard to the principal crops. These were taken mainly from assessment reports, and, being used for assessment, are unquestionably under-estimates.

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* *See* above.

† His Honour is inclined to think that the Commissioner, with whom he has discussed the position within the last few days, takes a somewhat too sanguine view.

For wheat we have in this calculation taken the figures published in the various yearly final forecasts.

As regards exports, figures are not available after June 1896, but as export from the harvest treated of could not commence before June 1895, we have equalised matters by adding in April, May, and June 1895. The figures taken are from 1st April 1895 to 30th June 1896. So much for the calculation of outturn and export.

Next we have to consider the question of consumption. I do not propose to make any new calculation, but to take the estimate given in the Decennial Material Progress Report of the Punjab, page 14. This gives the consumption per head at six maunds per annum for the whole population, a much higher rate than the Famine Code ratio.

The result of taking the figures in this way is as follows:—

Total outturn of the three harvests, rabí 1895, kharíf 1895, and rabí 1896, is 205,383,402 maunds. Total export from 1st April 1895 to 30th June 1896 is 18,722,668 maunds, leaving for consumption 186,660,742 maunds. The consumption for the period 15th June 1895, on which date the produce of the rabí harvest may be assumed to have been first indented on to 15th June 1896, on the above calculation comes to 145,779,691 maunds, leaving, on 15th June 1896, 40,881,051 maunds, which at the above rate gives sufficient for 3½ months, or up to 1st October only, to which must be added the entire produce of the present kharíf, which may be assumed as at least sufficient for three months. Thus even calculating at the higher rate of consumption, which includes allowance for cattle, seed grain, &c., &c., this would show a surplus which would last up to 1st January.

We have, however, now got more data than we had in 1892 on which to calculate the outturn of various crops, and a revision of our estimated rates has been ordered to be made in 1897. We have for the last three years been making careful experiments on the outturn of various crops in all parts of the province, and the result is to give a very materially higher rate than those hitherto assumed. Thus we find as the result of our three years' experiments, taking simply the arithmetical average, an outturn which compares as follows, omitting odd seers, with the rates assumed in the calculations given above:—

RESULT OF EXPERIMENTS.

—	Irrigated.	Unirrigated.	Assumed in Estimate.
	Mds.	Mds.	Mds.
Wheat	15½	11½	7½
Gram	17½	13¼	6¾
Barley	18	13¾	7¾
Maize	24½	14½	10½
Jowâr	8¾	5	5½
Bâjra	9¼	6½	4½

These experiments are free from much of the suspicion attaching to experiments made during settlement operations. These experiments were made in 14 typical districts and tracts, and consequently I think we are quite safe in deducing the following rates, which are still moderate, from them on which to calculate the outturn: Wheat 10 maunds, gram 11 maunds, barley 11 maunds, maize 14 maunds, jowár 6 maunds, and bájra 6 maunds. These rates are still, I think, moderate. The result of the calculations made at these rates are as follows:—

OUTTURN.

	Mds.
Rabí 1895	128,014,331
Kharíf 1895	49,763,464
Rabí 1896	90,834,806
Total	268,612,601
Deduct export from 1st April 1895 to 30th June 1896	18,722,660
Deduct consumption by population 15th June 1895 to 15th June 1896	125,382,610
Consumption for seed, cattle, &c.	20,578,505
Total consumption	164,683,775
Balance on 15th June 1896	103,928,826

This balance gives sufficient for 8½ months' consumption at ordinary rates and 11¾ months at Famine Code rates. But the assumption that there was no balance in hand on the 15th June 1895 is hardly justified, as will be seen :—

	Mds.
Out-turn of rabí 1894 - - - -	137,936,020
„ kharíf 1894 - - - - -	54,596,736
Total - - -	192,532,756
Total of one year's consumption of all kinds - -	145,961,115
Export between 1st April 1894 and 30th March 1895 -	29,132,720
Total consumption - -	175,093,835
Balance - - - -	17,438,921

which would be sufficient for the consumption at ordinary rates of 1½ months, that is to say, at ordinary rates stocks should be sufficient for 10 months, or at Famine Code rates for rather more than 13 months. This calculation allows for all kinds of consumption, and is, I believe, not very far from the truth. Ten months from 15th June 1896 would carry us on to 15th April, and we have the entire kharíf crop of 1896 to add to this, which would take us on to 15th July 1897, without taking account of the rabí 1897.

This corresponds very fairly with the views generally expressed by Deputy Commissioners. It must also be remembered that in this calculation only cereals and pulses have been taken into consideration. I may note that the food crops grown on irrigated lands alone in the next rabí would in my opinion not fall short of 45,000,000 maunds, which is equal to three months' consumption, inclusive of seed, cattle, &c., and to about 4½ months at Famine Code rates. This is assuming that there is no baráni rabí at all, which is a very gratuitous assumption.

Thus according to my calculation, allowing for a minimum rabí, there should be enough food to last up to the kharíf of next year, 1897. This of course takes no account of possible export, which cannot be calculated.

October 30, 1896. F. A. ROBERTSON.

NORTH-WEST PROVINCES AND OUDH.

No. 196/S.–73, dated Allahabad, the 23rd November 1896.

From the CHIEF SECRETARY TO GOVERNMENT, NORTH-WEST PROVINCES AND OUDH, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

IN my letter, No. 3575S., dated 30th September 1896, the Lieutenant-Governor and Chief Commissioner drew the attention of the Government of India to the agricultural position and prospects of the North-Western Provinces and Oudh as they were at that time disclosed, and promised a further and fuller report should a premature cessation of the monsoon rains come to pass, entailing failure in the crops. I am now directed to make good that promise, and to state, for the information of his Excellency in Council, the extent to which the early cessation of the rains has injured this year's *kharíf* harvest, prejudiced the prospects of the ensuing spring or *rabí* harvest, and affected the condition of the people at large. The delay in submitting this report is due to the desire which the Lieutenant-Governor and Chief Commissioner felt of verifying the reports of the local officers by personal inquiry and communication with them on the spot. His Honour has now visited each division, except Gorakhpur, in which the crops have failed and pressure in consequence on the people is anticipated, and the conclusions stated in this report are the result of conferences held, not only with the officers of Government, but with the principal landlords of the districts affected. The detailed results of these conferences, both for the divisions as a whole and for

each district, will, with the statistical data for the *kharíf* and *rabí* harvests, be found embodied in the memoranda appended to this letter.

2. It is known to the Government of India that the rainfall of 1895 was unequal and ill-distributed in these provinces, while in certain districts it was deficient. The consequence was that both the *kharíf* and *rabí* harvests of last year were in many districts unsatisfactory, while in Bundelkhand and in isolated localities of Oudh and Rohilkhand the crop failure produced distress, which in Bundelkhand amounted to famine. The extent of this distress, and the measures taken to relieve it, have already been reported to the Government of India in Resolution No. 3545S., dated 20th October last, recorded by the Lieutenant-Governor and Chief Commissioner. I am to invite a reference to that Resolution as introductory to the present report and as explanatory, to some extent, of the much severer pressure to which the same tract of country will, there is reason to fear, be again subjected during the coming year.

3. In Appendix A.* to this letter will be found a statement comparing the monthly rainfall from May to October of this year in each tahsíl of each district of the provinces with the normal rainfall for the same period and area. The following statement, supplied by the Meteorological Reporter to Government, shows the percentage of deficiency for the year for each division :—

TABLE showing the PERCENTAGE of DEFECT from NORMAL of the RAINFALL during the six months ending 31st October 1896, in the REVENUE DIVISIONS of the NORTH-WESTERN PROVINCES and OUDH.

Division.	The period from 1st May to 31st October.		
	Actual Total.	Normal Total.	Percentage of Defect.
Meerut (exclusive of Dehre Dún) - -	21·38	25·85	—20
Agra - - - - -	13·21	28·46	—54
Rohilkhand - - -	28·59	37·91	—25
Allahabad - - - -	19·24	33·73	—43
Benares - - -	24·59	37·29	—34
Gorakhpur - - - -	23·37	41·68	—44
Lucknow - - -	21·02	34·79	—40
Fyzabad - - - -	25·42	36·68	—31

Taking the provinces as a whole, the deficiency in the rainfall first became pronounced in July ; but, as will be seen from the statement* of rainfall appended to this letter, the June rainfall was also seriously defective in the districts in which the *kharíf* crop has suffered most. In July the fall was less by one-third than the normal for that month. In August, owing to good rain in the first three weeks, the normal was reached or nearly reached in all divisions except Lucknow, in which division it was seriously deficient, Agra, and Allahabad. Beyond a few ineffectual showers, there was practically no rain to speak of in September and October. The rain therefore ceased just at the time when it was most needed to bring the growing crops to maturity.

From this general deficiency and early cessation of the monsoon rains, no portion of the province has escaped injury except the Meerut Division, and the parts of the Agra Division which are protected by canals. In the rest of the provinces the failure in the *kharíf* crop varied, as will presently be seen, from a loss of one-fourth in certain localities to a loss of three-fourths and over in others, the failure being greatest in those districts in which the rice crop, which is peculiarly affected by short rainfall, is most largely grown.

4. From Appendix III. to the Board of Revenue's last report on the land administration of the North-Western Provinces and Oudh, copies of which were submitted for the information of the Government of India, a clear conception may be formed as to the normal condition of agriculture in these provinces. Broadly speaking, the crops grown are three in number, the autumn or *kharíf* crop, the spring or *rabí*, and the *zaid* (or miscellaneous) crops which, covering an inconsiderable area, are harvested in the

* Not reprinted.

summer. The following table, compiled from the local returns, shows the areas usually cropped in the various divisions of these provinces (the Kumaun division excluded) :—

Division.	Cropped in Kharif.	Cropped in Rabi.	Zaid Crops.
	Acres.	Acres.	Acres.
Meerut - - -	2,519,430	2,918,714	29,513
Rohilkhand - - -	2,809,432	2,443,802	34,507
Gorakhpur - - -	2,743,346	2,411,686	24,527
Benares - - -	1,952,097	1,793,390	10,594
Allahabad - - -	2,866,645	3,012,173	22,971
Agra - - - -	2,250,272	2,194,587	28,245
Lucknow - - -	2,797,646	2,472,713	62,426
Fyzabad - - - -	3,373,178	2,804,092	62,990
Total - -	21,312,046	20,051,157	275,773

The preceding figures represent with sufficient accuracy the areas usually sown with each crop; but this year the area sown in *kharíf*, while in some divisions below the normal, was in others, notably in the Allahabad Division, above the usual quantity, a testimony to the endeavour made by the people to recoup themselves for the losses of the preceding years. Allowing for access and defect (the precise extent of which will be apparent from the crop statistics for each district in the Appendix), it may be said that the area cropped in *kharíf* this year amounted to about 21 million acres. Excluding the canal-protected Meerut Division, in which the *kharíf* harvest has been excellent and where the prospects of the *rabí* are good, the area cropped this year in *kharíf* in the divisions affected by crop failure may be taken at 18½ millions of acres.

5. Attached to this letter is a map* showing the extent and intensity of the failure in the *kharíf* harvest. Generally speaking, it will be seen that the crops have been good, indeed in some districts excellent, in the Meerut Division and in the canal-irrigated portion of the Agra Division; that there has been considerable failure in part of Rohilkhand, the north of Oudh, and parts of the Benares and Agra Divisions; still more severe failure in the rest of Rohilkhand and parts of the Gorakhpur, Fyzabad, and Allahabad Divisions; and that the failure has been greatest in the Gogra-Ganges Doab, which includes the greater part of Oudh and the district of Azamgarh, with outlying districts to the south. The area least affected contains about 11,900 square miles with a population of 6,006,819; the area of considerable failure consists of 25,266 square miles, with a population of 12,530,808; the area of severe failure covers 30,812 square miles with a population of 13,520,258, while the area of greatest loss comprises 25,217 square miles, with a population of 13,494,498. In the first of these four portions into which the province has been thus divided, the *kharíf* harvest has yielded not less than three-fourths of the normal outturn (in the Meerut and Muzaffarnagar districts it has been a splendid crop); in the second portion the outturn has varied from one-half to three-fourths; in the third region the outturn varies from one-third to one-half; and in the last tract the outturn has not exceeded one-third of the average, with particular localities of complete failure.

The circumstance, however, that Bundelkhand suffered from famine this year calls for its classification now with the worst area, although the *kharíf* in three out of four of the Bundelkhand districts has been returned as a trifle over one-third of an average harvest. In this way the area of greatest failure is raised to 35,420 square miles, with a population of 15,794,060.

6. Coming now to the probable outturn of the *rabí* crop, I am to say that in the Meerut Division, with 2,918,714 acres usually cropped in *rabí*, the prospects are at present distinctly good. Of that acreage one-fourth is irrigated from canals and is absolutely safe; a very large portion of the remainder is protected by wells; and there is also a large extent of low-lying land which retains moisture and may be expected to yield a good crop with the usual winter rains. The Director of Land Records and Agriculture, in his *rabí* forecast published in the last issue of the "North-Western Provinces and Oudh Gazette," anticipates that in this division the ensuing *rabí* area will be 37 per cent. below the normal; but, according to more recent information, the Director's figures have been exceeded, and there is now no doubt that not less than

* Not reproduced.

three-fourths (if not more) of the normal area cropped in *rabí* will be sown in this division; and in considering the prospects of the coming year, the Meerut Division gives at present no ground for anxiety.

In regard to the remainder of the provinces, the first matter which, in considering the *rabí* prospects, arrests attention is the contraction of the area now in process of being sown as compared with the area which is usually sown in ordinary years. In ordinary years *dofasli* or double-cropped lands are usually sown in *rabí;* but, owing to the cessation of the rains before the *kharíf* crops had been removed from these lands, it was not generally possible to plough them, and they will to a very great extent lie fallow this season. In the district and divisional memoranda appended to this letter, and in the detailed statistics on which these are based, the best local opinion is given as to the extent of land which will be cropped in *rabí* this year. That opinion is to the effect that, failing rain before the end of the current month of November, when the sowing season may be said to end, the *rabí* area will not exceed 9½ million acres or 54 per cent. of the normal area, amounting to about 17¼ million acres. But the lands that will be sown are the best lands, and more than one-half are irrigated from canals, wells, and tanks. More wells are being made every day, which will have the effect, not only of extending the cropped area, but of protecting the area already sown. We have at present, owing to the extent of land protected by irrigation, a more or less certain promise of a crop from nearly 58 per cent. of the area sown, or 31 per cent of the total area usually cropped in *rabí;* and this protected area is increasing every day by the construction of new temporary wells. Of course the protection will be less efficient if the winter rains fail and the wells run dry; but still there will be protection. On the whole, there is no reason to think that the ensuing *rabí* harvest will, even without favourable winter rains, be less than one-third of the normal crop, while with winter rains it will probably be well over one-half. If regard be had to the high pitch of prices, this means for the province as a whole a substantial money value compared with what an average harvest would bring in at prices prevailing in an ordinary year.

It is of course to be understood that if sufficient rain were to fall before the end of the sowing time, the situation would be at once relieved. In that case the cropped *rabí* area would be very greatly increased and with favourable winter rain most, if not all, our difficulties would be entirely removed in some, and greatly lessened in the remaining, districts.

7. The following table exhibits the present prospects of the *rabí* crop in convenient form:—

Division.	Normal Rabí area in Acres.	Probable Rabí Area of 1896–97.					Percentage of Colnmn 7 on Column 2.
		Irrigated from Canals.	Irrigated from Wells.	Irrigated from Tanks.	Unirrigated, but likely, with Winter Rains, to yield some Crop.	Total of Columns 3, 4, 5, and 6.	
1.	2.	3.	4.	5.	6.	7.	8.
Meerut - - -	2,918,714	654,971	676,921		845,355	2,177,247	71
Rohilkhand -	2,443,802	57,398	510,327		1,255,831	1,823,556	75
Gorakhpur - - -	2,411,686	—	1,071,954		388,901	1,460,855	60
Benares - -	1,793,390	—	629,355		425,813	1,055,168	59
Allahabad - - -	3,012,173	206,053	385,406		671,619	1,263,078	42
Agra - - -	2,194,587	417,754	651,853		204,303	1,273,910	58
Lucknow - - -	2,472,714	—	489,839		512,993	1,002,832	41
Fyzabad - -	2,804,092	—	918,775		593,073	1,511,848	54
Total - - -	20,051,158	1,336,176	5,334,430		4,897,888	11,568,494	58

According to the returns more recently received from the Irrigation Department, the area that will be irrigated from canals in the *rabí* will be 1,559,000 acres instead of 1,336,176 acres as shown in this Statement.

8. The general facts upon which the condition of the provinces regarding food supply locally produced at the last *kharíf* and ensuing *rabí* may be estimated have been set forth in the preceding paragraphs, but a very important factor in the question is the quantity of stocks in hand. From the information forthcoming it may be assumed

with considerable confidence that the stocks of grain in the country are considerable. It is true that the prices of food grains have already attained a phenomenally high pitch. From Statement E., appended to this report, which compares the prices now current with those current at the corresponding period of an average year, it will be seen that the prices now prevailing are not only phenomenally high, but present that feature peculiar to famine periods of approaching equality between the prices of the coarsest and of the best grains. But although the pitch of prices is usually an indication of the quantity of stocks, the Lieutenant-Governor is, in the present case, unable to infer from the extreme dearness of provisions that supplies are deficient. His information leads him to believe that supplies are not deficient; that food will be forthcoming for those who have the money wherewith to buy it; and that prices will find their natural level when the prospects of the *rabí* harvest are disclosed.

The general conclusion which the Lieutenant-Governor draws is that with sufficient rain during the *rabí* sowing time the full or nearly the full normal *rabí* area will be sown, and most of our difficulties removed; that if sufficient rain does not fall while it is yet time to sow the *rabí* on unirrigated lands, still, with the usual winter rains, there will be sufficient food in the country for the people if only it could be distributed in accordance with the people's requirements. In certain regions there will be abundance, and in other regions supplies will be deficient if local wants have to depend for their supply on local production. But of course no such stagnation of trade as that consideration implies need be apprehended. High prices will prevail throughout the year, which will enrich the cultivators of the canal-protected districts, and the fortunate holders of stocks elsewhere; but these high prices will stimulate importation when the time for sowing the *rabí* has passed without rain, and it has become certain that scarcity over great areas and famine over smaller, but still large, regions must prevail until next year's *kharíf* crops ripen.

9. And these considerations lead the Lieutenant-Governor and Chief Commissioner to consider what effect upon the people of the provinces may be expected to follow during the coming year from the circumstances of crop failure and dear prices which have been set forth above. In this connexion I am to invite attention to the following extract (paragraph 77) from the Report of the Indian Famine Commission :—

"From what is known of famines in respect to which any materials for a detailed estimate exist, it is calculated that from a half to three-quarters of the ordinary outturn of the food grain of the year has been lost in the tracts most severely affected. It may therefore be inferred from the experience of the past that a year which yields more than 50 per cent. of a full crop will produce food enough for the population under the stimulus to economy caused by high prices, and that, taking into account the grain stores and the probable importation, there will be no such pressure as to require special measures of relief. When the crop is so reduced that the whole outturn of the year is diminished to 25 per cent. of a full crop, it may be taken as certain that intense famine will prevail. Great uncertainties, however, surround all estimates of failure of crops in such a country as India, and it may easily happen that the particular circumstances of a province will render the effect of a drought more than ordinarily disastrous. An estimated failure of even a third of the year's outturn will always demand the utmost vigilance and preparedness on the part of the authorities, as relief measures may at any moment become necessary."

In the opinion thus expressed by the Famine Commission the Lieutenant-Governor generally concurs. Applying this opinion to the local circumstances, and bearing in mind the exception mentioned in the preceding paragraphs, his Honour's conclusion is that in the area of greatest crop failure, comprising about 35,420 square miles, with a population of $15\frac{3}{4}$ millions, there will be famine, whether we have winter rains or not, although its severity would be mitigated by timely winter rains, improving the yield of the *rabí* crops. In the area of less serious crop failure, comprising about 20,600 square miles with a population of $11\frac{1}{4}$ millions, there will be much distress, deepening in particular localities into famine; but here too the severity of the distress will be alleviated by sufficient winter rains. In the remaining area of canal protection and mitigated crop failure high prices will cause much hardship among certain classes; there will probably be a further contraction in private charity, which will send to the State poorhouses indigent people who in ordinary years find subsistence in the villages; and there will probably be some emigration of labourers during part of the year into the localities in which relief works are established. But the Lieutenant-Governor does not think, if the railways mentioned in paragraph 18 below are undertaken, there will be need for further public works in this area.

10. From the divisional and district memoranda appended to this letter it will be noticed that the district officers, as a general rule, take a much more gloomy view of the situation and prospects than do the Commissioners of Divisions, while the Lieutenant-Governor is perhaps more hopeful than are most of the Commissioners. The following tables show (in round numbers), division by division and reduced to units of one day's rations, the numbers of people for whom, (A) in the opinion of district officers, (B) in the opinion of the Lieutenant-Governor, provision should be made in the event, first, of rain falling while it is yet time to sow the *rabí*; secondly, in the event of the usual winter rains falling (no rain falling while it is yet time to sow the *rabí*); thirdly, in the event of a total failure in these winter rains:—

A.—According to District Officers.

Division.	Number of People on Relief for One Day in case Rain falls during Sowing Time.	Number of People on Relief for One Day in case the usual Winter Rains fall (no Rain falling while it is yet time to sow the Rabí).	Number of People on Relief for One Day in case the usual Winter Rains do not fall.
Rohilkhand	7,000,000	8,500,000	26,000,000
Gorakhpur	2,000,000	15,000,000	31,500,000
Benares	3,000,000	13,500,000	22,000,000
Allahabad	22,500,000	50,000,000	82,000,000
Agra	2,000,000	15,000,000	30,000,000
Lucknow	19,500,000	40,000,000	98,500,000
Fyzabad	13,000,000	28,000,000	45,000,000
Total	69,000,000	170,000,000	335,000,000

The first of these estimates is equivalent to a daily average of about 730,000 persons, the second to a daily average of nearly two million persons, and the third to a daily average of about $3\frac{3}{4}$ millions, for three months. It must be stated, however, that the district officers seemed to attach but little precision to the first estimate, and that, in their opinion, the third estimate, that is, the estimate for the worst case, had more pretensions to accuracy than the second.

B.—According to the Lieutenant-Governor.

Division.	Number of People on Relief for One Day in case sufficient Rain falls while it is yet time to sow the Rabí.	Number of People on Relief for One Day in case the usual Winter Rains fall (no Rain falling while it is yet time to sow the Rabí).	Number of People on Relief for One Day in case the usual Winter Rains do not fall.
Rohilkhand	2,000,000	8,000,000	15,000,000
Gorakhpur	5,000,000	8,000,000	20,000,000
Benares	2,000,000	7,000,000	20,000,000
Allahabad	10,000,000	30,000,000	60,000,000
Agra	2,000,000	10,000,000	20,000,000
Lucknow	7,000,000	25,000,000	60,000,000
Fyzabad	3,000,000	12,000,000	30,000,000
Total	29,000,000	100,000,000	225,000,000

The first of these estimates is equivalent to a daily average of about 330,000, the second to a daily average of over one million, and the third to a daily average of about $2\frac{1}{2}$ million people, for three months.

11. His Excellency in Council will not fail to observe the great difference between the estimates made by the local officers on the one hand and by the Lieutenant-Governor on the other. In his lower estimate of the difficulties his Honour was supported generally by the Commissioners of Divisions, but the estimates make no special claim to precision. In this connexion I am to say that nothing struck the Lieutenant-Governor more during his conferences than the much greater importance which the

district officers attached to their quantifications of crop failure than his Honour was disposed to attribute to them. The district officers—all gentlemen of earnestness and ability—were quite alive to the facts that the subordinate native officials who supply these estimates in the first instance are extremely prone to estimate too low; and that it is very difficult, from mere observation and without extended experimental cuttings and weighings, to be accurate in estimating a crop at two annas of a full average and not at four; but, nevertheless, they adhered to their opinions. The significance of this fact must not be ignored.

The Lieutenant-Governor found confirmation for his view that even in the worst tracts the *kharíf* has not been altogether so bad as represented by the fact that, except in a few localities which suffered severely last spring and summer, there are at present no general or widespread signs that the rural population is in a distressed condition. He has indeed been told by some native gentlemen that the people are already on short commons, and are saving their food against a period of still greater pressure; but the fact remains that, except in Bundelkhand, in part of Oudh, and in a few other isolated tracts of severest crop failure, the people do not seek employment on relief works; and the forced sales of jewellery and of cattle (though taking place), the increase in the number of beggars, and the increase of crime are not so great as one would expect to find if the province were passing under the shadow of the overwhelming disaster which the estimates of the district officers imply. That a period of famine in several districts and of great distress for great numbers is imminent if rain does not fall within a few days, there is no doubt; but that, if we have the usual winter rains, it will attain the magnitude apprehended by the district officers the Lieutenant-Governor does not believe. 'But he has not thought it right to give effect to his own ideas on this matter to the extent of curtailing the provision to be made for relief in the event of the worst anticipations being verified. Sir Antony MacDonnell hopes that his own expectations may be verified; but he has not trusted to chance, and the relief system established will, he believes, fully respond to the larger strain. The demands upon it have already begun, there being at present 100,000 persons on relief.'

12. The preceding paragraphs have dealt with the reasons for anticipating that distress will occur, and also with its probable extent and severity. I am now to state the measures which have been taken to meet the difficulties which confront us. These measures may be divided into two broad classes: first, measures devised with the object of preventing famine; second, measures concerned with the relief of famine where it occurs.

Under the first class come (*a*) the advances made for the construction of wells and for the purchase of seed; (*b*) suspensions of revenue; (*c*) facilitation of private trade. In most parts of these provinces irrigation from wells is generally practised, and, wherever the nature of the subsoil permits, temporary or *kachchá* wells are usually made by the people. In order to stimulate activity in this direction and thus in some manner neutralise the effects of the short rainfall, advances to the extent of 18 lakhs of rupees were made since the 1st October partly for the construction of wells, partly for the purchase of seed. The effect of these advances has been everywhere excellent, and the following passage taken from a report by the Commissioner of the Fyzabad Division, dated 12th November, may be taken as applying to all parts of the provinces where the construction of temporary wells for irrigating purposes is practicable:—"I would invite "attention to the marked spirit of energy aroused amongst the agricultural classes by "the system introduced of giving timely advances for earthen wells to village com- "munities on the joint security of proprietors and tenants. In many villages a system "of co-operative labour has been organised out of the funds so advanced, with the "very best results, every man having an interest in seeing that the money is devoted "to the purposes for which it was given. The stimulus so imparted has been "widespread and has led indirectly to the construction of many wells other than those "paid for out of Government funds. The people have thus responded to the aid so "opportunely given them in a manner that must be seen to be realised; and the heart "given them has enabled them to meet the crisis with a spirit that in 25 years' "residence in India I have never seen equalled." The returns of the number of temporary wells constructed by means of the Government advances, by means of the funds which the partial suspension of the *kharíf* instalment of revenue has permitted the landlords to devote to the same object, and from other sources, are not yet complete, but from the figures received it seems that in five out of the seven divisions affected the number has already reached 225,000. And doubtless many more will be made. In the estates

under the management of the court of Wards advances have been made liberally from the funds at their disposal in furtherance of this same object. All of these wells may not last throughout the entire cold season; but the probability is that their construction will add about half a million acres to the *rabí* area which, failing rain, will this year yield a crop. On this head, therefore, the measures adopted with the approval of his Excellency in Council have proved highly successful.

13. In connexion with the subject of advances by Government, the great assistance which the people are deriving from the opium advances must not be overlooked. According to statements submitted by Mr. Wright, Opium Agent, Benares Agency, these advances have already amounted to Rs. 34,99,510, besides Rs. 97,598 for wells. Should the opium crop verify its present good promise, the cultivators should receive before next June a further sum of about 90 lakhs of rupees in these provinces. The money already advanced, *i.e.*, 35 lakhs in round numbers, has been paid out in the ordinary course of the business of the Opium Department and independent of the threatened scarcity; but obviously these advances have very greatly improved the condition of the cultivators to meet the pressure of hard times.

14. A minor method of increasing the food supply of the country which this Government, with the assistance of the Government of India, has adopted, is the purchase of potato and carrot seed for distribution to the various districts which are unable to provide themselves with an adequate supply of those quick-growing and nutritious vegetables. The potato seed was procured locally in districts not affected by scarcity; but the local supply of carrot seed in the quantities required was wholly insufficient. The resources of the English market have been drawn upon; but it is a curious fact that, although it was desired to procure 200 tons of carrot seed, the resources of the English market were able to supply but little more than one-half of the quantity. The seed, usually sold in ounces or pounds, we wanted in tons.

15. The second of the preventive measures was the suspension of revenue. The suspensions of revenue allowed up to date amount almost exactly to 80 lakhs of rupees. Besides this, the new assessments in Oudh, which were to have come into force this year, amounting to $6\frac{3}{4}$ lakhs of rupees, and the balances outstanding in the Allahabad Division owing to the Bundelkhand famine, amounting to 14 lakhs of rupees, have been postponed. The total relief thus given to the landlords of these provinces exceeds one crore of rupees.

This relief has had a most excellent effect upon the capacity of the people to withstand the pressure of hard times, while it has been most opportune for the landlords. No remissions of revenue have yet been made, and the Lieutenant-Governor and Chief Commissioner proposes to make none until, from knowledge of what the coming months may bring forth, and of the prospects of the succeeding year, he is in a position to judge of the material condition of the country and the chances of its speedy recovery from the existing depression.

16. In regard to the question of food supplies and private trade, the only measure which the Lieutenant-Governor and Chief Commissioner has been able to suggest was the reduction of railway freights on food stuffs consigned to these provinces. All that could be done in this way has been done by the Government of India and no further measure seems practicable, unless a departure be made from the principle of non-intervention with private trade. But the Lieutenant-Governor is strongly averse from such a departure, and has publicly expressed his aversion. It is true that the prices of food grains throughout these provinces at the present time are phenomenally high, and that the lists of prices current present many of the features, notably that of approaching equality between the prices of the coarsest and the best food grains, which characterise famine times. But trade at the present time is active. Without pretending to accuracy on the question of food stocks available in the province—a matter on which, indeed, accuracy is unattainable—his Honour believes that there is an ample supply for three or four months, and even should this supply not receive the full accretion from the *rabí* crops which is to be reasonably expected, still he thinks that private trade may be fairly trusted to make good the deficiency. At all events there is nothing in the present condition of things which induces Sir Antony MacDonnell to recommend any interference with the free play of private trade.

17. Coming now to the measures taken for dealing with actual distress (which has already shown itself in the Lucknow, Benares, and Allahabad Divisions), I am to offer

the following explanations. Under the Famine Code the relief system falls under the following heads:—

I. Employment on large relief works entered on the administrative programme (article 17, Famine Code) and managed by the Public Works Department or similar agency.

II. Employment on small relief works [article 65 (*a*), Famine Code] controlled by District Officers.

III. Gratuitous distribution of relief in poorhouses, State kitchens, and hospitals to the poor and infirm unable to work, until they can be sent to their villages or become fit for labour.

IV. Employment at their homes of respectable, but indigent people who are debarred by national custom from appearing in public.

V. Gratuitous distribution of relief at their homes to persons of respectable position and family who are reduced to starvation.

18. The employment offered by the Public Works Department (head I.) will consist in the repair of old and construction of new district and provincial feeder roads, and of large and roadside tanks and reservoirs, in the construction of the embankments of new lines of railway, and in the extension of the existing system of canal works. The roads which will be undertaken or repaired have been selected with a view to improving and completing the system of inter-district communications and railway feeder roads. This scheme was discussed some time ago, but work on it was postponed owing to the poverty of local funds. The present opportunity will be made use of in order to give effect to the policy which had been previously considered. In regard to railways, the Lieutenant-Governor is in hopes that the Government of India may see their way to beginning work not later than the commencement of the new year on the Agra-Delhi line, the Ghaziabad-Moradabad line, and the Shikohabad-Farukhabad line. A good deal of work yet remains to be done on the extension of the Bengal and North-Western system in the Gonda, Azamgarh, Ghazipur, and Ballia districts, and in the extension of the Oudh and Rohilkhand Railway from Rae Bareli to Benares. These lines will afford suitable employment in portions of the country which will need relief works; later on it may be desirable to afford relief in Dehra Dún by undertaking the Hardwár-Dehra extension of the Oudh and Rohilkhand Railway line.

The Lieutenant-Governor has been in communication with the Agent of the Bengal and North-Western Railway as to further possible extensions of that line which might be serviceable as famine relief works, and Mr. Izat has promised to submit a scheme for the consideration of Government at an early date. On this point a further reference will be made to the Government of India should it appear desirable.

19. The canal works on which the Lieutenant-Governor intends to give employment are extensions of the Lower Ganges and Eastern Jumna Canals which have already been projected and some of which are now in hand. A special local inquiry has been set on foot in respect to the Sarda Canal scheme in Oudh; but Sir Antony MacDonnell does not think that the inquiry will be so far advanced or the preliminary negotiations with the Government of India and the Taluqdárs of Oudh so far concluded as to warrant an expectation that this great scheme can be turned to account as a famine relief work.

The number of labourers for whom employment is provided by the present Public Works Department programme is as follows, division by division (Meerut and Kumaun omitted):—

Division.	Number of Labourers reduced to Units of one Day for whom Work on District and Provincial Roads is available.
Rohilkhand	27,478,440
Gorakhpur	57,545,160
Benares	30,835,680
Allahabad	74,882,880
Agra	29,160,000
Lucknow	31,834,680
Fyzabad	26,063,160
Total	277,800,000

This gives a daily average of 3,086,000 persons for three months.

It will be noticed that the programme suffices for the numbers which, according to the Lieutenant-Governor's worst anticipations, may be expected to come upon our hands except in Oudh, though not sufficient if the worst anticipations of the district officers are realised. But this programme takes no account of the railway and canal works referred to above, nor of the village works which it is the Lieutenant-Governor's intention to employ in the way I am now to explain. With those works added, the provision is ample for all contingencies.

20. In the system of the Famine Code small relief works "should be utilised in the early days of a scarcity," while large relief works "are the backbone of the system of relief in the later stages of the famine." The experience which Sir Antony MacDonnell has had in the administration of famine relief leads him to differ from the Code procedure on this point and to claim a much wider discretion as to the order of employing these methods of relief. It is perhaps, on the present occasion, unnecessary to dwell on the numberless embarrassments attaching to the prosecution of large relief works in the plains of India during the hot months of the year. These embarrassments were, his Honour cannot doubt, present to the minds of the framers of the Famine Code; but they were driven to incur them in the belief that the successful employment of large numbers of people on small works near their homes was impracticable. But this Government believes that there is nothing impracticable about it if the administration only succeeds in associating the landlords and village headmen with it in the control and supervision of the village works. Our experience in Bundelkhand last year has abundantly proved that the system of village works controlled by men of local influence is not only an effective method of affording relief, but a very economical method. It is true that instances have occurred, and may again occur, in which village landlords entrusted with the distribution of relief funds have abused their trust. But the public feeling is against them; and a distressed village will not be slow to bring the shortcomings of the landlord in this connexion to official notice should his backsliding escape the scrutiny of the supervising officers.

But even if this system of village works were not economical, it would still in certain circumstances have advantages over the system of the Code, which, leaving no discretion, makes "large relief works the backbone of the system of relief in the later stages of a famine." The difficulties connected with water supply in the hot weather months, the certainty of cholera and other epidemic disease, the frequent recurrence of panics, and the demoralisation attending the concentration within comparatively small areas of vast masses of people unaccustomed to discipline and control, produce dangers which should, when possible, be avoided. In addition to this, there is the consideration of the extreme unproductiveness of famine labour during the hot months of the year. These disadvantages present themselves in a much less aggravated form during the early months of the year, when the climate is temperate and control, especially by European officers, may be more constant and effective. For these reasons the Lieutenant-Governor intends to pursue, on a larger scale, the policy which he found effective in Bunkelkhand last summer, viz., the policy of expanding the system of village works on the approach of the hot weather, drawing the people from large works back to their homes and employing them in their own villages, the water supply and general sanitary condition of which he thus hopes to improve.

On the present occasion the Lieutenant-Governor and Chief Commissioner is encouraged to follow this plan sketched above by the arrangement which he has provisionally made with the Taluqdárs of Oudh and many of the landlords in the North-Western Provinces with whom his Honour has conferred. The arrangement is that the Government should ascertain the various works necessary for the improvement of the water supply, irrigation, and general sanitary condition of the villages; should estimate the cost of effecting these improvements; and then should carry out the works as measures of famine relief through the agency of the landlords, though under the general control of the officers of Government. The necessary funds would be advanced to the landlords on condition of their repaying a proportion which might in some cases be three-fourths, in some cases two-thirds, and in some cases one-half of the sum advanced, the balance being remitted. In this way the Government and the landlords will be associated together on suitable terms for the relief of distress, and the danger obviated to a large extent of relief intended for the distressed being intercepted in the process of distribution. Lists have been prepared, and more are in course of preparation, of village works which when executed will add to the comfort and the material prosperity of the people.

Some landlords have expressed to the Government their preparedness to accept these advances on condition of repayment in full. But these are matters of detail which will resolve themselves in practice, and nothing seems, in his Honour's opinion, to militate against the scheme, unless it be the indebtedness to Government on the landlords' part which the arrangements will entail, and the difficulty of finding sufficient work in all villages for all in need of relief. But the former difficulty is clearly not insuperable, while the latter difficulty, whenever found to be real, can be easily met by continuing relief on a Public Works Department work, which would be supplementary to the system of village relief. No hard and fast rule would be laid down, but each system would be worked according as it seemed more suitable to the requirements of the case and of the particular locality.

21. In regard to the third class of measures of relief mentioned in paragraph 17 above, viz., poor-houses, State kitchens, and hospitals, I am to say that the principles laid down in Chapters VIII. and IX. of the Famine Code for the regulation of these institutions will be strictly adhered to. The poor-house and the State kitchen are not intended as permanent asylums for famine-stricken people; they are merely intended as places of refuge in which the waifs and strays may be received and supported until arrangements can be made for sending them to relief works or to their villages. One of the first indications of approaching famine is an increase in the number of beggars. Private charity, which in ordinary years in an Indian village is liberally dispensed, becomes contracted when hard times come, and the result is that beggars gravitate to the towns and other chief centres. This phase has already appeared in these provinces, and poorhouses have been already established at all these towns and centres for the reception of such wandering mendicants and other indigent persons. Others are in process of being opened to meet demands as they arise. But as time goes on the poor-houses should become of less importance in the general scheme of relief, as the inmates will on convenient opportunities be sent to their homes. Attached to each poor-house there is a hospital in which the sick receive medical treatment.

22. The fourth and fifth heads of the system of relief referred to in paragraph 17 above fall under Chapter X. of the Famine Code. In every town and in many villages there are respectable people in reduced circumstances whose women are debarred by national custom from appearing in public, while the men also have not been accustomed to such labour as can be offered on relief works. It is true, no doubt, that in past famines, when starvation had touched these people, they came upon the Government relief works, where they were employed, as far as possible, according to their castes and aptitudes.* But it is consonant with native feeling that relief should be distributed to these classes in their own villages, if this can be done consistently with reasonable economy and a due outturn of work. This is one of the chief reasons for establishing the system of relief circles prescribed in Chapter IV. of the Famine Code. The instructions contained in that chapter for the division of each district into relief circles, and the appointment of officers to the charge of circles, have been complied with in each district of these provinces in which distress is anticipated, and the lists of people entitled to gratuitous relief contemplated by Chapter V. of the Code are ready in some divisions in which distress is imminent and are in process of preparation for others. It is not the Lieutenant-Governor's intention that the provisions of Chapter V. should be rigidly interpreted; but that the chapter should be administered in the spirit which pervades the Code—the prevention of loss of human life.

23. Article 53 of the Famine Code enables the district officer to associate the local or district board with himself for the purpose of advising and assisting him in matters connected with the prevention and relief of famine. It is true that in some backward districts, as in Bundelkhand, these boards contain the intelligence of the district, and no practical good could come from going outside them for relief committees. But in most districts the case is otherwise, and accordingly local committees have been established in most districts in these provinces, more especially for the purpose of supervising the distribution of relief under Chapter X. of the Code. The principle in view is the association of men of local influence with the Government in the distribution of gratuitous relief, whereby the abuses inseparable from dependence on subordinate petty officials may be, as far as possible, neutralised.

* *See* paragraph 15 of the Lieutenant-Governor's resolution on the Bundelkhand Famine, referred to in paragraph 2.

24. Next in importance to the provision of relief for the people is the question of the fodder supply for cattle. Attached to this letter will be found a statement* drawn up under the Lieutenant-Governor's orders in consultation with the Conservators of Forests in these provinces as to what can be done and what it is proposed to do for the grazing of cattle in the Government forests should a scarcity of fodder make itself felt. In the event of its being necessary to open the Government reserves for grazing in the way set forth in the Conservators' memorandum, it would probably be necessary to suspend temporarily the levy of grazing fees.

25. It is essential that the ordinary district executive staff should be strengthened when apprehension of imminent and serious scarcity exists. It will be seen from the various district memoranda appended to this letter that sufficient action for the present has in the case of each district been taken in this direction. Should the scarcity not develop very greatly, the resources of the province may suffice to meet the call of the various districts for men: otherwise the provincial staff will not be sufficient, and the Lieutenant-Governor must in that case apply for assistance to the Government of India. The staffs which will need strengthening are:—

(1) The ordinary District Executive staffs.
(2) The Medical staff.
(3) The staff of the Public Works Department.
(4) The Accounting staff.

In regard to (1), the most efficient assistance would consist of civil officers accustomed to the ordinary executive work of a district. But if other Provinces can spare no men, the Lieutenant-Governor will be satisfied by the temporary deputation of young commissioned military officers acquainted with Urdu or Hindi, the vernaculars of these provinces. So far as his Honour can at present see, his maximum requirements in this way would be met by the deputation of fifty such officers.

In regard to the Medical staff, the Inspector-General of Civil Hospitals in these provinces has been for some time in communication with the Director-General, Indian Medical Service, and the Principal Medical Officer, Her Majesty's Forces in India, and with the medical authorities in other Provinces, and Surgeon-Colonel Warburton has, his Honour is glad to say, received assurance of assistance as regards both the superior and subordinate grades of the medical service. On this head, therefore, the Lieutenant-Governor thinks it unnecessary at present to trespass further on the attention of the Government of India.

In regard to the Public Works Department staff, the extent to which assistance will be required must depend first on the development of distress and next on the extent to which the system of village works can be expanded. His Honour has already made arrangements through the Board of Revenue for the enrolment of four hundred men of the naib tahsíldár class for employment as officers in charge of large works under article 77 of the Famine Code, as our Bundelkhand experience (*see* clause 5, paragraph 28 of the Resolution dated 20th October on the Bundelkhand Famine) proved the great advantage resulting from the employment of officers of this class under the Public Works Department. But the provincial resources will not suffice to meet the demand for Public Works officers in case of severe famine, and in this case his Honour hopes to receive assistance from the Government of India. In this case he would put his maximum requirements at thirty engineers.

In regard to the accounts, there is the utmost advantage in keeping accounts and auditing them from the very outset in a regular systematic way. For all expenditure incurred by the Public Works Department that Department will provide the funds and account for them; and it will be the examiner's duty to see that his establishments are expanded sufficiently to meet any extra strain thus thrown upon them. But no organisation exists in the Commissioners' or Collectors' offices to meet the pressure which may be anticipated, and an organisation must be established. Accordingly the Lieutenant-Governor has already applied to the Government of India (Financial Department) for the services of two enrolled officers, whose duty it will be to visit in turn and constantly each district in which relief operations are in progress and elaborate and maintain a system of account and audit, whereby there may be no difficulty afterwards in accounting for the expenditure incurred.

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* Pages 55–67.

26. The preceding remarks have set forth the action which the Lieutenant-Governor has taken and proposes to take on the chief points connected with the relief of distress in these provinces. There are many smaller, though not in themselves unimportant, matters which have been attended to, but with the relation of which it is unnecessary to load this report.

27. In conclusion, the Lieutenant-Governor and Chief Commissioner would bring to the notice of his Excellency in Council the great advantages which may be expected to result from the organisation of a general famine relief committee and the establishment of a famine relief fund outside the operation of the Government system of relief. The Government holds itself responsible for the prevention of all avoidable loss of life from starvation, but the State organisation, acting on uniform lines, may not always bring relief in a fully suitable way to those in need of it. There is, in the large cities and towns especially, a great mass of genteel poverty upon which the present famine prices of food must press with extreme severity. The district* notes appended to this report will show that district officers have already done much, and that they are daily doing more, for the relief of this mass of distress. But this Government would most willingly welcome, as it earnestly appeals to, the assistance of private charity in alleviating the suffering referred to. The Lieutenant-Governor is far from wishing to divest the Government of any of the responsibility which attaches to it in connexion with famine relief, and, needless to say, the appeal which he desires to make to public and private charity in England and in India is inspired by no wish to restrict in the slightest degree the operations of State relief. But Sir Antony MacDonnell believes that there are many *pardahs* behind which no Government relief agent can penetrate, but which conceal real suffering, that private charity and independent effort if unobtrusively exercised can do a great deal to alleviate. The Lieutenant-Governor therefore proposes, with the consent of the Government of India, to call a general meeting at Allahabad, if the expiry of the sowing time without rain shall have removed his last hope of escape from famine; to establish a general committee under the presidency of the Chief Justice, which shall be representative of the influence and intelligence of the Provinces, native and European, official and non-official; to submit for the consideration of that committee, outside of which he himself desires to stand, but with which he will cordially co-operate, a scheme for appealing to the English and Indian public for funds, to be expended as the committee may decide, in relieving distress independently of the Government relief organisation.

I have, &c.
H. F. EVANS,
Chief Secretary to Government,
North-Western Provinces and Oudh.

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* Not printed.

Normal Kharíf Area and Actual Kharíf Area for 1896.

Division.	District.	Normal Kharíf Area in Acres.					Actual Kharíf Area in 1896.	Remarks.
		Irrigated from—			Un-irrigated.	Total.		
		Canals.	Wells.	Tanks.				
Allahabad.	Cawnpore	50,556	11,211	6,667	387,590	456,024	479,769	
	Fatehpur	—	8,577	32,137	275,599	316,313	318,972	
	Bánda	—	311	39	440,775	441,125	570,000	
	Hamírpur	188	2,397	127	382,464	385,176	426,129	
	Allahabad	—	2,815	25,200	605,374	633,389	620,999	
	Jhánsi	48	1,513	2,258	426,048	429,867	433 505	
	Jalaun	2,592	586	127	201,446	204,751	268,800	
	Total	53,384	27,410	66,555	2,719,296	2,866,645	3,118,174	
Lucknow.	Lucknow	—	4,682	2,082	236,837	243,601	249,890	
	Unao	—	8,603	18,389	347,764	374,756	373,743	
	Rae Bareli	—	—	17,816	445,032	462,848	417,956	
	Sitapur	—	19,307	—	684,296	703,603	550,717	
	Hardoi	3,771	9,011	11,711	422,454	446,947	431,651	
	Kheri	—	9,566	5,811	550,514	565,891	514,816	
	Total	3,771	51,169	55,809	2,686,897	2,797,646	2,538,773	
Fyzabad.	Fyzabad	—	41,693	5,970	430,474	478,137	494,721	
	Gonda	—	7,493	9,229	876,250	892,972	831,097	
	Bahraich	—	—	44	658,015	658,059	653,885	
	Sultánpur	—	12,800	17,092	403,179	433,071	425,804	
	Partábgarh	—	—	26,151*	323,013	349,164	362,536	* Irrigated from both wells and tanks. Separate figures not given.
	Bara Banki	—	13,517	963	547,295	561,775	555,571	
	Total	—	75,503	59,449	3,238,226	3,373,178	3,323,564	
Gorakhpur.	Gorakhpur	—	37,963	—	1,395,942	1,433,905	1,430,971	
	Basti	—	36,495	8,204	897,027	941,726	932,349	
	Azamgarh	—	83,511	44,516	439,688	567,715	480,120	
	Total	—	157,969	52,720	2,732,657	2,943,346	2,843,440	
Agra.	Muttra	23,629	14,130	211	364,906	402,876	407,679	
	Agra	6,538	20,112	515	426,212	453,375	472,563	
	Farukhabad	34,800	18,654	4,503	269,400	327,359	323,220	
	Mainpuri	35,879	20,640	6,111	580,750	343,380	269,372	
	Etáwah	73,005	30,573	6,511	254,887	364,976	376,286	
	Etah	19,523	16,795	4,026	317,962	358,306	384,705	
	Total	193,374	120,904	21,877	1,914,117	2,250,272	2,333,825	
Rohilkhand.	Bareilly	40,773	15,985	14,095	487,064	557,917	561,293	
	Bijnor	4,123	12,597	4,100	430,067	450,887	385,151	
	Budaun	—	11,449	8,302	466,623	486,374	478,103	
	Moradabad	—	40,243	1,843	549,205	591,291	607,187	
	Sháhjahánpur	—	16,628	27,558	378,997	423,183	406,070	
	Pilibhít	6,573	7,750	6,932	278,525	299,780	294,674	
	Total	51,469	104,652	62,830	2,590,481	2,809,432	2,732,478	
Benares.	Benares	—	21,147	769	225,131	247,047	223,295	
	Mirzapur	—	7,496	(*a.*)23,900	496,998	528,394	336,121	(*a.*) Includes 12,046 irrigated from both wells and tanks. Separate figures not given.
	Jaunpur	—	54,084	(*b.*)7,806	390,961	452,851	389,916	(*b.*) This area is irrigated from both wells and tanks. Separate figures not given.
	Gházipur	—	—	39,418	328,365	367,783	339,236	
	Ballia	—	60,357	(*c.*)23,902	271,763	356,022	325,086	(*c.*) *Vide* (*a.*) and (*b.*) above.
	Total	—	143,084	95,795	1,713,218	1,952,097	1,613,654	
	Total, N.-W.P. and Oudh.	301,998	680,691	415,035	17,594,892	18,992,616	18,503,908	

KHARÍF of 1896 (OUTTURN calculated on AVERAGE CROP of 16 ANNAS).

Division.	District.	Early Rice.		Late Rice.		Maize.		Juár.		Bájrá.		Other millets.		Pulses.		Other Fruit Crops.		Cotton.		Sugar-cane.		All other Crops.	General Kharif Outturn.
		Area.		Area.		Area.		Area.		Area.		Area.		Area.		Areas.		Area.		Area.		Area.	
Allahabad.	Cawnpore	36,541	7	9,107	7	57,809	8	485,283	2	24,525	2	15,692	6	722	3	6,804	8	109,560	4	9,377	11	45,840	5
	Fatehpur	29,570	1	62,155	1	596	8	69,622	1	15,718	2	14,087	13	58,135	2	12,627	6	25,340	2	5,053	8	29,962	4
	Bánda	40,747	2	—	—	208	9	250,234	6	35,838	6	22,582	13	2,251	4	23,800	7	115,211	6	15	6	47,808	6
	Hamírpur	150	7	4,351	4	101	12	203,930	5	31,988	5	48,506	7	2,043	4	1,031	10	93,694	6	2,229	9	43,796	6
	Allahabad	207,487	1	38,725	4	1,282	12	142,903	4	116,817	4	56,286	13	12,454	2	22,143	12	27,256	4	11,182	9	28,217	4
	Jhánsi	8,770	4	17,533	5	8,713	14	146,328	5	6,018	3	75,819	4	16,567	4	62,068	16	33,170	7	853	16	80,261	6
	Jalaun	1,419	5	62	6	436	4	128,324	4	55,070	4	17,580	10	1,352	2	1,139	5	73,450	5	686	9	11,679	5
	Total	324,684	4	131,933	4	69,145	10	1,126,624	4	279,974	4	250,552	9	93,524	3	129,612	9	477,682	5	29,395	10	287,563	5
Lucknow.	Lucknow	92,270	1·6	12,253	—	7,210	5·8	25,912	2·4	19,501	5·0	22,721	5·0	34,235	2·6	28,017	3·8	1,917	6·0	4,665	6·8	4,668	4
	Unao	17,800	1·9	2,400	1·0	11,660	4·3	39,000	2·9	14,000	3·6	5,700	6·2	4,000	3·4	8,400	4·0	11,200	3·3	16,500	8·6	3,581	4
	Rae Bareli	183,613	2·0	—	—	429	5·0	88,065	8·0	17,358	7 0	43,821	8·0	37,170	6·0	56,656	4·0	151	3·0	5,305	10·0	10,148	4
	Sitapur	174,685	5·6	70,558	1·6	19,361	10·6	16,926	7·0	38,826	6·6	47,295	10·0	131,093	2·6	88,191	8·0	1,933	7·9	29,497	7·9	14,599	6
	Hardoi	76,925	2·8	17,867	1·0	43,748	4·0	72,867	1·6	39,679	3·3	14,403	2·4	56,132	2·0	14,662	3·3	19,045	7·3	25,581	6·3	23,075	5
	Kheri	153,098	12·0	93,773	5·4	34,991	15·4	8,222	11·4	16,567	10·8	78,777	13·8	63,107	10·4	23,381	10·4	95	12·0	41,937	11·8	2,726	12
	Total	698,391	4·2	196,851	2·1	117,399	7·5	250,992	5·6	195,931	6·0	212,722	7·6	325,737	4·5	219,307	5·6	34,341	6·6	128,485	8·6	58,797	5
Fyzabad.	Fyzabad	223,510	5	53,416	—	18,359	7	200	4	101	4	25,797	7	105,197	7	4,199	8	137	8	42,744	10	18,430	7
	Gonda	325,012	4	217,832	0·6	155,202	9	—	—	—	—	39,958	9	29,713	7	23,326	6	—	—	24,388	12	—	7
	Babraich	193,312	8	163,733	2·0	111,365	10	1,443	9	163	9	24,053	12	32,230	8	122,912	10	175	16	3,483	11	9,561	12
	Sultánpur	180,010	4	89,558	3·0	2,051	8	36,330	7	2,428	5	17,212	9	66,081	4	11,813	8	69	4	20,605	9	11,136	5
	Partábgarh	154,845	4	—	1·0	1,365	11	66,014	4	45,553	6	28,216	11	20,914	3	17,674	8	103	—	13,189	7	14,669	5
	Bara Banki	311,852	5	—	—	21,643	9	5,265	8	1,430	9	09,966	9	55,182	8	54,462	9	36	4	28,993	12	8,843	7
	Total	1,388,541	5	524,539	2·0	309,985	9	109,252	6	49,675	7	205,202	9	309,317	6	234,386	8	520	8	133,396	10	62,639	7
Gorakhpur.	Gorakhpur	642,441	4·6	294,646	3·0	110,185	7·3	1,145	7·4	2,799	7·1	270,473	6·11	47,546	8·8	8,811	7·2	1,620	9·0	75,489	11·3	33,934	6
	Basti	409,136	6·5	254,278	3·0	40,134	9·2	1,234	2·0	303	2·0	—	—	97,106	8·7	70,303	8·9	681	13·0	50,718	11·4	8,456	8
	Azamgarh	127,970	3·0	139,687	1·0	22,576	6·0	509	5·0	566	4·7	67,899	6·0	57,803	9·0	1,355	8·0	156	4·0	73,669	5·2	34,920	4
	Total	1,179,547	4·7	688,611	2·0	172,895	7·5	2,888	4·9	3,668	4·7	338,372	6·5	202,455	8·9	80,469	8·0	2,457	8 8	199,876	8·11	77,310	5

KHARÍF of 1896 (OUTTURN calculated on AVERAGE CROP of 16 ANNAS—*continued.*

Division.	Districts.	Early Rice.		Late Rice.		Maize.		Juár.		Bájrá.		Other Millets.		Pulses.		Other Food Crops.		Cotton.		Sugar-cane.		All other Crops.	General Kharif. Outturn.
		Area.		Area.		Area.		Area.		Area.		Area.		Area.		Area.		Area.		Area.		Area.	
Agra.	Muttra	26	6·0	—	—	16,194	7·0	199,539	6·0	36,414	7·0	8,829	5·0	1,149	4·0	3,210	9·0	111,815	10·0	1,602	13·0	61,104	7
	Agra	282	7·0	—	—	14,187	9·0	116,886	8·0	170,021	7·0	5,938	8·0	11,411	6·0	4,608	10·0	130,753	9·0	1,729	12·0	56,619	8
	Farukhabad	4,741	4·0	24,715	3·0	77,909	8·0	95,819	6·0	37,934	7·0	6,626	10·0	5,531	5·0	7,427	10·0	34,269	7·0	16,118	12·0	24,317	8
	Mainpuri	9,824	3·0	3,789	5·0	65,194	9·0	80,781	9·0	51,156	7·0	6,111	8·0	—	—	1,020	9·0	44,893	10·0	13,825	11·0	55,571	8
	Etáwah	4,770	8·6	8,588	8·0	42,869	9·3	75,901	6·6	62,631	7·6	2,239	10·3	238	5·6	6,820	10·6	64,703	7·9	8,748	11·9	62,797	8
	Etah	5,649	7·0	9,215	7·0	80,021	11·0	23,015	9·0	16,770	8·0	135,321	6·0	1,468	4·0	6,315	8·0	47,727	10·0	17,551	11·0	44,988	9
	Total	25,292	6·0	46,307	6·0	297,374	9·0	591,941	7·0	374,926	7·0	165,064	8·0	19,797	5·0	29,400	9·0	434,160	9·0	59,573	12·0	305,396	8
Rohilkhand.	Bareilly	107,169	9·0	121,757	4·0	67,739	14·0	29,864	11·0	91,863	10·0	11,695	14·0	5,113	11·0	29,363	12·0	18,845	12·0	56,223	9·0	28,945	10
	Bijnor	97,467	15·0	112,527	5·0	6,078	16·0	661	16·0	48,303	16·0	5,421	16·0	36,667	16·0	17,089	16·0	36,553	15·0	61,000	10·0	20,830	10
	Budaun	90,695	6·0	5,920	8·0	27,200	12·0	90,351	6·0	172,588	9·0	2,706	13·0	6,300	6·0	9,294	10·0	27,350	9·0	33,592	10·6	21,939	8
	Moradabad	140,567	8·0	67,317	4·0	20,373	12·0	50,502	10·0	86,823	11·0	18,243	14·0	74,543	11·0	26,845	12·0	41,519	13·0	64,700	11·0	23,767	10
	Sháhjahánpur	113,340	8·0	57,670	2·0	3,196	8·0	33,362	8·0	87,167	10·0	13,779	12·0	22,762	8·0	8,246	8·0	7,368	6·0	53,327	8·0	22,896	4
	Pilibhít	75,950	7·0	128,682	4·0	2,551	14·0	887	10·0	8,091	10·0	14,106	12·0	26,391	5·0	7,582	10·0	1,166	8·0	39,509	8·0	11,860	7
	Total	625,188	9·0	493,873	4·0	137,137	13·0	205,627	10·0	494,835	11·0	65,950	14·0	171,776	9·0	98,419	11·0	132,801	10·0	308,351	9·0	130,237	9
Benares.	Benares	11,981	3·6	87,957	1	6,392	10	13,661	4	11,740	10	24,566	6·½	36,173	6	5,281	6	1	12	19,671	8	6,787	4
	Mirzapur	43,734	5	104,420	5	7,664	11	27,673	2	44,432	4	54,915	13	17,876	6	19,225	5	1,231	4	9,679	6	7,521	7
	Jaunpur	—	—	13,405	2	76,198	11	5,271	3	3,069	4	30,484	11	22,958	5	62,458	—	57	4	49,768	—	18,697	7
	Gházipur	18,050	8	90,263	3	9,593	11	27,771	8	56,333	8	60,074	10	18,991	9	1,527	13	18	6	26,087	10	10,700	8
	Ballia	33,607	5	79,895	2	57,843	9	4,974	10	3,177	10	91,024	9	34,434	11	14,345	—	1,246	10	35,352	10	1,314	10
	Total	107,372	5	375,940	2·7	157,690	10	79,350	5	118,751	5	261,063	10	130,432	7	102,836	8	2,553	7	140,557	7	45,019	8
	Total North-Western Provinces and Oudh	4,349,015	5·5	2,458,054	3·3	1,261,625	9 5	2,366,674	6·0	1,517,760	6·8	1,498,925	9·2	1,253,038	6·2	894,429	8·4	1,084,514	7·9	994,633	9·4	966,961	7

Rabí Area, 1896–97.

Division.	District.	Normal Area in Acres under Rabí Crops.	Estimated Area in Acres of Rabí Sowings for the present Year.				Per-centage of Normal Area.
			Irrigated from Canals.	Irrigated otherwise than from Canals.	Unirrigated.	Total.	
Allahabad.	Cawnpore	471,440	138,024	70,802	75,979	284,805	60
	Fatehpur	329,256	—	73,645	49,223	122,868	38
	Bánda	483,480	—	9,099	225,556	234,635	48
	Hamírpur	391,094	1,952	14,399	184,311	200,662	51
	Allahabad	652,453	—	100,000	50,000	150,000	23
	Jhánsi	313,909	3,852	56,539	58,024	118,415	38
	Jalaun	370,541	62,225	10,922	28,526	101,673	27
	Total	3,012,173	206,053	335,406	671,619	1,213,078	40
Lucknow.	Lucknow	190,555	—	39,009	22,000	61,009	32
	Unao	364,645	—	74,500	—	74,500	20
	Rae Bareli	324,022	—	108,000	2,000	110,000	34
	Sitapur	577,959	—	84,830	250,493	335,323	57
	Hardoi	598,127	—	155,000	25,000	180,000	30
	Kheri	417,705	—	28,500	213,500	242,000	57
	Total	2,472,713	—	489,839	512,993	1,002,832	41
Fyzabad.	Fyzabad	427,924	—	131,168	17,254	148,422	43
	Gonda	670,062	—	244,871	84,642	329,513	49
	Bahraich	616,763	—	71,398	317,488	388,886	62
	Sultánpur	365,494	—	190,476	32,904	223,380	64
	Partábgarh	302,332	—	131,200	3,000	134,200	44
	Bara Banki	421,517	—	149,662	137,785	287,447	68
	Total	2,804,092	—	918,775	593,073	1,511,848	54
Gorakhpur.	Gorakhpur	1,232,537	—	400,911	274,807	675,718	54
	Basti	717,394	—	428,043	98,844	526,887	73
	Azamgarh	461,755	—	243,000	15,250	258,250	56
	Total	2,411,686	—	1,071,954	388,901	1,460,855	60
Agra.	Muttra	377,693	70,203	112,225	30,731	213,217	56
	Agra	373,547	26,189	153,330	7,356	186,874	50
	Farukhabad	371,267	48,830	116,496	68,030	233,356	63
	Mainpuri	356,854	92,567	102,997	52,659	248,223	69
	Etáwah	312,687	102,056	38,477	11,283	151,816	48
	Etah	402,539	77,849	128,328	34,245	240,422	59
	Total	2,194,587	417,754	651,853	204,303	1,273,910	58
Rohilkhand.	Bareilly	443,062	36,430	100,797	165,671	302,898	70
	Bijnor	309,571	14,968	10,150	210,400	235,518	73
	Budaun	474,185	—	151,226	226,774	378,000	79
	Moradabad	543,256	—	51,632	397,430	449,062	81
	Sháhjahánpur	456,112	—	151,522	190,556	342,078	75
	Pilibhít	217,616	6,000	45,000	65,000	116,000	53
	Total	2,443,802	57,398	510,327	1,255,831	1,823,556	75
Benares.	Benares	278,688	—	77,392	104,691	182,083	65
	Mirzapur	441,893	—	32,423	98,517	130,940	25
	Jaunpur	355,000	—	222,000	—	222,000	62
	Gházipur	380,144	—	164,540	80,605	245,145	64
	Ballia	337,665	—	133,000	142,000	275,000	81
	Total	1,793,390	—	629,355	425,813	1,055,168	59
	Grand total	17,132,443	681,285	4,607,509	4,052,533	9,341,247	54

STATEMENT E.

COMPARATIVE STATEMENT showing PRICES of important FOOD GRAINS for Fortnights ending 31st October 1892 and 31st October 1896.

District.	Wheat.		Barley.		Gram.		Arhar (dal).		Juár.		Maize.		Rice (common).	
	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.
	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.
Dehra Dún	12 8	8 4	16 8	9 9	18 0	8 4	18 0	9 8	15 0	10 8	20 0	11 8	9 0	7 9
Saháranpur	13 0	8 13	17 0	9 15	19 8	9 15	14 0	10 12	22 0	11 13	22 0	12 6	10 0	8 9
Muzaffarnagar	14 14	8 15½	22 0	—	22 0	9 2½	14 5	8 3	22 0	12 2	17 10	11 8	11 8	8 14
Meerut	14 8	8 8	21 0	—	22 8	10 0	22 0	11 0	26 0	11 0	20 0	11 0	12 0	10 0
Bulandshahr	15 4	8 14	23 0	8 12	24 0	9 12	17 0	9 0	22 12	11 4	22 0	11 2	9 15	8 0
Aligarh	14 8	8 4	24 0	9 0	23 0	9 8	24 0	9 0	22 0	10 0	28 0	11 8	9 0	7 8
Divisional average	14 2	8 10	20 9	9 5	21 8	9 7	18 3	9 9	21 10	11 2	21 10	11 8	10 4	8 7
Muttra	14 8	8 8	25 8	9 8	26 0	9 8	28 0	12 0	27 0	10 0	22 0	11 8	11 8	8 0
Agra	13 8	8 0	23 0	9 0	23 0	8 12	15 8	9 0	21 0	10 0	23 0	11 0	9 8	7 8
Farukhabad	13 12	7 10	19 12	8 3	21 0	9 1	22 8	10 8	19 12	9 8	21 0	10 8	8 0	6 8
Mainpuri	15 0	7 12	20 4	8 6	20 12	8 5	23 0	8 3	20 0	9 1	23 8	9 15	10 0	6 6
Etáwah	14 10	7 12	20 12	8 12	20 4	9 0	25 0	8 0	19 4	9 8	24 0	10 8	13 0	7 0
Etah	15 12	8 7	24 8	9 6	24 8	9 10	17 8	9 2	—	—	30 8	10 10	12 8	7 2
Divisional average	14 8	8 3	22 5	8 14	22 9	9 1	21 15	9 7	21 6	9 10	24 0	10 11	10 12	7 1
Bareilly	12 14	7 10	18 12	8 13	18 12	8 13	21 2	7 0	21 2	10 9	21 12	11 3	11 3	7 10
Bijnor	13 12	8 12	19 2	8 2	19 6	10 2	—	—	—	—	20 4	10 11	13 0	9 0
Budaun	15 12	8 8	21 0	8 12	23 0	9 14	26 0	8 11	19 0	11 10	24 0	12 6	—	9 5
Moradabad	14 6	7 15	20 0	7 7	20 12	8 12	20 0	8 4	22 0	11 0	28 8	12 0	11 4	8 12
Sháhjahánpur	14 8	8 8	20 0	9 8	20 0	10 0	20 8	7 4	20 0	—	20 0	—	8 8	8 4
Pilibhít	13 2	8 2	27 8	11 0	21 14	9 14	—	7 13	26 4	—	26 4	12 6	13 2	9 10
Divisional average	14 1	8 4	21 1	8 15	20 10	9 9	21 15	7 13	21 11	11 1	22 10	11 12	11 7	8 12
Cawnpore	14 0	8 5	20 8	9 6	21 0	9 6	21 0	7 8	21 0	10 12	24 0	11 4	12 0	8 0
Fatehpur	12 8	7 8	19 0	8 12	18 8	8 12	23 0	7 8	—	—	—	16 0	12 0	7 0
Bánda	16 4	7 8	21 8	8 4	22 0	9 8	26 0	7 8	—	10 4	—	10 8	13 8	7 0
Hamírpur	17 0	7 6	18 8	9 1	23 0	9 8	32 0	7 6	20 8	9 5	—	10 7	11 8	7 6
Allahabad	12 4	7 12	17 4	9 0	20 4	9 5	21 0	10 12	20 0	10 0	19 0	11 2	8 8	8 1
Jhánsi	16 0	8 4	24 0	10 0	21 8	10 0	27 4	8 12	21 4	11 0	—	11 0	12 0	7 8
Jalaun	17 0	7 8	21 0	9 0	22 0*	9 8*	24 0	8 0	21 0	10 0	18 0	10 0	9 0	8 0
Divisional average	15 0	7 10	20 4	9 1	21 3	9 6	24 14	8 3	20 12	10 3	20 5	10 10	11 3	7 9
Benares	13 4½	7 13	17 1	9 12	18 2	9 12	20 14	11 2	17 7	11 2	20 14	11 8½	11 6	8 9½
Mirzapur	12 0	7 14	18 0	9 10	18 0	9 7	20 0	7 4	20 8	10 0	20 0	11 0	12 8	6 12
Jaunpur	12 8	7 10	18 0	9 2	21 0	9 2	22 0	7 10	—	—	21 0	11 4	11 0	7 5
Gházipur	14 3	7 8	17 6	10 4	16 1	10 0	20 0	9 0	18 0	—	20 10	10 0	10 5	7 12
Ballia	14 12	7 8	18 12	10 10	16 12	10 4	19 8	9 8	—	—	20 0	10 4	14 4	8 0
Divisional average	13 5	7 11	17 13	9 14	18 0	9 11	20 8	8 14	18 10	10 9	20 8	10 13	11 14	7 11
Gorakhpur	12 0	7 3	18 0	9 0	17 1	9 14	18 14	7 9	—	—	19 12	11 11	13 8	9 0
Basti	16 0	8 12	20 0	11 4	18 0	9 14	20 0	9 4	14 0	12 0	22 0	11 8	32 0	8 12
Azamgarh	13 5	7 13	18 1	9 10	18 7	10 0	15 8	7 6	—	—	—	10 0	14 1	8 2
Divisional averag	13 12	7 14	18 11	9 15	17 13	9 15	18 2	8 1	14 0	12 0	20 14	11 1	19 14	8 10

STATEMENT E,—*continued.*

District.	Wheat.		Barley.		Gram.		Arhar (dal).		Juar.		Maize.		Rice (common).	
	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.	31st Oct. 1892.	31st Oct. 1896.
	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.	S. c.
Almora	9 8	7 8	11 4	9 8	12 0*	8 8*	9 0†	7 0	—	—	—*	—	8 8	8 0
Garhwál	7 0	7 0	10 0	8 0	7 0	7 8	7 0	6 0	—	—	—	—	6 8	6 8
Naini Tal	10 0	7 0	16 0	9 8	14 8	7 0	9 0	6 0	—	—	—	8 0	8 0	6 0
Divisional average	8 13	7 2	12 7	9 0	11 3	7 11	8 5	6 5	—	—	—	8 0	7 11	6 13
Lucknow	13 8	8 4¼	19 14	10 2	20 0	9 14¼	20 8	10 10½	22 0	10 10½	26 0	12 8½	14 0	9 2¼
Unao	13 0	7 8	18 0	8 0	18 8	7 8	16 0	8 0	19 0	10 0	21 0	10 0	14 0	8 0
Rae Bareli	13 0	8 2	21 0	9 8	22 8*	9 12	25 0	8 0	22 0	10 0	16 0	11 4	15 0	7 8
Sitapur	14 12	8 0	22 0	11 0	27 0	10 0	22 8	11 0	25 0	—	29 0	11 0	18 0	9 0
Hardoi	15 8	7 12	22 0	8 8	22 0	9 4	16 0	8 4	22 0	11 4	23 0	11 8	16 0	8 4
Kheri	15 0	9 4	26 0	11 8	25 0	11 0	24 8	12 8	30 0	—	30 0*	14 6¾	14 0	10 4¾
Divisional average	14 2	8 2	21 8	9 12	22 8	9 9	20 12	9 12	23 5	10 7	24 3	11 12	15 3	8 11
Fyzabad	13 2	8 2	18 8	9 12	20 0	9 15	20 0	8 8	—	—	25 0	11 11	15 0	9 8
Gonda	15 0	8 7	19 0	9 12	21 0	10 9	23 8	11 4	23 0	12 0	34 0	12 13	15 4	9 5
Bahraich	15 8	7 4	22 12	10 4	20 8	9 4	22 12	10 4	26 0	13 8	33 0	12 4	13 0	7 12
Sultánpur	14 8	8 4	20 8	9 4	24 0	9 12	25 0	11 0	23 8	—	16 0	11 0	16 0	8 0
Partábgarh	14 0	7 0	22 0	8 0	23 0	8 8	16 0	6 8	—	8 0	—	9 8	15 0	6 12
Bara Banki	12 12	8 4	20 0	9 8	24 0	10 13	21 0	8 0	24 4	11 0	27 0	11 0	14 0	8 13
Divisional average	14 2	7 14	20 7	9 7	22 1	9 13	21 6	9 4	24 3	11 2	27 10	11 6	14 11	8 6
Provincial average	13 9	7 15	19 7	9 6	19 11	9 6	19 9	8 9	20 11	10 12	22 11	10 13	12 9	8 0

* Husked. † Unhusked.

W. H. MORELAND,
Officiating Director.

MEMORANDUM on the GRAZING and FODDER available in the FORESTS of the NORTH-WESTERN PROVINCES and OUDH.

OUDH CIRCLE.

The forests in this circle lie either below the Tarái, as in Kheri and Bahraich, where the water is some 30 feet below the surface, or above the Tarái along the slopes of the hills, as in Gonda. It is only in Gorakhpur that they are in the Tarái land. Consequently the grazing is nowhere in these forests, except in Gorakhpur, of a really satisfactory character.

In our territory the Tarái has been brought under cultivation, and no forests exist on it.

With the Nepal forests, however, the case is different. They all occupy the belt of Tarái land, and the grazing they afford is both excellent in quality and almost unlimited in quantity. For this reason all the cattle, that is, the milch and breeding cattle that are within reach of it, are taken up from Oudh to graze in the Nepal forests.

In our forests we have (1) the open areas, and (2) the closed or tree forests.

In Pilibhít and Gonda the open areas can only maintain the cattle of the tenantry within five miles of their limits, who are privileged to graze in them.

In Kheri and Bahraich there would be grazing for perhaps 20,000 head of cattle, besides the cattle of the privileged tenants.

In Gorakhpur there is grazing for some 25,000 head of cattle.

The closed tree forests cover 739 square miles. The grass in them is rank and coarse. Calculating three acres as able to support a cow for four months, there would thus be grazing for nearly 160,000 head of cattle; but there can be no doubt that if grazing was permitted in these tree forests, it would be at the risk of losing a greater part of them by fire, a loss which would, of course, be far greater than the value of the cattle preserved.

It is clear then that it is to the Nepal forests that we must look to provide grazing for the cattle of Oudh. They are taken there annually as it is; and it is only necessary to do what we can to facilitate their going. At present all cattle passing

into Nepal have to pay a toll of one anna per head, which is supposed to cover the fee for grazing during the three or four days that they are marching through our forests.

To provide grazing for the cattle of Oudh, then, the following measures seem advisable:—

(1.) To facilitate, as far as possible, the taking of cattle into the Nepal forests (*a*) by adding to the number of lines of passage by which they may travel, and (*b*) by abolishing the toll and allowing them to pass through without payment;

(2.) To allow grazing in the open forests to the utmost extent to which they will afford grazing in addition to maintaining the privileged cattle;

(3.) To allow lopping of tree fodder and grazing in the closed tree forests.

The second of these measures should not be adopted until it is found that the demand for grazing is more than the Nepal forests can supply, and the third measure should not be resorted to until the open areas are full of cattle. In any case, if the tree forests are opened to grazing or lopping, the cattle stations should be kept outside the limits of the forests, and the owners should only be permitted to go into the forests to cut the leaf fodder, to take the cattle in there for the day, but they should not be allowed to remain there during the night.

It is most probable that all the cattle that are within travelling distance of the forests will be able to be maintained in the Nepal forests.

There are also very large grazing grounds belonging to Balrampur and Nanpara and in the areas of Government waste lands, as in Kheri on the Kutna river.

Central Circle.

The forests in this circle consist of—

(1) the hill forests of Ránikhet, Almora, and Naini Tal;
(2) the submontane forests between the Sarda and the Ganges;
(3) the Bundelkhand forests.

The hill forests are practically too far away, and are so precipitous and deficient in water supply that they would not be of much use, even if they were within a practicable distance.

In the submontane area it is estimated that some 200,000 head of cattle could be supported in addition to the cattle of the privileged tenants.

The Bundelkhand forests would, of course, afford some subsistence to the cattle of Bundelkhand.

In this circle the only measure to be adopted is to admit freely to grazing in the open areas as many head of cattle, up to 200,000, as would be brought to graze in them.

In the neighbourhood of these forests there are also the forests in the Tarái and Bhábar, which could provide grazing for a large number of cattle. Here there is plenty of water and the soil is moist, and the grazing would be both abundant and excellent in quality.

The Tarái and Bhábar Forests.

The grazing ground in these forests is comparatively poor, and the maximum number of cattle for which grazing can be obtained cannot be taken at over $1\frac{1}{2}$ per acre.

In the Tarái the total area available for grazing is about 300,000 acres, which could maintain about 450,000 head of cattle. The number of cattle of all kinds grazed last year was about 300,000, and there would then be grazing available for 150,000 head of cattle over and above those that usually graze there.

In the Bhábar there are 112,000 acres of grazing, on which about 173,000 of local cattle graze annually; it is calculated that 60,000 more would be grazed.

There is, lastly, the Talla Des grazing land, which could support about 20,000 more. In all grazing could be found for about 250,000 head of cattle in addition to the cattle of the villagers already grazing in these forests.

Owing to the rank character of the jungle grass, it is not fit for grazing until the jungles have been fired. The young grass comes up in January, from which time till June cattle could be kept on these lands.

Cattle from Pilibhít would be grazed on the eastern Tarái and Bhábar, and cattle from Bareilly on the middle Tarái, and from Moradabad and Bijnor on the western portions.

Notice should be given to the local officers to enable them to arrange for the location of the cattle. Herdsmen should accompany the cattle. Watchmen and enumerators will be required to prevent the cattle from trespassing on the cultivation, and to collect the fees, which are 3 to 4 annas per cow and 7 to 8 annas per buffalo.

DIVISIONAL MEMORANDA.

Meerut Division.

General Memorandum.

The area of the Meerut Division is 11,326 square miles, with a population of 5,326,833, giving an average density of 470 to the square mile.

The census classification shows—

Under Class B.,	Agriculturists - - - -	2,579,181
„	D., Artizans - - - -	1,171,896
„	G., Labourers - - - -	692,484
	Total - - -	4,443,561

2. The harvests of last year were, on the whole, good, and the resources of the division were practically unimpaired at the beginning of the present agricultural year.

3. The rainfall was above the average in June and July throughout the greater part of the division, and was slightly below the normal in August. In September there was practically no rain; but this early cessation of the rains was less injurious here than elsewhere in the provinces, as the soil had been saturated.

4. The *kharíf* harvest may be described as having been little below a full average crop over most of the division, the only parts where the yield was deficient being the south of the Chakráta tahsíl (Dehra Dún) and a few villages in the Háthras tahsíl (Aligarh). In Meerut the *kharíf* is said to have been the very finest on record, and in Muzaffarnagar it was better than last year.

5. The normal *rabí* area of the division is 2,918,714 acres. It is estimated that 75 per cent. of the normal *rabí* area will be sown whether there is rain before the end of the sowing season or not, and there is but little doubt that the full area will be worked up to.

6. There are at present no signs of distress, though prices are very high; stocks are everywhere plentiful, and the condition of the labouring classes is good. It is not anticipated that even in the event of no rain falling poorhouses or relief works will be required elsewhere than in parts of the Dehra Dún and Aligarh districts.

In fact, the cultivators of the Meerut Division are reaping enormous profits from the high prices which prevail; and the excellent *kharíf* they have had coupled with the good prospects of the *rabí* place them this year in a very favourable position.

Rohilkhand Division.

General Memorandum.

1. The area of the Rohilkhand Division is 10,908 square miles, and the population in 1891 was 5,343,674. Although the population is mainly agricultural (the numbers grouped under Class C., "Agriculture," in the Census Report, form 60 per cent. of the whole population), still there are large numbers of artizans and others (amounting to 20 per cent. of the whole) engaged in the "preparation and supply of material substances" (Class D. of the census nomenclature) who are peculiarly sensitive to the pressure of high prices. The same may be said of a large portion of the urban population, which is considerable. There are 650 large villages with populations varying between 1,000 and 3,000; over 80 towns with populations varying from 3,000 to 20,000; six towns with populations between 20,000 to 50,000, and three cities with populations over 50,000. In these large towns and cities there are numerous poor, but respectable, people on whom pressure of the high prices and scarcity is now beginning to tell.

2. The division has suffered considerably for the last two years from deficient harvests; the deficiency last year being, however, more marked in the Pilibhít and Sháhjahánpur districts than elsewhere. The consequences have been threefold. The actual stocks of grain at the commencement of the present agricultural year were deficient, the available capital was reduced, and credit on which for the most part the people have to work was diminished. The general population thus enter upon this year less able than under other circumstances they would have been to withstand the effects of the extraordinarily high prices which prevail, and the partial failure of the present *kharíf* harvest. But stocks, including the produce of the *kharíf* harvest, are estimated to be nowhere under a three months' supply, while in some districts they are thought to suffice for four or five months' consumption. The Lieutenant-Governor, however, doubts the correctness of the higher estimate.

3. The present *kharíf* harvest may be roughly estimated to have yielded about a nine annas outturn for the whole division; the crop as a whole varying from 10 annas in some districts to as low as seven annas in Pilibhít. The *kharíf* area actually sown was somewhat above the normal area of past years; but owing to the character of the rainfall and its cessation in August, the result has been disappointing.

4. Up to the end of August the rainfall, though generally falling below the normal quantity, was on the whole opportunely distributed. In June the fall was, in four out of the six districts, above the average. In July it was considerably below the average in all districts except Bijnor, where the defect was not large; but the rain that fell was well distributed. In August the rain was ample everywhere, except in some tahsíls of Budaun, Moradabad, and Sháhjahánpur. But in September, except a few altogether inadequate showers, very local in their effects, practically no rain fell. Instead of a normal fall of some seven inches the actual fall exceeded half an inch in hardly any district. This loss of the September rains, following on a capricious rainfall in the earlier months, reduced what promised to be a very good crop to little above half the normal outturn.

5. The failure of the September rains has also affected the prospects of the coming *rabí*, and, owing to the lack of moisture in the soil, the area likely to be sown with the spring crops is everywhere less than the normal quantity. It reaches 80 per cent. of the normal area in four of the districts, it falls to two-thirds of that area in Bareilly and to one-half in Pilibhít. But it is expected that this area will be sown, and if the usual winter rains fall, and the crop encounters no serious accident before ripening, the division will pull through the year without famine, though there may still be need for some little assistance in certain localities, especially in the towns. If the *rabí* fails, then the division will need a good deal of help.

6. In considering the degree and extent of the crop failure, and the difficulties to be apprehended therefrom, the division may be divided into three portions: (*a*) the portion in which the *kharíf* has seriously failed; (*b*) the portion in which the failure is less serious; and (*c*) the portion in which the crop has been good, and difficulties can arise only through high prices and sympathy with the adjacent less fortunate localities. The first of these portions covers an area, it is calculated, of about 2,300 square miles with a population of 1,075,000. The second covers an area of 6,000 square miles with a population of about three millions; the third portion accounts for the balance.

7. If the *rabí* outturn is fair, that is, if we have the usual winter rains, it is estimated that the necessity for relief will be mainly restricted to the area (2,300 square miles) of greatest failure, that the numbers then needing relief reduced to units of one day's rations would be about 7,000,000. If the *rabí* fail, it is considered that the necessity for relief measures will be general, and the local officers in this case estimate that reduced to units of one day's rations about 30,000,000 of people would need relief. The estimates of the local officers have been carefully prepared, and the Commissioner, Mr. Hooper, is disposed generally to accept them. Although the Lieutenant-Governor is in hopes that things will turn out better than expected, he abstains from altering the estimates.

8. At present there is no demand for employment on relief works, and no tangible signs of distress, except an increase in the numbers of beggars, complaints of high prices of food grain, and some dakáitis and grain-thefts well within the ordinary powers of the police to deal with, which are probably attributable in some degree to

those high prices; and it is anticipated that matters will continue much as now towards the middle or end of December, when the probabilities of the *rabí* harvest will be more clearly disclosed. The high prices, however, are seriously affecting the population of the towns. The rural population is not equally affected, because the cultivators in the villages, instead of bringing their produce to market, have to a large extent kept it back. But this very fact has prevented them from paying their rents, and has thus added very considerably to the difficulty of the landlord class. There is no doubt at all that the landlords, except the richer and more independent among them, would at the present time be forced to borrow in order to pay their revenue (if it were demanded from them in full); and even if they could obtain loans for that purpose—a doubtful supposition in the case of large numbers whose credit is small—they could only do so at unusually high rates of interest.

9. Thus arises the necessity and justification for some suspensions of revenue. The district officers have applied for suspensions amounting for the whole division to Rs. 11,67,000. The Lieutenant-Governor has been compelled to consider these applications carefully, not only with reference to the more pressing requirements of some other divisions, but also with reference to the general financial situation. He recognises the advantage of liberal suspensions; but there are other important considerations to be attended to, among them the necessity of placing the Government in funds for the large expenditure on relief works, which is probably inevitable. After a careful scrutiny of the arguments and statistics produced by the local officers, his Honour considers that the suspensions in the Rohilkhand Division cannot safely be reduced below a minimum of 9½ lakhs, and this sum will be suspended. Advances for wells (Rs. 1,22,000) and for the purchase of seed grain (Rs. 90,000) have been made, and a most satisfactory effect thereby produced. Everywhere wells are being made in large numbers where they are required, and will be made in still greater numbers should a continuance of dry weather make their use essential, even in the soils which now have some moisture.

10. In regard to relief measures, every necessary preparation has been made, as far as this can be done, in anticipation. The programmes of works are sufficient to give employment to the number of persons likely to require relief; the plan of operations is understood by all the officers concerned, and the establishments are ready when required. Should the winter rains fail, and relief works on a large scale become necessary, the Lieutenant-Governor concurs with the local officers in thinking that money would be well spent on the earthwork of the Ghaziabad–Moradabad Railway. This line would not, it is true, pass through as bad a tract as the Soron–Bareilly line would; but the circumstances of the division, assuming the winter rains not to fail, are not, so far as famine relief is concerned, such as to induce his Honour to press the latter line on the attention of the Government of India, since he understands that his Excellency in Council is averse from undertaking it. Pending the necessity for large works the district officers have been put in possession of funds (Rs. 45,000) sufficient to enable them to meet such distress as is likely to show itself for the next six weeks, to maintain poor-houses, and to start ordinary test works when any feeling of unrest declares itself or agricultural work begins to flag. If not wanted, the money will not be spent; the expenditure will, in the beginning, take the form of grants-in-aid of local charity or district funds.

11. On the whole the Lieutenant-Governor considers that the condition of Rohilkhand gives no ground for immediate anxiety. The revenue suspensions now approved will be made without delay, and the balance of *takávi* distributed. This will afford relief to both landlords and tenants as, under the North-Western Provinces Rent Act, a suspension of revenue carries with it a suspension of double the amount as rent. Some moderate measure of relief will be afforded to the poor respectable classes, unable to appear in public, on whom the high prices are telling severely; and the wandering beggars, whom the contraction of private charity has sent adrift, cannot be allowed to die by the wayside, but must be swept into the poor-houses. All this is being done. For the rest all that is at present needed is watchfulness. The organisation for relief is ready, and there is no fear of any delay. But it is not necessary to spend money before the necessity for expenditure has arisen. The large assemblage of landlords whom the Lieutenant-Governor met at Bareilly admitted that the pinch has not yet come, and even if no rain falls will probably not come until the middle of December.

Gorakhpur Division.

General Memorandum.

1. This division contains an area of 9,491 square miles and a population of 6,508,526, as ascertained in 1891. This gives a density of 685 to the square mile. Of this population, 4,421,378 were classed by the census as deriving their livelihood from agriculture (Class B.), while 888,565 are artizans (Class D.), and 470,177 are day labourers and mendicants (Class G.–74).

2. Generally speaking, the harvests during the last preceding agricultural year were very fair, except in the Azamgarh district, where the yield was only five-eighths of an average outturn.

3. The rainfall this year was somewhat deficient in June, and still more so in July. In August the only district in which it was not up to average was Azamgarh; but in September and October was less than half an inch throughout the whole division, except in three tahsils.

4. The *kharíf* harvest was half a normal crop in Basti, somewhat less than half in Gorakhpur, and barely one-fourth of the average in Azamgarh. Over the division as a whole, the early rice may be reckoned as having given at least one-fourth of a normal crop. The late rice crop promises to be about one-fifth of the normal in Basti and Gorakhpur, and a complete failure in Azamgarh. The maize and pulses gave about half a normal yield.

5. The normal *rabí* area is given as 2,411,686 acres, of which 1,465,149 acres are in years of normal rainfall usually irrigated from wells and tanks. In this year it is not expected that more than 1,071,954 acres will be so irrigated; but it is anticipated that in addition about 700,000 acres more of unirrigated land will be sown with *rabí* on the chance of a crop. If rain falls this month this area will be considerably increased. With winter rains there ought to be half the normal *rabí* outturn.

6. The stocks in the division are, it is believed, sufficient for a three months' consumption.

7. It has only been found necessary to open test works in the Azamgarh district, but there is at present no demand for employment on relief works even there. This is said to be due to the fact that the railway work in progress employs all the labour not required by agricultural operations; when the *rabí* sowings are completed labourers will be in need of work, and will, it is believed, come on relief works more particularly from the Azamgarh district.

8. If two inches of rain were to fall before December, the Gorakhpur district would be relieved of all, and the Azamgarh district of almost all, its present and prospective difficulties. Some assistance might be required, but not much.

9. In the event of rain not falling before December, but falling, as usual, about Christmas, the yield of the *rabí* would be improved and the districts' difficulties reduced by perhaps one-third.

10. In the event of the rains failing altogether, the numbers that may require relief reduced to units of one day are expected by the local officers to be in Azamgarh 22¼ millions, and in Gorakhpur 9¼ millions. The estimates have been carefully prepared, and though in the worst case they may be worked up to, the Lieutenant-Governor himself does not think it probable that more than 20 millions in the one case and 8 millions in the other need be anticipated. In Basti the numbers that will require relief will in any case be small.

11. The *kharíf* instalment for the division amounts to Rs. 30,98,400.* Of this amount the Lieutenant-Governor has decided that the collection of 3½ lakhs may be postponed for the present in Gorakhpur, Rs. 2,40,000 in Basti, and that 4¾ lakhs may be suspended in Azamgarh. This makes less than one-third for the division.

12. In the event of rain falling before December, half the amount postponed in Gorakhpur and Basti will be collected in January, the balance only being postponed till the following year.

13. A credit of Rs. 50,000 has been given to the Commissioner for expenditure on relief under Chapters VIII., IX., and X., Famine Code, when the necessity shows itself, and for test works. This is in addition to previous smaller grants.

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* Gorakhpur, Rs. 11,51,000; Basti, Rs. 9,89,000; Azamgarh, Rs. 9,58,400.

Benares Division.

General Memorandum.

1. The area of this division is 10,414 square miles, with a population of 5,368,774, and an average density of 515 to the square mile. But this average is misleading. The density in Jaunpur and Gházipur is very great, while in Mirzapur there is a large area very sparsely inhabited. The census classification shows under—

Class B. (Agriculturists) - - - -	3,379,910
„ D. (Artizans) - - - -	829,844
„ G. (Labourers and mendicants) - -	560,802
Making a total of - -	4,770,556

who are most affected by crop failure.

2. The harvests of last year were better than in many parts of the provinces; and though in preceding years the crops had been deficient, the division, on the whole, entered on this year with its resources fairly complete.

3. The rainfall was fairly sufficient for the crops till the end of August. Though defective in July, the defect was to some extent neutralised by good distribution. It was the early cessation of the rains and the want of rain in September and October that have injured the harvest. Ballia was the only district in which there was any rain of value in September. It had 2¼ inches in that month. Doubtless it owes to this its more prosperous condition as compared with the rest of the division.

4. The chief characteristic of the kharíf harvest was the very poor outturn of the early rice, and the practical failure of the late rice.

5. The total kharíf area of the division is 17 lakhs of acres in round numbers, and out of this about 1½ lakhs of acres is taken up with the early, and about 4 lakhs of acres with the late rice. The early rice has been about one-third of an average crop; but the late rice is not expected to yield more than a 2-anna crop. It must be borne in mind that the rice crop in this division rarely approaches a full crop. The other early kharíf crops, such as maize, &c., covering about 12 lakhs of acres, gave about a 9-anna crop.

6. The normal rabí area is given as 1,640,557 acres, exclusive of the Family Domains of the Mahárája of Benares. The area estimated to be sown this year is 1,055,168 acres. This estimate, however, has not been prepared in a manner that inspires much confidence. It is certainly a minimum estimate, which will most probably be exceeded, especially if rain falls before the end of November. The Commissioner in his report expressed an opinion that in every district but Mirzapur the deficiency in the area sown as compared with the normal area would be small.

7. The only portion of the division in which there is at present danger of distress consists of parts of Jaunpur and Mirzapur, and possibly some parts in Benares, but up to date the only place in which there has been any clear indication of existing distress is the north of Jaunpur. In that part the test works, on which wages were kept carefully down to a bare subsistence, attracted large numbers, many of whom are reported to have shown sign of emaciation. The area which is thus distressed owing to the failure of its chief crop (rice) is about 200 square miles with a population of about 100,000. It lies along the north border of the district and is contiguous to the district of Azamgarh, which is also feeling the effects of crop failure, a noted elsewhere.

8. The estimates made by the local officers of the numbers likely to require relief are not supported by the character of the harvest or the condition of the people. In Ballia the Collector's calculations, in the event of rain not falling before December, points to a total of 3¾ millions requiring relief for one day, while the Commissioner thought 200,000 would be the maximum. With the usual winter rains the Lieutenant-Governor thinks there should be no need for relief in Ballia, beyond perhaps a poorhouse or two for mendicants. If the winter rains fail, some further provision would be necessary.

9. In Jaunpur, which is no doubt worst off, the estimate is that seven millions will require relief if no rain falls this month. If rain falls this month, the Collector estimates for two or three millions. The Lieutenant-Governor believes that the former

estimate may be reduced to five millions, which in case of winter rains may be reduced to three millions.

10. In Gházipur the Collector suggests that in the event of rain falling, or not falling this month, there would be need to make provision for $4\frac{1}{2}$ millions, while the Commissioner would put the number at 450,000, or one-tenth of the Collector's estimate. The Lieutenant-Governor considers the Commissioner's estimate to be the more rational of the two in the event of rain falling. If no rain falls, provision may be made for three million units.

11. In Mirzapur the Collector's estimate is for $6\frac{1}{2}$ millions if no rain falls, and for about half a million if rain falls. The former estimate may be reduced to one-half.

12. In Benares, exclusive of the city, the number that will require relief in the event of no rain falling is put at $3\frac{1}{2}$ millions for one day. In the city it is estimated that relief will be wanted for 2,000 people or more daily for six or eight months, or say 400,000 for one day. His Honour would increase this estimate by at least one-half, and has contributed Rs. 5,000 monthly till further notice to the city relief fund, which will be administered by sub-committees under the control of the Municipal Board. Generally, the number may be for the division estimated, if we have the usual winter rains, at about six million units for one day, and at 15 million units for one day if the winter rains fail. Rain before the end of November would reduce the trouble within small dimensions.

13. The kharíf revenues in the several districts, with the amounts the Collectors would suspend, are as follows :—

Districts.	Revenue.	Suggested Suspensions.
	Rs.	Rs.
Benares	3,60,000	1,20,000
Ballia	4,25,000	1,42,000
Jaunpur	6,80,000	1,45,000
Gházipur	5,00,000	2,50,000
Mirzapur	4,43,000	1,37,000
	24,08,000	7,94,000

14. The Lieutenant-Governor has given the Commissioner a credit for Rs. 20,000 for relief under Chapters VIII., IX., and X. of the Famine Code and for test works. The large relief works will be managed by Department of Public Works, which will provide the funds. His Honour has also authorised the Commissioner to suspend up to the sum of Rs. 550,000 for the whole division (excluding the Family Domains, in which suspension is not called for). The Commissioner will use his discretion as to the amount to be suspended in each district. If the *rabí* is good, half the suspensions should be recovered within the current financial year.

15. The Lieutenant-Governor, at a conference with the chief landlords, stated his willingness to advance money without interest, repayable within two years, for village relief works. The zamíndárs did not appear willing to take money on these terms. It is the Lieutenant-Governor's belief that with the ordinary winter rain, the *rabí* crop in all districts except Jaunpur and Benares, and perhaps part of the south of Mírzapur, should be sufficient to save the people from want of food, though there may be pinching. In the excepted districts there will, His Honour fears, be need for relief works, unless sufficient rain falls this month and saves the situation by allowing the full *rabí* area to be sown.

16. But although the Lieutenant-Governor and Chief Commissioner, agreeing with the Commissioner of the Division, has not taken the gloomy view of the future adopted by the district officers, he has thought it right to prepare for the contingency of relief being required on a larger scale than he himself thinks will be found necessary. No appreciable expense will be incurred by completing these preparations, while every danger will be provided for. The general organisation therefore has been set on foot.

17. The Lieutenant-Governor has intimated to the Mahárája of Benares his hope that His Highness will entrust Mr. Wyndham, the Superintendent of the Family Domains, with the chief control over all relief operations within the Domains. In no other way can the Lieutenant-Governor be confident that no untoward accident may not occur.

Allahabad Division.

General Memorandum.

This division, with its seven districts, comprises an area of 17,264 square miles, with a population of 5,757,121, which was classified at last census as follows:—

Class B.—3,373,618 (pasture and agriculture).
„ D.—1,044,179 (artisans).
„ G.— (Sub-orders 74) } 581,670 (labourers).

2. The division consists of two distinct portions—(*a*) that lying in the Doab between the Ganges and the Jumna; (*b*) the tract south of the Jumna, generally known as Bundelkhand. The former includes the districts of Cawnpore and Fatehpur and the greater part of Allahabad (a small portion of this last-named district, lying to the north of the Ganges, may be classed with the Doab portion), and the latter including a portion of the Allahabad district and the districts of Bánda, Hamírpur, Jalaun and Jhánsi.

3. The condition of the Bundelkhand districts since the beginning of this year (1896) is sufficiently well known to call for no further details; it has been dealt with in the resolution recorded by the Lieutenant-Governor on the 20th October. The districts were, generally speaking, famine stricken, and very considerable relief measures were carried on in them from February to July last.

4. The harvests in the last agricultural year in Cawnpore, Fatehpur and the Doab portion of Allahabad were not good, but varied from half to three-quarters of the normal amounts.

5. The chief characteristic of the present year's rainfall was that it was more copious up to the end of August in the Bundelkhand districts (except in Bánda) than in the Doab districts.

6. In Hamírpur, Jhánsi, and Jalaun, had the rain not fallen in September, there was every prospect of an excellent *kharíf*. In Bánda, as in the Doab, the rainfall was deficient throughout, being, generally speaking, from one half to two-thirds of the normal in July and August.

7. But the feature that has injured the harvests throughout this division, as elsewhere in these provinces, was the absence of any appreciable amount of rain in September and October. The area that was cultivated in the *kharíf* harvest was in every district in excess of the normal area, and in some districts the excess was very considerable.

8. The people had made an effort to recoup themselves for their previous losses by sowing more land than usual. Had the rains been propitious the outturn would have been very large, as it is the result is most disappointing.

9. The estimates of the local officers give an outturn in the various districts varying from one-fourth to three-eighths of a normal yield. In Allahabad and Fatehpur it was only one-fourth; in Cawnpore and Jalaun one-third; in Bánda, Hamírpur and Jhánsi three-eighths. These calculations indicate for the division as a whole a yield of scarcely one-third of a normal harvest.

10. The normal area under *rabí* in the division is 3,012,173 acres. The proportion of this that is protected by irrigation varied very largely from Cawnpore with a considerable area of canal irrigation to Bánda with hardly any irrigation of any kind. As the area that is likely to produce a *rabí* crop (in the event of no more rain falling this month) is but little in excess of the irrigated area, the condition of the different districts in their *rabí* prospects varies very largely.

11. The areas which, it is estimated, will give a *rabí* crop are (in round numbers)—

	Acres.
In Cawnpore	285,000
„ Fatehpur	123,000
„ Allahabad	214,000
„ Bánda	170,000
„ Hamírpur	150,000
„ Jalaun	102,000
„ Jhánsi	118,000
	1,162,000

or 38 per cent. of the normal area cropped in *rabí*. But without the usual winter rains, the crop in this area not irrigated from canals will probably be very small.

12. In the possible, but improbable, event of rain falling before the end of November, this area will be increased; possibly if rain fell in time it might be doubled.

13. There is no complaint made at present that stocks are running short. Where the produce of the districts has been deficient, importations are going on. Nothing is more difficult than to estimate the quantity of stock: it is essentially a matter of inference from general consideration; but premising this, the Lieutenant-Governor believes that there is in the division a three months' supply.

14. In Cawnpore and Fatehpur there are not as yet any marked signs of distress such as are afforded by the wandering of families in search of food, or by a demand for employment; but crime is increasing. The Fatehpur Canal Works could employ much more labour than comes to them.

15. In Bánda, Hamírpur and Allahabad relief works under the supervision of the Public Works Department are already in operation, and some 40,000 labourers are engaged on those works on which stringent tests are enforced.

16. The local officers have given their estimates of the numbers they consider likely to require relief (reduced to units of one day) in three events—

(*a*) if rain falls in time for the rabí sowings;
(*b*) if rain does not fall now, but falls about Christmas;
(*c*) if no rain falls till the next rainy season.

These estimates are tabulated below:—

District.	(*a*.)	(*b*.)	(*c*.)
	Millions.	Millions.	Millions.
Cawnpore	1½	6	12
Fatehpur	—	3	4
Allahabad	5	11	18
Bánda	6	10	20
Hamírpur	4	7	10
Jalaun	4	7	10
Jhánsi	2	6	8
Total	22½	50	82

Bad though the outlook undoubtedly is, the Lieutenant-Governor considers these estimates excessive, and thinks that it will suffice to estimate for 12 millions, 30 millions, and 50 millions in the three cases given.

17. The portion of the division most seriously affected unfortunately coincides with the area which has suffered so severely already this year from deficient harvests following on a series of bad harvests for some years past. It is stated unanimously that the condition of this tract is very distinctly worse than it was at the corresponding date last year. It is known that in consequence of the failure of last year's rains, 18 millions of people came on our hands from these tracts.

18. Programmes of relief works, sufficient to meet any demand likely to arise, have been completed for every district.

19. Relief circles have been marked out, and the lists of respectable but indigent persons who will require house-to-house relief are being revised. The organisation of last summer has been called again into activity, and all the Bundelkhand districts with Allahabad are officially recognised as "distressed." This enables the Department of Public Works to begin relief works, and this the Department has done in all five districts. Village works under article 65 (*a*) will be taken in hand later on, when the pressure on the large relief works managed by the Department of Public Works shows that there is a serious demand for employment which renders it necessary to relieve the attendance on those works and provide people with employment near their homes. In some parts it will be possible to recover one-half or more of the advances to be made for village works; but in Bundelkhand, having regard to the ordinary conditios. of the zamindars in that tract, and the strain on their resources for some years past, there is less prospect than elsewhere of recovering any material portion of such advances.

20. The *kharíf* instalment of the division amounts to something over 43 lakhs, and there are 14 lakhs of arrears from last year. The arrears will stand over and not be collected now, while the Lieutenant-Governor and Chief Commissioner has authorised the Commissioner to allow suspensions for the whole division to the amount of 25 lakhs out of the current instalment, leaving it to the Commissioner to decide in what proportion he considers it advisable to distribute this amount over the individual districts with regard to the varying extent of their requirements in this respect.

21. The sum of Rs. 25,000 has been already placed at the Commissioner's disposal for the various branches of famine relief expenditure in his division comprised under article 65 (*a*) and chapter VIII., IX. and X. of the Famine Code. This grant has now been raised to one lakh. It is a first instalment of what promises to be a very large expenditure.

Agra Division.

General Memorandum.

The area of this division is 10,140 square miles, with a population of 4,767,759, which gives a density of 470 to the square mile.

2. It contains one large city, Agra, with 187,000 inhabitants, and two smaller cities, viz., Farukhabad with 73,000, and Muttra with 57,000 inhabitants. The classification of the population of the division made at last census shows 2,633,631 engaged in pasture and agriculture (class B.), 945,692 artisans (class D.), and 365,857 unskilled labourers (class G., sub-order 74).

3. With unimportant variations from district to district the harvests last year were good, and in some districts extremely good. The people of this division thus entered on the current agricultural year with their resources unimpaired, a condition of things not found to exist in the more eastern districts. The rainfall this year, however, has been everywhere very deficient. It was deficient in June in four of the six districts. In July it varied from one-half to two-thirds of a normal fall. But it was in August that the deficiency was most remarkable. It was in some districts only one-third and in others one-half of the normal; in Etah alone did it reach two-thirds. In September and October here as elsewhere there was practically no rain. This remarkable failure of the rain in August in the Agra division compared with other divisions has not been productive of proportionate crop failure, because the crop which would have been specially affected by such deficiency, rice, is only grown in small quantities in this division, and because a very considerable part of the division is protected by canals and wells from drought.

4. The area sown with *kharíf* crops this year in the Agra division was somewhat in excess of the normal area, but the yield, owing to the deficient rainfall, has been only half a normal harvest. This half normal crop is to be found in every district, except Muttra, in which the yield was possibly slightly *less*, and Etah, in which it was slightly *more*, than that general average.

5. The *rabí* estimates fall into two classes, according as rain (*a*) falls, or (*b*) does not fall, within the sowing period, say up to the end of November. In the former case, that is, the case of rain falling, there is every hope that the full *rabí* area ordinarily sown will be sown this year. In the other alternative, that is, in the case of no rain falling before the end of November, then the area which will give a harvest next spring will fall far short of the normal area, as most of the land that is not protected by irrigation will not be sown, and if any portion of this unirrigated land is sown, the return of a harvest cannot be counted upon. The normal *rabí* area of the division is shown as 2,194,000 acres; of this area, 523,000 acres are returned by the Irrigation Department as irrigated from canals this year. In addition 601,000 acres are shown as irrigated from wells and 71,000 as irrigated from tanks, making a total of 1,195,000 acres, or 54 per cent. of the entire *rabí* area, protected by irrigation. From that area a normal outturn, or, if provision is to be made for the possibility of some tanks and wells running dry, three-fourths of the normal outturn, is to be expected.

6. Besides this there is a considerable area of low-lying lands, beds of rivers, of *jhíls* or lakes, and so forth, from which a moderate *rabí* crop is expected with the usual winter rains. Perhaps it may be said that these low-lying lands are estimated at about 200,000 acres. With the usual Christmas rains an average harvest may be reasonably expected from 60 per cent. of the normal *rabí* area. Should favourable rain fall in time to allow of further sowings, there is no reason why a much larger area

should not be sown, and it may be expected that almost all of the normal *rabí* area would in that event be sown. But the Lieutenant-Governor himself does not now count on rain falling in the current month (November), or on any extension of *rabí* sowings beyond the area mentioned above. But the crop on that area should give at least half the crop grown on the full *rabí* area. With half a *kharíf* crop and half a *rabí* crop, there should be no general famine if the opinion expressed by the Famine Commission in paragraph 77, Part I., of their report be true. But no doubt there is a disturbing element in the phenomenally high prices of this year, and abundance in one part of a district may mean starvation to those who have no money to buy food with. If there be no rain at Christmas, *i.e.*, if the winter rains fail, the situation will be greatly aggravated, and in this case only one-third of the normal outturn can be counted upon, if, indeed, this be not a too sanguine estimate. The scheme of relief has been devised to meet the strain.

7. Owing to the satisfactory harvests of last year, the stocks in every district are reported to be as large as usual,

8. The local officers are unanimous in stating that there have been as yet no signs of any serious distress amongst the people. There is no marked or substantial increase in the amount of pauperism, though beggars in greater numbers than usual have gravitated to the large towns. Poorhouses where open have had no great influx of paupers, and their inmates are composed almost entirely of the regular mendicants, to whom, owing to the pressure of high prices, private charity is less liberal than usual.

9. Test works, even though the wages have not been very strictly limited to a subsistence wage, do not attract labourers to any significant extent.

10. The cultivators are represented as being everywhere in good heart, and to be busily engaged in preparing every acre of land that can in any circumstances possibly be made fit to sow in the event of rain falling. Much of this will be sown later on, on the chance of some yield.

11. A certain amount of distress, more particularly in the cities of Agra and Farukhabad, will, even in the most favourable circumstances, require relief until prices fall. But among the rural population the numbers that will require assistance if rain falls during November will not exceed a comparatively insignificant scale. Here as in other divisions the information is that the cultivators are holding the proceeds of the *kharíf* harvest pending more certain disclosure of the *rabí* prospects.

12. The local officers have submitted estimates of the numbers they anticipate will require relief in the alternative events of rain falling or not falling within this month or early in December. Those estimates reduced to numbers relieved for one day are as follows, district by district:—

(A) If rain does not fall—

In Agra	5 to $6\frac{1}{4}$ millions
Muttra	5 to $8\frac{1}{2}$ „
Etah	$2\frac{1}{4}$ „
Farukhabad	$5\frac{1}{2}$ „
Etáwah	3 „
Mainpuri	3 „
Total	$23\frac{3}{4}$ to $28\frac{1}{2}$ millions
	or (say) 26 millions

(B) If rain does fall while it is yet time to sow the *rabí* seed—

In Agra	1 million.
Muttra	None.
Farukhabad	1 million.
Etáwah	1 „
Mainpuri	$\frac{1}{2}$ „
and in Etah	None.
Total	$3\frac{1}{2}$ millions.

13. In the Lieutenant-Governor's opinion three cases have to be considered:—

(i.) The case of sufficient rain (say about 2 inches) falling while it is yet time to sow the *rabí*.

(ii.) The case of no rain falling while it is yet time to sow, but rain falling about Christmas.

(iii.) The case of a complete failure of the winter rains.

In the first case there will be, in his Honour's opinion, no necessity for any important relief works in the division, though there will be need for some poorhouses and some charitable relief in the cities until prices become lower. The estimate may stand at 3½ millions for one day.

In the second case there will be the need, owing to the severity of crop failure in particular tracts and the extraordinarily high prices, for some moderate measures of relief, which the Lieutenant-Governor estimates at what will suffice for 8 millions of people for one day.

In the third case there will be need for extensive relief measures. Had the pitch of prices not been so phenomenally high, the Lieutenant-Governor would have ventured to predict that even in this case the numbers of people on relief would not exceed 15 millions for one day. But with prices so high, he prefers to follow the local estimates more closely and to take the numbers at 20 millions for one day in the worst event.

14. Programmes of ordinary road relief works have been prepared for the division; but the Lieutenant-Governor is in hopes that it may be consistent with the plans of the Government of India to begin not later than January the earthwork of the Shikohabad-Fatehgarh and the Agra-Delhi lines of rail. The earthwork on these railways would afford all the employment that would be required on large relief works. Without these works there is no doubt sufficient work in the relief programme to afford the requisite employment; but if these railways are to be made, it is well to begin the earthwork at once. The Lieutenant-Governor would have no objection to a very large portion of the earthwork being carried on in the usual way and with no special reference to the "famine wage."

15. The raising of the berms of the Bewar Canal is another scheme which would afford the right sort of work to those that might require relief in Mainpuri and Etah, and this work will be begun when the demand for employment shows itself. In addition to these large works there will be the village works under article 65 (*a*) of the Famine Code; but having regard to the comparatively good position of the division, these small works would not be taken in hand in any large numbers, except in the improbable event that the railway and canal works did not afford suitable employment; or that the distress was developing to such an extent as to require employment for the people near their homes.

16. The *kharíf* revenue demand for the whole division amounts to about 40 lakhs. The circumstances of the different districts vary to some extent, but not very largely. The amount of relative relief to be given to the several districts will be better calculated by the Commissioner with the aid of the district officers. Some relief is doubtless necessary, and the Commissioner has therefore been authorised to suspend up to Rs. 6,00,000 in the whole division, the suspensions to be given with reference to the relative necessities of the different tracts of country and the capacity of the individual zamindárs to pay their revenue.

17. An initial grant of Rs. 20,000 has been made to the Commissioner for expenditure on relief under Chapters VIII., IX., and X. of the Famine Code. From this sum he is authorised to allot Rs. 2,500 per mensem as a grant in aid to the charitable relief funds in the Agra city, and Rs. 1,500 per mensem for the same purpose in the city of Farukhabad.

18. The Public Works Department has been directed to take over the management of relief works in the Agra and Etáwah districts at such time and places as the Commissioner shall consider it to be advisable. The Commissioner will issue the necessary instructions to the superintending engineer.

19. A deputy collector and a tahsíldár will be given, when the Commissioner applies for that purpose, to each of the districts of Agra and Muttra in addition to the normal district staff.

20. On the whole the Lieutenant-Governor is, in the circumstances, well content with the state of things he finds in the Agra division. With good luck, by which is meant two inches, or even an inch and a half, of rain within a month, there would be no trouble

to speak of. Without that rain, but with the usual showers in December and January, we shall have over the irrigated area at least three-fourths of a full average harvest, thus allowing for shrinkage in supply of well and tank water. This is equivalent to nearly one-half of an average harvest over the full quantity of land usually sown with *rabi*. That will save the people from the extremity of famine, though it will not, having regard to the high prices, save the wage-earning classes from distress which will call for our help. If the winter rains fail altogether and the wells run dry, there will then certainly be distress over a large area, and famine within a smaller, though still considerable, tract of country. But we do not look with fear on the future; we have confidence in our arrangements, which are, we think, sufficient to meet any strain likely to come upon us.

But the success of our efforts under the worst conditions depends on the effectiveness of private trade to supply food to the people. We supply the wherewithal to pay for it.

Lucknow Division.

General Memorandum.

1. The area of the Lucknow Division consists of 12,040 square miles, and the population is 5,325,601, which gives a density of 442 to the square mile. Excluding the Lucknow district with its city population, the density is greatest in Rae Bareli (552), and least in Kheri (304).

2. Of this population 3,753,350 persons were classified at the last census as agriculturists (class C); 876,653 as artisans (class D), and 408,007 as labourers and mendicants (class G). The city of Lucknow, with its 273,000 inhabitants, largely contributes to the artisan class.

3. The harvests in recent years varied in the different districts, but have, on the whole, been good. Hardoi was less fortunate than the other districts, having suffered from crop failure last year.

4. In June of this year the rainfall was short, but not seriously deficient, except in Lucknow and Unao. In July, the deficiency was very serious throughout the division (except in Kheri), being barely half the average in four districts, while in Rae Bareli it did not reach one-fourth of the average. In August the rainfall in Sitapur was above, and in Kheri largely above, the normal; in Lucknow and Rae Bareli it was very much below it. In September and October the failure in the rains was practically complete throughout the division.

5. The result has been a very general failure in both the early and late rice; the latter crop, owing to the absence of rain in September and October, will practically give no yield. The only district in which the early rice was a fair crop was Sitapur. The best crop has been maize, which has, except in Hardoi, done very fairly; in Sitapur it has given three-fourths of a normal yield. The *juar* and *bajra* crops have not yet been completely reaped, and their outturn is a matter of estimate. In most districts *juar* is expected to yield a half crop, and *bajra* rather less. The *arhar* is said to promise well. On the whole, the *kharif* harvest in the Lucknow Division, excluding the Kheri district, has been about one-third of the average. In Kheri it has been nearly three-fourths of the average.

6. The normal *rabi* area of the division is 2,473,000 acres. From one-half to two-thirds of this normal area has been prepared for sowing; much of it has already been sown, and much of what has been sown has germinated. If rain falls this month (November) or during the sowing time, it is generally admitted that very nearly a full normal area will be sown, and will yield a crop. If rain does not fall during the sowing time the area sown will be much contracted, but as it will be almost entirely irrigated, a crop is certain, although the outturn may not be a full one. It is to be remembered that the area prepared for sowing is the most fertile land.

7. The stocks of grain are generally admitted to be sufficient for three months' consumption. But this estimate is probably below the actual quantity. The two districts which appear to be the worst off in this respect are Hardoi, which suffered from crop failure last year, and Rae Bareli, which is stated to be importing daily.

8. Poorhouses have been opened in every district, but, except in Hardoi, the number of inmates is nowhere large.

9. Relief works have been open in Hardoi since last summer, and the latest report shows some 7,159 persons are employed on them. The smallness of this number ill agrees with the very gloomy opinion regarding the outturn of the *kharif* and the

prospects of the *rabí* expressed by the Deputy Commissioner; and the Lieutenant-Governor doubts that the *kharíf* was quite so bad as the district officer believes it to have been.

10. In Rae Bareli three relief works were started as test works, and the numbers on them having risen to nearly 10,000, they have been transferred to the Public Works Department as regular relief works. In Sitapur the test works have also shown the existence of distress, and will now be made over to the regular Public Works agency. In the other districts test works have hitherto failed to attract labour to any significant degree.

11. The fact is that at present the agricultural population is for the most part busily engaged in the fields; they are occupied either in reaping the *kharíf* crops, or in sinking temporary wells and preparing the ground for the *rabí*. The advances made for wells by Government have had a most excellent effect, and, taken with the suspensions of revenue, have stimulated the liberality of the landlord body. It will not be until work in the fields has ceased that there will be any demand for employment on relief works.

12. In estimating the probable extent to which relief measures may be necessary, the one factor on which all calculations must depend is the rainfall.

13. The district officers have made estimates of the numbers they anticipate will require relief—(A) in the event of rain falling before the sowing season is over; (B) in the event of a failure in the winter rains. These estimates expressed in units of one day's rations are as follows:—

A.—On the assumption that rain falls before the end of November—

Lucknow	5 millions.	
Hardoi	2½ „	
Unao	3 „	
Rae Bareli	3½ „	
Sitapur	5½ „	
Total	19½ millions.	Units for one day.

B.—On the assumption that no winter rain falls—

Lucknow	25 millions.	
Hardoi	20 „	
Unao	12 „	
Rae Bareli	17½ „	
Sitapur	24 „	
Total	98½ millions.	Units for one day.

Kheri may be omitted from the calculations, as distress, if it occurs at all in that district, will be limited in extent.

14. These estimates are, in the Lieutenant-Governor's opinion, excessive. It is admitted on all hands that as yet there are apparent none of the more significant signs which precede a famine, such as people wandering from their homes, emaciation, &c. There is as yet no general demand for employment on relief works, while the people are vigorously sinking wells and preparing the land for the *rabí*. If two inches of rain fell before the sowing time ends, about end of November, the whole aspect of the case would be changed, and the necessity for relief operations would, except in a few localities, disappear. The difference between rain falling before the end of November and its not falling, is, that in the former case, we should be sure of a two-thirds or perhaps three-fourths *rabí* harvest, while in the latter we shall be sure of not much more than one-third. The difference does not correspond to the difference between 19 millions and 98 millions on relief. The Lieutenant-Governor fears that the phenomenally high prices of food grains (the result of a variety of causes into which the depreciation on the value of silver, withholding the *kharíf* grain by the cultivators till the prospects of the *rabí* are disclosed, and panic, largely enter) and the pessimistic opinions regarding the outturn of the crops submitted by native officials and some others have led some district officers into excessive estimates. After personal discussion with each local officer, and after hearing the views collectively and severally of

the chief landlords of the division, the Lieutenant-Governor thinks that, should rain fall while it is yet time to sow, the numbers requiring to be assisted will fall under the estimates of the local officers. If, on the other hand, rain should not fall during the sowing time, but should fall about Christmas, then we might count on a six-anna harvest; and, in this case, the Lieutenant-Governor would not deem it necessary to provide assistance for more than 25 or at the outside 30 millions reduced to units of one day. If a total failure of the *rabí* had to be encountered, then indeed, having regard to the failure in the *kharíf*, it might be necessary to make the extreme provision proposed by the local officers, as it would not be much in excess of 15 per cent. for four months of the population specified in paragraph 2 above as most subject to distress. But having regard to the area protected by wells, there is no probability of a total failure of the *rabí;* and it seems to His Honor that, even in the case of no winter rains falling, it will not be necessary to provide for more than 10 per cent. of the population (given in paragraph 2) for four months. The numbers reduced to units of one day would come to 60 millions, or three-fifths of the estimate of the local officers.

In framing these estimates we are not of course bound by them should famine develop to larger dimensions. The organisation we have established admits of indefinite expansion to meet any degree of pressure that may arise.

15. The character of the *kharíf* harvest clearly calls for some relief in the matter of the enforcement of the revenue demand. In the Rae Bareli, Lucknow, Hardoi and Sitapur districts the effect of the recent revision of settlement would have been to raise the revenue demand, and the aggregate of those enhancements would have been Rs. 4,55,093.* In the present circumstances, which render districts unable to pay the existing demands in full, it is out of the question to introduce these enhanced assessments, and the Lieutenant-Governor and Chief Commissioner has decided to postpone their introduction.

16. The revenue demands for the *kharíf* instalment on the existing settlements in the districts are as follows (in round numbers) :—

	Rs.
Lucknow	3,07,000
Hardoi	5,07,000
Rae Bareli	6,45,000
Sitapur	5,50,000
Unao	7,29,000
Kheri	3,73,000

The Lieutenant-Governor has given the local officers discretion to make suspensions of the *kharíf* instalment in this division up to a maximum of 14 lakhs as shown below.† This amount will afford very substantial relief to the zamíndárs and their tenants. Should rain fall during the sowing time, and a good *rabí* is assured, half of these suspensions may be collected within this financial year; otherwise the collections must be postponed till the following year or years.

There is in the Oudh Rent Act no provision corresponding to section 23 of the North-Western Provinces Rent Act under which a suspension of the revenue demand secures to the tenant the suspension of rent to the limit of twice the revenue suspended. On suitable opportunity, the Oudh Rent Act must be amended on this point; meanwhile the Oudh landlords may be trusted to be lenient. One can't take "the breeks off a Hielanman," and, besides, the tenants are holding the harvest.

17. The existence of a large city like Lucknow gives a special significance to the existing pressure from high prices. There are two classes amongst the inhabitants of that city on whom that pressure falls with the greatest severity. The first consists of decayed gentry, large numbers of whom depend for their living on small pensions or the small remains of their former wealth; they are for the most part destitute of other means of livelihood, and the phenomenal dearness of the food grains has greatly diminished their petty resources. The second class consists of the small artisans who, with wages which have not risen in proportion to prices, feel the pinch more acutely than their rural neighbours, who are often paid in kind. Measures—referred to in the remarks on the Lucknow district—have been taken to bring relief to these two classes, a contribution of Rs. 15,000 per mensem having been made by Government in aid of the relief fund established in the city. The standard of relief would be the

* Hardoi, Rs. 1,29,841; Lucknow, Rs. 93,386; Rae Bareli, Rs. 1,79,110; Sitapur, Rs. 52,766.

† Lucknow, Rs. 1,50,000; Hardoi, Rs. 3,00,000; Rae Bareli, Rs. 3,00,000; Sitapur, Rs. 2,00,000. Unao, Rs. 3,50,000; Kheri, Rs. 1,00,000. Total, 14,00,000.

difference between the present average prices of food grains and a price, say, 15 seers for the rupee more within their means.

18. It has been stated above that in the worst case that we need contemplate at present (*i.e.*, the case of no rain falling before Christmas but falling then), the numbers requiring assistance in the division will be about 25 or 30 millions reduced to units of a day's rations. The Government organisation, acting on uniform lines, may not in all cases bring perfectly suitable relief to this mass of distress. We shall doubtless enable all persons, not being mere suicides, to avoid death from starvation, but we shall not be able to prevent all suffering. There must be *pardahs** behind which the Government relief agent cannot always penetrate. Herein lies the opportunity for private effort, and the Lieutenant-Governor thinks that an appeal to private charity in England and in India might be of great use in supplement of the Government organisation whereby a fuller measure of relief may be brought to suffering genteel poverty which official action may not reach in a suitable way. This will be especially necessary in the case of the city of Lucknow and other large towns, especially the decaying ones, which trade does not favour.

One of the methods of relief prescribed by the Famine Code is village works. These works are directed to improving the water supply and general sanitary condition of the villages, and will become the property of the local proprietor or village. The British Indian Association, that is the Talúkdárs of Oudh, have undertaken to carry out such works on plans to be approved by the district officers, employing relief labour only, if Government will give advances free of interest, one-half to be recovered within two years and the other half remitted. The Government is at liberty to select the works, and, of course, to refuse assent to the undertaking of any particular work, if circumstances do not approve the general or local necessity for them. But when a work is undertaken on these terms the effect is that the Government is freed from the cost and necessity of close supervision, and that it is recouped half the cost. The Lieutenant-Governor regards the arrangement as alike beneficial to the State, the Talúqdárs and the people. In other tracts not so badly off as the Lucknow Division, the terms need not necessarily be those of contribution of half cost by Government. The arrangement will only come into force when Government decides to open village relief works, the lists of which are ready. This it will not do until the Public Works Department works, on which tasks and subsistence wages are strictly enforced, prove the existence of real distress in any particular district or tract. Measures have been taken for exercising general control over the plan and execution of the village works referred to in the preceding paragraph. The question will be referred to in the general letter to the Government of India, under cover of which the Lieutenant-Governor's divisional and district memoranda will be submitted.

19. The general scheme of public works to be controlled by the Public Works Department is ready for each district. It is now in operation in Rae Bareli and Hardoi, and can be brought into operation at once in the other districts. It will be directed to completing the system of provincial roads on a concerted plan which has been worked out.

20, The district officers have completed their arrangements for relief circles, and for circle committees which will be entrusted, subject to control, with the administration of charitable relief to distressed respectable people debarred by national custom from appearing in public contemplated by Chapter X. of the Code. The lists of all such indigent persons have been undertaken. They will need close scrutiny; and it is in his Honour's opinion essential to associate with us the village landlords in the administration of this species of relief. The Talúkdárs have promised their best assistance, and this body of gentlemen may be trusted to be as good as their word.

21. The Lieutenant-Governor, encouraged by the preceding analysis of the facts, as well as by the attitude of the people, their energy and quietness, is in hopes that the difficulty which threatens this division, though undoubtedly serious, may not reach the proportions which some fear. But should the worst happen, the arrangements made will, his Honour thinks, stand any strain likely to be put on them.

22. A sum of two lakhs of rupees has been placed at the disposal of the Commissioner of the Division for relief under Chapters VIII., IX., and X. of the Famine Code, and for relief works under Article 65(*a*) should any sudden emergency arise. Meanwhile the Department of Public Works provides its own funds and establishments and thus frees the hands of the district officers for the ordinary work of administration and for village relief.

23. The staff of each district in the division is being strengthened.

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* Curtains, *i.e.*, private or women's apartments.

MEMORANDUM of REPRESENTATIONS made by MEMBERS of the BRITISH INDIAN ASSOCIATION at a MEETING held by His Honour the LIEUTENANT-GOVERNOR and CHIEF COMMISSIONER on 2nd November 1896 at LUCKNOW.

At the request of His Honour various members of the Association gave their views of the situation as follows:—

Rája Jagmohan Singh (of Rae Bareli)—

The *kharíf* crop has been unequal, varying from 1 to 3 annas.

As to the *rabí*, if rain falls within 15 days, wheat will be sown; if within 25 days, gram, and the whole area will be sown. If rain does not fall, only one-third of the normal area will be sown.

Labourers do not go to the test works because the wages are so low.

Rána Sir Shankar Bakhsh Singh said the *kharíf* crop would be a 3-anna crop, and as regards the *rabí*, agreed with Rája Jagmohan Singh. In any case, the rice crop was a complete failure.

Rája Amir Hassan (of Sitapur) expects a 5-anna *kharíf* crop, and a full *rabí* area if rain falls.

Muhammad Azim (of Hardoi) stated that the *kharíf* would give a 3-anna yield, and that the *rabí* would with rain reach two-thirds of the normal area, but without rain would be no more than a quarter to one-third.

K. B. Haji Shaban Ali Khan and the Honourable Babu Sri Ram, Rai Bahadur (of Lucknow), estimated the *kharíf* to be but a 3-anna harvest. The effect of the loss of the *kharíf* would begin to be felt soon; and if no rain falls, that will happen at the end of this month.

It was generally agreed that large relief works would not be required for one or one and a half months, and that it would be well to wait till the outturn of the *juár* was ascertained. At present the cultivators are all engaged in the fields, and it would be a mistake to take them away.

There is still hope of rain till the middle or end of this month.

Coming to methods of relief, if necessary, his Honour proposed that in regard to relief works he should make advances to the talúqdárs without interest, the works to be selected by the collector, and their execution to be under his supervision, though carried out by the talúqdárs; half the advances only to be recovered within two years. It was agreed that the association would charge itself with the preparation of a list of the various village relief works to be undertaken in each district, and would submit them to the district officers. The object to be aimed at in these works is to place the village in a good position with regard to water supply, sanitation, and general convenience. The talúqdárs expressed unanimous satisfaction with these proposals, and declared their readiness to act upon them freely.

It was agreed that relief to the respectable poor could often be best administered through the agency of the landlords and not directly by official agency; and the talqúdárs expressed their readiness and willingness to co-operate with Government as its agents on this kind of relief.

The question of the construction of the Sarda Canal was then discussed.

The Mahárája of Ajudhya submitted that until it was demonstrated that the objections which they had urged in 1872 had been shown to be without foundation they were not prepared to change their views. Rána Sir Shankar Bakhsh and Rája Tasadduk Rasul Khan seemed disposed to admit the advantages of the irrigation it would supply.

Shaikh Inayat-ul-la and Chaudhri Nasrat Ali stated, and it was generally agreed, that the Association would be prepared to reconsider their opposition to the scheme if it was again laid before them, and their former objections were disposed of.

The talúqdárs generally pressed on His Honour the necessity of giving suspensions and remissions of revenue. They represented that their tenants were unable to pay any rent from the *kharíf* harvest, and that if the landlords had to pay the revenue in full, they would have to borrow. Some gentlemen admitted that they could, of course, meet the Government demands in full, but that doing so would weaken their ability to assist their tenants. After discussing the point at some length, the Lieutenant-Governor stated that he would postpone the enhanced demand under the new settlement wherever it had not already been introduced, and that he would partially and to a reasonable extent suspend the *kharíf* instalment, but that he was not prepared at that moment to state the extent of such suspensions. His Honour was not in favour of all-round suspensions at an uniform rate, but the suspensions would be adjusted to the

extent of crop failure in particular localities and to the capacity of the landed proprietors to pay. In some instances it might be necessary to suspend up to half the *kharíf* instalment as a maximum, while in others a smaller suspension would meet the necessities of the case.

His Honour intimated that before leaving Lucknow he would instruct the Commissioner and the district officers as to the extent of suspensions to be made in each district.

In reference to the request for remissions, his Honour said that that question did not arise at the present time; what was necessary now was such postponement of the revenue demand as would enable the landlords to avoid borrowing, and to help their tenants with advances for seed, wells, and such like, which he looked to the landlords to make in supplement to what Government had already done. The Lieutenant-Governor's announcement with regard to suspensions was received with much satisfaction by all present.

On the general question, the Lieutenant-Governor stated that the impression he had formed from what he had heard from the deputation and from the district officers was that the failure of the *kharíf* cannot have been so extreme as it was supposed to be in some quarters. His Honour thinks that a 2-anna crop (the estimate made by some gentlemen) is not capable of perception and that if any tangible and substantial portion of a crop remained, it would probably be not less than 4 annas in any district. It may have been more, but in his Honour's opinion it can hardly have been less. The fact that people at the present time are not wandering from their homes in search of labour; that the test relief works are drawing no workers in most districts; and that talúqdárs themselves say there will be no necessity for relief works on any large scale for a month or six weeks, points to the conclusion that the *kharíf* cannot have been the utter failure that it had been stated by some gentlemen. It was the general opinion of the talúqdárs that if rain should fall during November, the full area of *rabí* would probably be sown, in which case, with the usual ripening rains, the difficulties of the situation would be reduced to very manageable limits, and that there would be no famine, though there might be severe pressure in the towns and isolated rural localities in several districts for some little time.

If no rain falls, during the sowing time undoubtedly the *rabí* area will be greatly contracted, and the crop will be precarious unless where protected by efficient wells. In that case the necessity for relief works on a large scale would certainly arise. The conclusion His Honour came to was that except in some localities that have fared specially badly and in which distress has to some extent already appeared, the necessity for these works would not occur for another month or six weeks. This is also the talúqdárs' estimate of the situation. The distribution of help to the poor, respectable people in towns and the grant of relief in poorhouses will in many places be called for earlier. But the relief system should be everywhere put at once in readiness, so that any distress that shows itself may at once find relief. As a matter of fact, arrangements are complete to meet any distress likely to show itself at present.

Fyzabad Division.

General Memorandum.

1. This division has an area of 12,176 square miles, with a population of nearly 6,800,000 inhabitants. Of this number 4,484,000 were classed at last census as agriculturists, 947,000 are artisans, and 564,000 are day-labourers. The population is dense in all the districts except Bahraich.

2. The chief features of the rainfall this year were a fairly normal fall in June, a very short fall in July, a full fall in August, and practically no rain in September and October. The only marked exception to this general character of the rainfall occurred in the Bahraich district, in which the rain very nearly reached its normal amount, both in June and in August, and in July did not fall so far short of the average as was the case in the other districts.

3. The normal *kharíf* area for the division is 3,373,200 acres. Out of this area 3,300,750 acres, or nearly the whole, was sown this year. The outturn of the *kharíf* harvest over the division as a whole may be taken as about equal to seven-sixteenths of a normal harvest. The variations from district to district were considerable, as

Bahraich had three-fourths of an average crop, and was the most fortunate; districts Fyzabad, Bara Banki, and Gonda had seven-sixteenths of an average crop, and Partábgarh and Sultánpur something under a third of the average. The only crop that has failed completely and universally is the late rice owing to the early cessation of the rains, and this crop covers 5¼ lakhs of acres out of the total *kharíf* area of 33¾ lakhs of acres. Early rice, which covers 13¾ lakhs of acres, was somewhat better, but, on the whole, did not give more than from one-fourth to one-third of the average yield. Thus more than one-half the *kharíf* area has not given more than a quarter of the average yield. Of the other important crops, the maize, smaller millets, and other miscellaneous food crops gave well above half the normal yield. Sugarcane, which covers 133,396 acres, promises to be about a three-quarter crop, except in Partábgarh.

4. The normal *rabí* area of the division is about 2,804,000 acres. The estimates of the local officers point to rather more than half this area being sown this year in the case of no more rain falling during the sowing season. If rain falls before the sowing season ends, at least 75 per cent. or 80 per cent. of the normal *rabí* area will be sown. Indeed, there is no reason to think that with earlier rain there will not be a full *rabí*. Even if no rain falls the outturn will still be moderate, as the best lands have been, or will be, sown, and about 33 per cent. of the *rabí* area of the division is protected by wells.

5. Both the harvests last year were fair, and the division entered upon this agricultural year in fairly good condition.

6. The stocks in the districts are generally estimated to be sufficient, at any rate, for a three months' consumption.

7. The only outward indication of suffering from scarcity consists of a slight increase, in some districts, in the number of beggars; but local officers are unanimous in stating that no general wandering of families in search of a livelihood has yet begun to take place, that there is no demand for employment on test relief works, and that the people present no signs of suffering from want of food.

8. It has not yet been found necessary to open poor-houses generally. The whole of the labouring population is at present busily engaged in the fields in operations connected with the *rabí* sowings. Labourers find no difficulty whatever in getting employment. It is when the *rabí* sowings are completed or the sowing season has ended that it is anticipated the labouring population will begin to feel the pinch.

9. It is generally admitted that if rain (say two inches) were to fall before the end of November, some say even as late as 15th December (the end of *Aghan*), there would, barring accidents, be a full *rabí*, and most of our difficulties would disappear.

10. The local officers have submitted estimates of the numbers, reduced to units of one day, that they anticipate will require relief in the event (*a*) of no rain falling before the sowing time ends, (*b*) in the event of sufficient rain falling before the sowing time ends. The numbers thus estimated are as follows:—

	If no Rain falls.	If Rain falls.
Fyzabad	10,000,000	3,000,000
Sultánpur	9,000,000	3,000,000
Bari Banki	6,500,000	2,000,000
Partábgarh	10,000,000	3,000,000
Gonda	8,000,000	2,500,000
Bahraich	—	—
Total	43,500,000	13,500,000

11. The Lieutenant-Governor considers that the estimates in both cases are excessive if regard be paid not merely or exclusively to the statistical *data*, but also to the broad facts of the situation. These broad facts are that in the division as a whole there has been a seven or eight anna *kharíf* crop, that is nearly half the normal, and that there is hope in the worst event of one-third of the normal *rabí* being sown and yielding a fair crop. If we have the usual winter rain this one-third will be considerably improved. If these hopes are not disappointed, and if the division, tempted by high prices, does not starve itself by exportation, then there will not be universal famine, though in particular tracts there may be great distress, and generally much pressure when there is no labour in the fields. In the case of winter rains falling, the Lieutenant-

Governor would not expect to have on his hands for the whole division more than 10 millions of units for one day. In the worst case he does not expect that there would be more than three times that number.

12. The following statement shows the suspensions of revenue allowed by the Lieutenant-Governor and Chief Commissioner :—

District.	Kharíf revenue.	Suspensions suggested by Deputy Commissioner.	Suspensions approved by the Lieutenant-Governor.
	Rs.	Rs.	Rs.
Fyzabad	5,73,346	1,90,000	1,50,000
Sultánpur	6,00,000	1,50,000	1,50,000
Bara Banki	7,86,635	2,00,000	2,00,000
Partábgarh	6,16,000	2,00,000	2,50,000
Gonda	7,69,577	3,00,000	2,00,000
Total	33,45,558	10,40,000	9,50,000

In Bahraich no suspensions are considered necessary.

13. At an interview with the talúqdárs of the division, the Lieutenant-Governor explained the system of relief which it was intended to follow, should the necessity for relief in any considerable scale arise, and especially dwelt on his wish to associate the talúdárs with Government in the prosecution of the scheme of village works, and as the administrators of village gratuitous relief. His Honour's proposals were well received. Minutes of the proceedings of the Conference are appended to this memorandum. The Lieutenant-Governor is in hopes that the talúqdárs of the division may to a considerable extent take advances on the conditions stated, whereby the expenditure to Government will be lessened, relief will be administered to people near their homes, and the sanitation of villages will be promoted.

14. A sufficient credit was given to the Commissioner for village relief works, and for relief under Chapters VIII., IX., and X., Famine Code. But apart from some small outgoings on poorhouses no immediate expenditure of Government money is anticipated. But his Honour thought it right to place the Commissioner in funds to meet any sudden emergency.

MEMORANDUM of CONFERENCE held at the MAYO HALL, ALLAHABAD, on November 13th, between the LIEUTENANT-GOVERNOR and REPRESENTATIVE LANDLORDS of the ALLAHABAD DIVISION.

ALLAHABAD DISTRICT.

The first speaker, who said that he spoke for the parts of the district bordering on Fatehpur, declared that the *kharíf* outturn had not been more that four annas. In the case of the coarser grains the yield had been five annas; but many of the crops, especially the *juár*, had been a complete failure. With regard to the *rabí*, he thought that if rain fell within 20 days, the whole area would be sown. If no rain fell before the end of December there would be a crop only on the irrigated lands. Up to the present only three annas of the whole *rabí* area had been sown. Distress, he thought, had already begun.

The Rája of Bara said that the whole average yield of the *kharíf* had been only two annas. The rice had been a complete failure. None of the crops came properly into ear.

Distress, he thought, was already beginning to prevail. Relief works were already in progress and *takávi* was being distributed. The ground in the Rája's neighbourhood was, however, so stony that the making of wells was a matter of great difficulty. Distress, the Rája thought, would last eight months and 20,000 or 25,000 men would be in want of food in his tahsíl alone. The distress, he believed, was very much worse this year than last, and worse also than it was in 1877.

FATEHPUR DISTRICT.

The Rája of Asota said that the harvests had been poor for three years. The *kharíf* yield had not been more than two annas. As to the *rabí*, if rain fell in ten days, half

the crop might be secured. Wells were difficult to make, as water was everywhere 40 feet at least below the surface. Distress was already acute, and a great many people had already left their homes. The Rája explained the fact that the works opened by the Canal Department in his district had not yet attracted labourers by the assertion that the works were being managed by grasping contractors.

Cawnpore District.

The representative landlord said that most of his villages were protected by canal irrigation, and there would be little distress. If rain fell within three weeks, there would be a ten-anna *rabí*; but distress would not be altogether mitigated. Two-thirds of the normal *rabí* area had already been sown. People would not go on the relief works because they only got one anna a day, and that was not sufficient to support a man in full strength. A labourer, he estimated, required 20 *chhatáks* of food a day; 16 *chhatáks* a day he thought a sufficient allowance as an average for men, women, and children.

Bánda District.

The first speaker said that the conditions this year were much worse than last, and distress was now as acute as it was in April last. He could not afford to take *taqávi* for the digging of tanks, because he had received no rents for two years, and tanks would be of use to his tenants only and not to himself.

The *takávi* given last year could not be recovered from the people.

The second speaker said that if there was rain in fifteen days, the whole *rabí* area would be sown; if there was no rain in that period, distress would be two or three times as acute as last year.

There had been bad harvests for six years. It was impossible to make unbricked wells in Bánda owing to the great depth below the surface of the water level.

The zamindárs of Bánda would be willing to distribute Government money to respectable people on the patwáris' lists, which were already being drawn up, but they could not afford to take *takávi*.

His Honour then asked the zamindárs generally whether they would take *takávi* for the construction of wells, &c., on condition that it should be given without interest and that not less than half should be recovered within two years, it being left to the Collector to decide within that limit what amount should be recovered and what amount altogether remitted.

The representative landlords of the Allahabad and Fatehpur districts declared themselves willing to take advances on these terms; but landlords from other districts did not appear to be disposed to accept these conditions.

His Honour, in conclusion, said that some portion of the *kharíf* instalment would be suspended, and that the collection of the amounts suspended last year would also be postponed.

The question of remission could not at present be considered.

Memorandum of a Conference held at Benares, on November 7th, between the Lieutenant-Governor and the Principal Landlords of the Benares Division.

Benares District.

Munshi Madho Lal said that the yield of the *kharíf* harvest, excluding rice, had been from two to four annas of the normal *rabí* area. Three-quarters had already been sown, and the yield would in any case be good in the low-lying lands. If rain fell within one month the whole *rabí* harvest would be saved, and the distress would be greatly alleviated, although it would not altogether disappear. In any case there would be need of Government help. The water level was so far below the surface that large areas would be irrigated only by the use of regular pumping engines. He hoped, however, that as matters stood, half the *rabí* area would be irrigated from wells.

Gházipur District.

Bábu Gopi Narayan Singh said that the yield of the *kharíf* harvest had been, at the most, six annas. Of the normal *rabí* area, half had already been sown and one-eighth

more would certainly be sown. If no rain fell, the *rabí* yield would not, however, be over three annas. *Arhar*, sugarcane, and poppy were all doing well.

The great difficulty at present was the dearness of the seed, which put it beyond the reach of those cultivators who had not sufficient in store. The Bábu said that he was not willing to take *taqávi* for the construction of wells and tanks without interest, as it would benefit his tenants and not himself.

Ballia District.

Padam Deo Narayan Singh said that the average yield of all *kharíf* crops had not exceeded four annas. The zamindárs of the district were small and unsubstantial, but they would be glad to take advances on the terms suggested by his Honour if they were allowed to make their tenants jointly responsible for repayment.

Jaunpur District.

Muhammad Nur said that the tahsíls where conditions were worst were those of Kutahan and Machhlishahr. In Machhlishahr the early rice, a crop covering 56,000 acres, had yielded only four annas, and in Kutahan the yield had been less.

The average yield of early rice for the whole district had been only four annas. Maize had yielded four annas, *arhar* would be a good crop, and sugarcane an eight-anna crop. The whole *kharíf* yield had been about six annas. As to the *rabí*, the seed already sown was germinating well; but more seed was badly needed, and the zamindárs were helping their tenants in this matter. The whole normal *rabí* area would probably be sown; but the conditions of the *rabí* harvest would not disclose themselves fully till the end of November, when it would be possible to say whether relief works would be wanted or not.

Mirzapur District.

Munshi Mazhar Ali Khan said that the district was divided into two very different tracts:—

(*a.*) *The Hilly Tracts.*—In these irrigation from wells was impossible. The *kharíf* had been very bad, and the *rabí*, whether rain should now fall or not, would be a complete failure.

(*b.*) *The Low-lying Lands.*—In these the *kharíf* yield had been about six annas, except in the strip lying along the Ganges, where it had been 12 annas. The *rabí* depended largely upon the annual overflow of the Ganges, and this had not taken place this year and the ground was very hard.

One-quarter of the normal *rabí* area which would be irrigated from wells would, however, be probably sown.

Minute of a Conference held at Agra on November 15th between the Lieutenant-Governor and the principal Landlords of the Agra Division.

Agra District.

Pandit Jagannath said that up to the present there was a certain amount of distress, but no famine. Real pinching would begin about the middle of December. If rain should fall before the end of December distress would be much mitigated, but would not altogether disappear. The Pandit said that he had himself offered to advance money to his tenants, but a large number of them had refused to take advances, because they thought there was still a chance of getting along without them. If no rain at all should fall, only irrigated land would, the Pandit thought, be sown. The *kharíf* outturn had been from six to three annas.

Questioned by his Honour as to the arrangements made for relief in the city of Agra, the Pandit said that several sub-committees had been established for different quarters of the town under one central committee. A number of poorhouses had been opened, and the sub-committees were conducting inquiries into the circumstances of respectable distressed people unable to do rough work. The number of people of this kind standing in need of daily relief would, the Pandit thought, be 4,000 or 5,000. As yet no one in the city had been actually brought to the verge of starvation. He feared that

voluntary subscriptions would not produce more than Rs. 2,000 per mensem, while Rs. 5,000 per mensem would be required for the support of distressed people of this class.

His Honour said that the Commissioner would have authority to give Rs. 2,500 a month for the purpose, and that he hoped voluntary subscriptions would amount to an equal sum. If the Commissioner should wish to give more than Rs. 2,500, he would have authority to do so. This sum was for expenditure on the relief of distressed respectable persons only, and not on poorhouses or any other form of relief.

Muttra District.

Seth Lachman Das said that the *kharíf* outturn had been eight annas, and the *rabí* would give only four annas at the most. Less than 50 per cent. of the district was protected by irrigation. If rain fell within a month distress would be somewhat mitigated, but would not disappear. Conditions were, the Seth thought, worse than in 1877; because in 1877 there was a failure of *kharíf* only, while this year there was a prospect of both the *rabí* and *kharíf* failing.

Another landlord, who spoke for the Sadabad tahsíl, said that the *kharíf* had not yielded more than six annas; the *rabí* would give a yield of four annas only. Sadabad tahsíl was not touched by any canals; but a large number of *kachchá* wells had been made at considerable expense, as water was 30 to 40 feet below the surface. There was as yet no sign of distress; but this might be expected about the end of November, when there would be great need of relief.

A third landlord who spoke for the Chhata tahsíl, said that the *kharíf* had been on the whole good. The *rabí*, where irrigated, would be better than last year, and the irrigated area had increased by more than one-third since last year. Altogether there would be little distress in the Chhata tahsíl.

A fourth landlord from Muttra said that collections of rent were just beginning, but the cultivators were withholding their rents and were not sending their grain to market, as they were waiting to see what Government would do for them. There were large importations taking place of *juár* from Bombay and maize from Guzerat, and there was at least three months' stock in the district.

With regard to the measures of relief to be adopted in the city of Muttra, Seth Lachman Das said that he was willing to make great personal efforts, but that he did not think the city could dispense altogether with relief from Government.

His Honour remarked that he should have expected so rich a community as that of Muttra to be able to provide ample money for the relief of distress within the city.

The Rája of Awa then stated that he was willing himself to subscribe Rs. 10,000. His Honour thanked him.

Etah District.

The Rája of Awa said that the yield of the *kharíf* had been 10 annas on irrigated and five annas on unirrigated lands.

The yield of the *rabí* would be 12 annas on irrigated and five annas on unirrigated lands. The whole district, and especially the tahsíl of Aliganj, had had bad harvests for 10 years. The soil was light, and irrigation was little resorted to. There had been for some years a continual reduction of population in every pargana.

Mainpuri District.

The principal landlord stated that the *kharíf* yield had been eight annas, and the estimate for the *rabí* was eight annas.

Etáwah District.

The Rája of Mahbatta said that the *rabí* would be good in irrigated tracts, but not more than a two-anna crop in the unirrigated. He complained that the canal officials had refused to give water to various villages situated quite close to canals.

The Collector explained that canal irrigation was not allowed in the neighbourhood of the city of Etáwah, because it was thought to be unhealthy. The Rája went on to

say that in the Chambal-Jumna doab things would be very bad, as the water level was too low to admit of wells being dug. Acute distress must be expected in that tract if there should be no rain.

In conclusion, his Honour said that the Commissioner would have power, in cases where the landlord was unable to pay his revenue, to suspend a certain amount of the *kharíf* instalment.

As far as his Honour had heard, the state of things in the Agra Division was not so bad as that in the Lucknow or Allahabad Division, but he admitted that if no rain fell there would be distress. His Honour then asked whether the landlords would be willing to take advances from Government for the purpose of undertaking useful works in their villages without interest, to be repaid in part in two years, and received a reply in the affirmative.

No. 161S./I.-64, dated Allahabad, November 17, 1896.

From the CHIEF SECRETARY TO GOVERNMENT, NORTH-WEST PROVINCES AND OUDH, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to forward the monthly Famine Statements A. and B. for these provinces, which give an account of the operations up to the end of October 1896. The only change which has taken place since the submission of the last report is the addition of the district of Rae Bareli to the affected area. For this district the prescribed map* is submitted.

2. I am to add that a full report on the present and prospective condition of affairs in these provinces is under preparation and will shortly be submitted to the Government of India. A new and greatly enlarged programme of relief works has been prepared and will be embodied in the next month's return; and the Lieutenant-Governor proposes that the return should henceforward show figures as beginning from the first current, in order that the financial and material effects of the present scarcity may be distinguished from those of last year's scarcity. The figures for recoverable advances, however, will be shown from the 1st October last, as these advances had sole reference to the scarcity now prevailing.

I have, &c.

H. F. EVANS,
Chief Secretary to Government,
North-West Provinces and Oudh.

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* Not reproduced.

North-Western Provinces and Oudh.

Monthly Famine Statement A. for the Five Weeks ending Saturday Evening, the 31st October 1896.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on the last Day of the Period under Report.					Numbers on gratuitous Relief.	Price of One or more Principal Food Grains in Sérs per Rupee.							Monthly Death Rate.		Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Gram.	Barley.	Juár.	Arhar.	Chapri (a small Species of Pulse resembling Gram).	Maize.	For the Period under Report.	For the corresponding Period of the Previous Year.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	14A.	14B.	14C.	14D.	15.	15A.	16.
	Sq. Mls.		Sq. Mls.																	
Bánda - -	3,061	705	3,061	(a)705	1,714	5,731	1,631	3,725	12,803	6,509	—	10 to 9	—	—	12 to 10	—	—	Not available (see separate mortality statement for September).		Nil.
Hamírpur -	2,289	513	2,289	513	—	1,953	—	901	2,854	5,741	$7\frac{3}{8}$	$9\frac{1}{2}$	—	—	$7\frac{3}{8}$ dal	—	—	8·02	3·10	4
Jhánsi -	3,587	683	3,587	683	—	—	—	—	—	2,433	$7\frac{7}{8}$	$9\frac{5}{8}$	—	$10\frac{5}{8}$	—	—	—	Not available (see separate mortality statement for September).		Nil.
Jalaun -	1,477	396	1,477	396	1,867	1,223	575	263	3,928	3,790	7	$9\frac{3}{16}$	$8\frac{11}{16}$	—	—	—	—	3·24	4·08	Nil.
Hardoi - -	2,325	1,113	2,325	1,113	2,317	282	168	422	3,189	2,740	8	9	9	—	—	—	—	Not available (see separate mortality statement for September).		3
Rae Bareli -	1,752	1,037	1,752	1,037	—	4,346	—	3,132	7,478	516	—	—	—	—	—	$11\frac{1}{4}$	11	2·01	1·96	N
Total -	14,491	4,447	14,491	4,447	5,898	13,537	2,374	8,443	30,252	21,729	—	—	—	—	—	—	—	—	—	7

REMARKS to accompany FAMINE STATEMENT A. for the Five Weeks ending 31st October 1896.

PRIVATE RELIEF, VILLAGE and POORHOUSE RELIEF.

Bánda.—There is little private relief afforded in the district. There were seven poorhouses open during the period of report. The total number of inmates was 1,847 against 1,368 in the previous month. The numbers of men and women have increased slightly, while the number of children has decreased. The increase in the number of men and women is due to the prevailing distress, while the falling off in the number of children is due to the fact that some 50 unclaimed and friendless children were made over to orphanages and respectable persons on the understanding that they would be given up to friends or legal guardians claiming them. Nine thousand nine hundred and sixty-four persons were gratuitously relieved under Chapters V. and X. of the Famine Code at a cost of Rs. 2,981, and 1,012 persons were relieved under Chapter XIII. of the Code at a cost of Rs. 64. Blankets and clothing have been and are being provided for the inmates of poorhouses to guard against the effects of the cold season.

Hamírpur.—Ordinary charity is very much contracted; a few well-to-do persons distribute doles to numbers of beggars. There were four poorhouses open on the last day of the period under report, which, with the famine hospitals attached to them and a famine hospital at the *sadar* provided relief for 3,118 persons. One thousand six hundred and thirty-three persons were in receipt of gratuitous outdoor relief in villages, exclusive of 87* *parda nashín* women gratuitously relieved at their own homes. An additional poorhouse is being built and will shortly be opened at the *sadar*.† One hundred and eighty-four persons, chiefly *parda nashín* women, were relieved by employment in spinning and weaving.

Jhánsi.—There is no private or village relief. People were gratuitously relieved in poorhouses. The poorhouse population increased considerably during the period of report, and an additional poorhouse was opened at the *sadar*.

Jalaun.—There were four poorhouses open during the period under report against one during the previous four weeks.

Hardoi.—There was no organised private relief in the district, but subscriptions have been obtained for providing clothing to inmates of the poorhouses.

Rae Bareli.—Two poorhouses were opened during the period under report.

GENERAL CHARACTER of RELIEF WORKS.

Bánda.—The large works under the Public Works Department Agency consisted of special repairs to the existing roads.

Hamírpur.—The large relief works consisted of raising of roads.

Jalaun.—The works consisted of special repairs to an unmetalled road.

Hardoi.—The works consisted of raising of roads.

PHYSICAL CONDITION of the PEOPLE.

Bánda.—There was no prevalence of disease. The health of the inmates of the poorhouses was fair. There were 81 deaths in all the poorhouses against 35 during the preceding four weeks. All these deaths were due to illness excepting three cases, which the Civil Surgeon reported as indirectly due to want of food.

Hamírpur.—Fever was still prevalent, and the death-rate consequently increased. Mortality was greatest in the south and west of the district, though distress is most acute in the east. The condition of the people is generally fair.

Jhánsi.—The physical condition of the people was fair.

Jalaun.—The physical condition of the people was good in all places where jungle fruit and grasses were available. In other places numbers of emaciated people are met with.

Hardoi.—Generally fair; but the poorer classes are feeling the severity of the distress, and many are weakened from want of food.

* Sitting behind the curtain, *i.e.*, secluded in the women's quarters. † Headquarters of the district.

Deaths from Starvation.

It is reported that four deaths from starvation occurred during the month in the Hamírpur, and three in the Hardoi district. Poorhouses were open. It is a heavy task to search out all such cases in the villages, and force people to help themselves, but the work is in hand.

Food Stocks and Importation of Grain.

Bánda.—The markets were amply stocked and importation of grain from out stations continued on a large scale. There is no fear of food stocks running short at present. Prices ruled high and show a tendency to rise still higher.

Hamírpur.—Food stocks were very low. Importations were slow but still sufficient. Nor failure of supplies is anticipated. Prices rose during the period under report and are still rising.

Jhánsi.—Food stocks were sufficient, and importation of grain brisk.

Jalaun.—There was sufficient grain in the district. Importations continue largely of *makka* from Cawnpore, a food grain new to the people of the district.

Hardoi.—Food grains were imported from Bahramghát, Sitapur, and other districts.

Rae Bareli.—Importation of maize and *chapri* was and is still brisk.

General Condition and Prospects of Affected Area.

Bánda.—The prospects of the district are unfavourable, almost the whole area being affected. The *kharíf* crop has been very seriously damaged, and the *rabí* ploughings and sowings are nearly stopped for want of rain. The field work is at a standstill and credit contracted to *nil*.

Hamírpur.—There was no rain during the period of report and the outturn of the harvest will not be more than about $\frac{1}{8}$. The *rabí* area will be much restricted. The greater part of the district is not suitable for irrigation.

Jhánsi.—The general condition and prospects have changed for the worse.

Jalaun.—With the extra *kharíf* area brought under the plough (*i.e.*, an increase of 50 per cent. of last year's area) it is expected that the outturn will amount to somewhat more than a six-anna crop of the normal *kharíf* area. The prospects for the *rabí* are extremely gloomy. It is anticipated that produce will be limited to the irrigated and alluvial areas.

Hardoi.—The general condition is unsatisfactory. Prospects are unfavourable. If rain does not fall during the present month, the position will be extremely serious.

Rae Bareli.—The general condition and prospects are unsatisfactory.

Changes in Rates of Wages.

In all districts the wages paid on relief works and in gratuitous relief have been fixed in accordance with the rules of the Famine Code, having regard to the prices current of staple food grains.

North-Western Provinces and Oudh.

Monthly Family Statement B. for the Five Weeks ending Saturday Evening, the 31st October 1896.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number of Persons for whom Relief was provided in the last Programme of Relief Works.			Numbers for whom Relief can be provided on Works remaining on Programme on Date of Report.		Expenditure since 1st April 1896.			Advances since 1st April 1896 up to end of Month under—		Revenue suspended.
		Date of Publication of Programme.	On large Works.	On others.	On large Works.	On others.	Date up to which Account is made up.	On Relief Works.	On gratuitous Relief.	Land Improvement Act.	Agriculturists' Loans Act.	Rupees in thousands.
1.	2.	3.	4.	5.	6.	7.	8.	*9	*10.	*11.	*12.	13.
								Rs.	Rs.	Rs.	Rs.	
Bánda	130,000	29th October 1896.	142,000	8,000	84,000	8,000	31st October	3,59,390	51,033	29,000	96,000	†2,86
Hamírpur	50,000		72,000	6,000	59,000	6,000	Do.	1,61,783	49,761	8,000	78,000	1,72
Jhánsi	30,000		98,000	4,000	95,000	5,000	Do.	1,37,201	18,307	10,870	28,239	98
Jalaun	60,000		96,000	5,000	86,000	5,000	Do.	1,40,098	14,471	27,000	1,27,000	2,98
Hardoi	50,000		4,000	11,000	4,000	7,000	Do.	41,473	11,367	64,168	57,847	‡1,24
Rae Bareli	150,000		147,000	4,000	160,000	40,000	Do.	13,500	§—	73,000	69,000	—
Total	470,000	—	559,000	38,000	488,000	71,000	—	8,53,445	1,44,939	2,12,038	4,56,086	9,78

* The expenditure in the previous financial year was as under :—

—	Bánda.	Hamírpur.	Jhánsi.	Jalaun.	Hardoi.	Rae Bareli.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(*a.*) On relief works (*b.*) On gratuitous relief	54,139	52,238	35,762	17,646	1,253	—	1,61,038
(*c.*) Advances under the Land Improvement Loans Act	4,956	2,174	1,505	10,750	400	1,220	21,005
(*d.*) Advances under the Agriculturists' Loans Act	31,652	6,799	27,953	13,000	30,242	16,932	1,26,578

† Includes remissions.

‡ Proposed, but not yet sanctioned.

§ Rupees 661 were expended from private funds.

SEPARATE MORTALITY STATEMENT.

District.	Monthly Death Rate	
	For September 1896.	For the corresponding Period of the previous Year.
Bánda - - - - -	3·84	2·13
Jhánsi - - - - -	7·10	3·27
Hardoi - - - - -	4·99	2·84

MADRAS.

No. 629, dated Fort St. George, the 16th November 1896.

From G. STOKES, Esq., I.C.S., Acting Secretary to the Government of Madras, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

I AM directed to forward copy of the proceedings of the Board of Revenue, No. 299, dated 29th October 1896, furnishing information on the prospects of the season in this presidency.

2. It will be seen therefrom that owing to short rainfall cultivation has been restricted, especially in the four Deccan districts, the deficiency in the cultivation up to September last, as compared with the average for the corresponding period of previous years, being 233,497 acres under dry and 21,866 acres under wet. The ryots have been unable to make the late sowings, which usually take place about September on the better soils of these districts. The harvest of the early sown cereals is now going on, but the outturn is expected to be poor. The portions of these districts which have been most affected are indicated in paragraph 7 of the Board's proceedings and the statements printed therein. Owing to the large rise in the prices of food grains in the latter half of September and in the beginning of October, caused partly by exports to Northern India, relief will have to be afforded to the labouring classes in the affected areas. Orders have been issued for the opening of a few test relief works

3. In the two northern districts also—Ganjam and Vizagapatam—the deficiency in the rainfall has caused the exhaustion of the supplies in rain-fed tanks and the drying up of crops dependent on falling rain. The loss is likely to be serious in the littoral portions of the two districts, especially in the southern portions of Ganjam. But as grain stocks are believed to be considerable, there is reason to hope that distress will affect only the unattached labourers.

4. In the other portions of the presidency, though the extent cultivated shows a fall and the prices have risen sharply in the districts of Nellore, Chingleput, and South Arcot, there is no cause for anxiety except as regards weavers and artisans.

5. I am to state that it is yet too early to make a very detailed or accurate forecast, but that a further report will be submitted when fuller information becomes available.

EXTRACT from the PROCEEDINGS of the BOARD OF REVENUE, Madras.—No. 299, dated 29th October 1896.

READ the following paper:—

OFFICE MEMORANDUM from LIONEL DAVIDSON, Esq., Acting Under Secretary to Government of Madras, to the BOARD OF REVENUE (Revenue Settlement, Land Records, and Agriculture).—No. 157, dated Fort St. George, 26th October 1896.

Copy of a demi-official from the Government of India, dated the 20th instant, calling for a report on the prospects of distress as they stand at present, is forwarded to the Board of Revenue.

2. It is requested that the report may be furnished to this office at an early date for transmission to the Government of India.

RESOLUTION.—In the demi-official note, communicated with the official memorandum read above, the Government of India desires to be informed whether anything like severe distress is anticipated in this Presidency, and, if so, in what parts thereof, premising that it is yet too soon to make a detailed forecast.

2. To fully understand the situation, it is necessary to briefly review the conditions of the present season, but it may be premised that, as regards the districts on the West Coast and the Nilgiris, there seldom is, and this year there never has been, any ground for apprehension, and these districts will not be further alluded to. Over the remainder of the Presidency, although the average figures show that a certain amount of rain may fall during April and May, it is only in a few districts that this rainfall is not altogether precarious, and if any falls, it is not of much agricultural value. The exceptions are the two northern districts, those grouped as the Central districts, and Madura and Tinnevelly.

April and May Rainfall.	Average.	1896.	April and May Rainfall.	Average.	1896.
Circars—	Inches.	Inches.	Southern—	Inches.	Inches.
Ganjam	3·4	2·8	Madura	4·1	2·6
Vizagapatam	3·5	2·7	Tinnevelly	3·4	2·3
Central—			Deccan—		
North Arcot	3·3	2·2	Kurnool	1·8	1·5
Salem	5·2	2·9	Bellary	2·5	2·2
Coimbatore	5·2	2·8	Anantapur	2·7	2·8
Trichinopoly	4·4	2·8	Cuddapah	2·2	1·9

During the current year this rainfall in the districts mentioned was in some defect, but not seriously so on the whole. On the other hand, in the Deccan districts, where the rainfall of these months is more precarious and of less importance, this year the fall during April and May was up to the average, and encouraged early sowings on the lighter unirrigated land.

3. The south-west monsoon rains set in fairly well, and from June to August were on the whole, fairly well up to the average, save in the Carnatic districts and North Arcot, Salem, and Trichinopoly. Notwithstanding the fair amount of rain that had fallen, so long ago as the end of July last, the attention of the Commissioner, who was then on tour in the Anantapur district, was drawn to the unsatisfactory state of the crops there, and the collector was called upon for information.

June to August Rainfall.	Average.	1896.	June to August Rainfall.	Average.	1896.
Carnatic—	Inches.	Inches.	Central—	Inches.	Inches.
Nellore	7·3	9·0	North Arcot	11·4	7·8
Chingleput	11·6	8·7	Salem	9·3	6·1
South Arcot	10.7	4·9	Trichinopoly	7·6	3.5

As soon as the cultivation returns for August—containing figures showing the area, sown up to about the 20th of that month—were available, it was found that in Kurnool and Caddapah there had been a considerable falling off in the sowings on "dry" land as well as in most of the Carnatic and Central districts; the falling off in South Arcot being very serious. The decrease in the area of "wet" land sown in the Carnatic was also very marked.

4. At the time when the above information became available the south-west monsoon season had nearly closed, and the rainfall of September had proved scanty in the Circars and the Deccan districts, and had been light in the Carnatic.

Rainfall of September.	Average.	1896.	Rainfall of September.	Average.	1896.
Circars—	Inches.	Inches.	Deccan—	Inches.	Inches.
Ganjam	8·0	4·4	Kurnool	5·8	1·7
Vizagapatam	7·7	4·7	Bellary	4·7	0·9
Godavari	7·2	3·1	Anantapur	4·5	1·9
Kistna	5·9	4·3	Cuddapah	5·0	2·4

On the other hand, the rainfall of the month in the Central districts was good, but most of it came towards the end of the month, too late to have much effect on the cultivation returns for the month. In the Southern districts also the rainfall in September was seasonable, and as this has been followed by copious rain during the current month (October), it is unnecessary to refer to them further. The same remark applies to the Coimbatore district.

5. The effect of the failure of the rains during September is not clearly shown in the cultivation returns for that month, which are the latest available. The village accounts are closed between the 20th and 25th of the month. The figures for the districts not excluded above are given below :—

Districts.	In September 1896.		Up to September.				†Average Cultivation for the whole Year.	
	First Crop.		In 1896.		*Average for the corresponding Period.		First Crop.	
	Dry.	Wet.	First Crop.		First Crop.		Dry.	Wet.
			Dry.	Wet.	Dry.	Wet.		
CIRCARS.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
Ganjam	49,733	45,038	175,209	155,384	156,555	152,960	226,416	193,513
Vizagapatam	26,891	35,879	108,251	59,832	77,858	68,810	89,278	72,826
Godavari	50,109	51,366	275,413	482,845	282,450	501,745	387,764	539,063
Kistna	358,485	76,315	1,936,679	266,151	948,124	307,048	1,622,935	352,831
Total	485,218	208,098	1,595,552	967,212	1,464,987	1,030,563	2,326,393	1,156,233
DECCAN.								
Kurnool	322,792	9,037	976,452	29,101	1,100,532	29,367	1,759,738	42,736
Bellary	348,741	5,162	1,152,612	34,155	1,228,251	33,744	1,909,979	42,234
Anantapur	174,186	8,471	909,800	53,589	856,571	59,475	1,196,004	84,944
Cuddapah	394,368	22,164	791,745	76,346	878,752	92,471	1,349,479	153,946
Total	1,240,087	44,834	3,830,609	193,191	4,064,106	215-057	6,225,200	323,860
CARNATIC.								
Nellore	82,678	66,198	329,484	110,478	308,865	117,153	811,769	214,216
Chingleput	55,598	137,240	121,009	193,343	133,424	189,067	215,557	333,986
South Arcot	200,462	41,700	426,353	110,636	597,138	158,917	972,254	325,949
Total	338,738	245,138	876,846	414,457	1,039,427	465,137	1,999,580	874,151
CENTRAL.								
North Arcott	111,779	41,972	349,038	127,096	369,546	137,826	540,306	260,755
Salem	923,238	12,589	790,828	61,571	829,438	65,730	1,118,246	92,550
Trichinopoly	161,196	29,608	306,077	78,821	331,982	83,082	747,468	135,304
Total	566,213	84,119	1,446,003	267,488	1,530,966	286,638	2,406,020	488,609

* Of the five previous years, including last year. † Of the five years ending 1894-95.

It will be seen that, in the Circars, the favourable character of the opening months of the season encouraged early sowings on "dry" land, but that those on "wet" land were materially behindhand. This latter fact may in part be due to the great floods that occurred in the Kistna and the Godavari in August last. In Ganjam and Vizagapatam, however, it must be remembered that the figures relate to only a small proportion of the total area of the districts; much of both being zemindari, for which no statistics are available.

In the Deccan districts, the sowings on "dry" land were about 223,500 acres below the average figure, and those on "wet" land about 22,000 acres deficient. The former is the more serious item, as it indicates the fact that the ryots have found it impossible to make the late sowings, which usually take place about September on the better—the black cotton—soils of these districts. There has been no rainfall later to enable them to effect these sowings.

In the Carnatic, again, the sowings, both on "dry" land and on "wet," up to September, were behindhand by about 162,600 acres and 50,700 acres, respectively,

although, in Nellore, where, on the whole, the September rainfall was good, the sowings on "dry" land were forward. This district is always late in reporting sowings. In the other two districts, and, especially in South Arcot, the sowings on "dry" land were very backward. On the "wet" land more than half the usual sowings or planting still remained to be made, and, since these accounts were made up, supplies of irrigation water from the Penner to the Vellar have been bad throughout the Carnatic, and have totally failed in the northern river.

In the three central districts specified, the "dry" sowings were 84,000 acres, and the "wet" 19,000 acres deficient up to September, but in these districts there was good rain towards the end of September or early in October, and the small deficiency in sowings may be expected to have been made up by this time, unless it be in those portions of North Arcot bordering on Chingleput and South Arcot.

6. It will thus be seen that, at the end of September, those portions of the Presidency giving chief cause for anxiety were the Circars, and the Deccan and Carnatic districts. The rainfall reported in these districts during each of the eight weeks ending on 24th current, was as follows :—

Districts.	Rainfall reported during the Week ending								Total.
	September.				October.				
	5th.	12th.	19th.	26th.	3rd.	10th.	17th.	24th.	
CIRCARS.	Ins.	Ins.	Ins.	Ins.	Ins.	Ins.	Ins.	Ins.	Ins.
Ganjam	1·7	0·7	0·6	1·4	0·8	—	—	—	5·2
Vizagapatam	0·7	2·1	0.6	1·3	1·1	—	—	—	5·8
Godavari	0·6	1·0	0·2	1·3	1·0	0·1	—	—	4·2
Kistna	0·7	2·3	0·2	1·1	1·3	0·1	—	—	5·7
DECCAN.									
Kurnool	0·1	0·9	0·1	0·7	1·1	1·1	—	0·1	3·1
Bellary	—	0·3	—	0·6	0·5	0·4	—	0·1	1·9
Anantapur	—	0·3	—	1·6	0·6	0·2	—	—	2·7
Cuddapah	0·3	1·0	—	1·1	0·6	0·1	—	0·2	3·3
CARNATIC.									
Nellore	—	1·3	0·1	1·8	2·9	—	0·2	0·4	6·7
Chingleput	0·2	1·1	0·6	1·1	2·3	—	—	0·5	5·8
South Arcot	0·9	1·3	0·6	2·5	2·5	0·5	0·2	1·0	9·5
CENTRAL.									
North Arcot	2·1	1·8	0·8	1·6	1·5	0·2	—	0·4	8·4

In the Circars the normal rainfall during September and October averages from 12·5 to 16 inches; in the Deccan districts about 10, and in the Carnatic and North Arcot about 13 inches. The deficiency, therefore, is very serious, and especially so in the two groups of districts first mentioned. In the Carnatic and the adjoining country inland, the chances of later rain under the north-east monsoon are much greater than in the more northerly districts, and, until the character of that monsoon has further developed, it is impossible to make any forecast for those districts. If these rains fail, or are largely deficient, there must be most extensive losses of "wet" crops and very large remissions. Whether any distress will arise will depend chiefly on the course of prices.

7. Turning next to the Deccan districts, which are notorious for the precarious character of their rainfall, the information at present before the Board shows that, in the most part of the area lying to the west of the ghâts, it has been impossible to sow the late crop which is usually put in during September and October, and that the cotton crop of these districts can only be saved in the unlikely event of very early rain. The harvest of the early sown cereals, is now going on, and the crops are expected to yield very poorly. Detailed information is not yet available, but in parts of this tract considerable areas of these early crops have withered entirely. The damage and loss has been least in the southern portion of Cuddapah and Anantapur, and the western taluks of Bellary, and the north-central part of Kurnool, lying east and west of the town of that name. The greater part of these last-mentioned areas

are occupied by land that is usually sown with early crops. Thus the area most seriously affected by the recent deficiency of rainfall is a broad band occupying the north-western part of Cuddapah, the taluks of Kurnool immediately adjoining on the north, the northern half of Anantapur and the eastern half of Bellary with some parts of Kurnool adjoining. Particulars of the recent rainfall of this tract are noted below, together with the averages to be expected during the next two months. It will be seen that the expectation of rain in the future is very slight:—

Taluks.	September.		October.		November Average.	December. Average.
	Average.	1896.	Average.	1896 up to 24th.		
CUDDAPAH.	Ins.	Ins.	Ins.	Ins.	Ins.	Ins.
Rayachoti	5·02	2·31	5·31	0·30	3·78	0·79
Pulivendla	4·59	2·00	5·19	1·35	2·48	0·32
Proddatur	5·66	0·82	4·75	0·41	2·27	0·41
Jammalamadugu	4·38	1·06	4·53	0·68	1·82	0·29
KURNOOL.						
Sirvel	6·84	1·32	5·57	0·40	1·45	0·45
Nandyal	6·81	3·51	4·42	1·45	1·13	0·20
Koilkuntla	4·47	3·00	4·67	0·65	1·31	0·14
ANANTAPUR.						
Tadpatri	4·30	1·84	4·97	0·86	1·65	0·25
Gooty	4·44	1·94	5·01	1·27	1·72	0·18
Anantapur	4·45	0·89	4·99	0·30	1·44	0·14
Dharmavaram	4·29	1·61	4·98	0·93	2·16	0·18
BELLARY.						
Bellary	4·31	0·48	4·75	0·66	1·45	0·06
Hospet	4·96	1·12	4·87	1·02	2·06	0·18
Alur	4·09	0·42	4·98	—	1·12	0·12
Adoni	4·91	1·57	4·34	0·23	1·05	0·17
KURNOOL.						
Pattikonda	4·93	0·29	5·36	0·55	1·35	0·15

The consequence of the restriction of cultivation and the probable loss of, or injury to the early crop must be that employment for the labouring class—and this includes a large number of the smaller landholders—must be very limited, and these are the persons who must first feel the pinch caused by high prices; for they habitually live from hand-to-mouth and have few reserves. Had it not been that prices had recently risen so rapidly, these people would probably have been able to tide over the season unaided; but, with high prices, their resources will soon be exhausted, and it will probably be necessary to provide considerable numbers with employment in order that they may earn the means of subsistence. This matter is dealt with further below.

8. In the Circars the recent deficiency in the rainfall has caused the rapid exhaustion of the supplies in all rain-fed irrigation works, and also the rapid drying up of all the crops dependent on the falling rain. So far as the Board is aware, this has so far only been serious in the littoral portions of Ganjam and Vizagapatam, and the uplands of Godavari. It is in Ganjam, however, that matters are most serious, and especially so in the southern portion of that district. Information regarding the other districts is very limited at present. In Ganjam, however, where paddy is the principal cereal food-grain, this crop is to a very large extent, dependent on the falling rain, and this rain-fed paddy, in the southern half of the district, is reported to be already lost. Some early ragi crop has been, however, harvested. The district has recently had a series of good years, and grain crops are believed to be considerable. Thus, should distress arise, it is likely only to affect the unattached labourers.

9. Nowhere, however, would the present season have caused very serious anxiety had it not been for the recent very rapid and large rise in prices. During the agricultural year, fasli 1305 (1895–6), ending in June last, the average of prices was

remarkably low for all the dry food-grains, having receded from the high level of recent years to about that of fasli 1283 (1873–74), while rice had also become much cheaper than during the preceding year. The dry grains were, in fact, about as cheap as they were before the great famine of 1876–78. This is shown in the following table, where the prices of fasli 1283 are taken as equal to 100, and those for subsequent years compared with that standard :—

The average prices of fasli 1283 are taken as equal to 100.

Groups.	Three years ending fasli 1285.	Five years ending		During fasli		Three years ending fasli 1285.	Five years ending		During fasli	
		Fasli 1298.	Fasli 1303.	1304.	1305.		Fasli 1298.	Fasli 1303.	1304.	1305.
	Rice.					Ragi.				
Circars	100·5	131	145	136	127	96	117	132	124	114
Deccan	94	108	130·5	125	124	102	96	118·5	109	96
Carnatic	98	103	136	120	116·5	96	88·5	120	104	96
Central	103	104	137	128	124	102	94	127	116	102
Southern	101·5	97	123	116	104·5	99	102	139	124	107·5
West Coast	103	96·5	116	112	109	105	97	114	80	84
Nilgris	99	87·6	108	104	102	103	87·5	101	94	91
The Presidency	99	107	132	124	118	99	99	125	112	101
	Cholum.					Cumbu.				
Circars	87	109	128	119·5	108	98	126	133	124	114
Deccan	97	95	115	103	92	97	101·5	130	117	105
Carnatic	90·5	90·5	114	94	89	93	92·5	125	101	91
Central	(a) 100	(a) 94	(a) 123	(a) 114	(a) 105	97	92·5	123	116	100
Southern	(b) 108	(b) 106	(b) 140	(b) 132	(b) 128	98	105	140	119	105
The Presidency	(c) 95	(c) 97	(c) 121	(c) 108	(c) 99	97	103	130	114·5	103

(a) Excluding Trichinopoly. (b) Excluding Madura. (c) Excluding Trichinopoly and Madura.

In June last prices generally were almost at the level of the average of the year then closing. Usually, prices in June are a good deal above the average for the year. During July, August, and September prices generally rose slightly, but nowhere, even in the districts mentioned in paragraph 5, was the rise serious. During the latter half of September, however, a rise set in the Circars and Decan districts, but it was only after the commencement of the current month (October) that the rise became rapid. Particulars are given in the Appendix to this paper, but the principal features of the recent rise are noted below for the districts alluded to :—

Prices in seers (of 80 tolas) per rupee.

Districts.	Rice.			Ragi.			Cholum.			Cumbu.		
	September.		Oct.	September.		Oct.	September.		Oct.	September.		Oct.
	Average.	On 26th.	24th.	Average.	On 26th.	24th.	Average.	On 26th.	24th.	Average.	On 26th.	24th.
Circars.												
Ganjam	16·1	15·6	11·3	29·7	29·1	22·3	—	—	—	—	—	—
Vizagapatam	12·9	12·8	10·2	28·6	28·3	20·8	—	—	—	29·3	30·4	20·6
Godavari	12·6	12·4	9·7	24·6	24·1	16·6	21·6	21·7	15·2	—	—	—
Kistna	12·8	12·2	9·7	—	—	—	20·0	20·1	16·3	20·4	21·0	16·9
Deccan.												
Kurnool	11·9	11·8	9·0	—	—	—	26·2	24·7	15·9	—	—	—
Bellary	11·2	10·6	8·8	—	—	—	28·8	27·3	16·2	—	—	—
Anantapur	12·0	11·8	9·2	31·3	31·0	20·7	27·9	26·6	16·9	—	—	—
Cuddapah	12·4	12·5	9·4	27·4	27·0	19·4	23·7	23·5	17·4	23·9	24·1	17·2
Carnatic.												
Nellore	13·4	13·4	11·8	28·6	28·6	23·8	26·7	26·8	20·9	22·3	22·4	20·5
Chingleput	12·9	12·8	12·1	20·5	20·5	20·7	—	—	—	—	—	—
South Arcot	14·2	14·0	13·6	23·8	23·9	24·8	—	—	—	24·0	23·7	24·5
Central.												
North Arcot	13·0	13·1	12·2	25·7	25·3	23·8	23·5	23·8	21·6	20·7	21·6	20·2
Salem	12·6	13·2	12·6	25·2	25·9	25·4	22·1	22·7	22·0	21·7	21·3	21·1
Trichinopoly	12·8	12·6	12·7	26·4	25·4	27·2	22·7	22·4	22·2	23·2	23·0	23·0

It will be seen that, except in Nellore, the recent rise has not extended materially to the Carnatic or Central districts, although a general hardening of rates is observable. In the Deccan and Circars, however, the jump has been enormous. In Ganjam, during the four weeks ending 24th October, both rice and ragi became upwards of 30 per cent. dearer; in Vizagapatam, the dry grains became upwards of 35 per cent. dearer; in Godavari, upwards of 40 per cent., and in Kistna, about 25 per cent. dearer than they were at the end of September. In all these districts, rice is very near the scarcity rate, but ragi is still obtainable at reasonable rates in Vizagapatam and Ganjam. In Godavari and Kistna the dry grains are, however, much dearer. Much of this advance is due to demand for export to Bombay and northwards, and naturally the sharpest rise has occurred in the two more accessible districts.

In the Deccan districts, the price of cholum, which is there the principal food-grain, has advanced nearly 60 or 70 per cent. in Kurnool, Bellary, and Anantapur during the last four weeks, and nearly 40 per cent. in Cuddapah, and in all four districts the price is now not much cheaper than the scarcity rate, whilst at some stations it has become still dearer. The other dry grains are rather cheaper, but they are not so widely used. This rapid rise has also been caused, to a great extent, by demand for export. Exports northwards are believed to have been large till quite recently, and this caused a depletion of the stocks in the hands of the dealers. These stocks, the dealers have found it impossible to replenish locally, as the ryots, alarmed at the character of the season, and the holding off of the rains, are not bringing in supplies to the markets. Had it not been for the unusual demand for export, no very remarkable rise would have occurred. The demand appears to be especially for cholum, which is, in these districts, the food-grain preferred by the people themselves. They are not rice-eaters.

10. The people throughout the areas affected are, it is believed, in good condition. The last three years have been generally favourable, and, in Ganjam, the recent opening of the East Coast Railway has brought life into the district. In part of the Koilkuntla taluk, as well as in Jammalamadugu adjoining, the poorer classes have been reported to need employment; in Pulivendla, some are reported to be stinting themselves in food; and in Bellary it has been reported that some people are beginning to wander in search of employment. In order to test the demand for employment in these areas the opening of a relief work in each of the taluks mentioned below has been recently ordered under the provisions of the Famine Code. On these works, collectors have been directed to see that the tasks are fully exacted, and to make careful provision for the supervision of the works.

District.	District.	District.
Kurnool— Koilkuntla.	Bellary— Bellary.	Cuddaph— Pulivendla.

It is as yet far too soon to attempt to make any forecast as to what amount of relief will have to be given; but it may be taken as certain that, unless prices become very much cheaper, a considerable amount of relief on works will have to be given between this and the next south-west monsoon season in the Deccan districts, and possibly also in Ganjam. Except in the latter district, there is now but little chance of useful rain falling this year, and nowhere are "spring sowings" likely to be made. Such sowings rarely occur in the Presidency.

At present cholera exists in almost every district in the Presidency, and, if prices keep up, it is probable that it will become epidemic.

11. In consequence of the failure of the later rainfall over the Circars and the Deccan, pasturage, save in the forests, can scarcely be said to exist at present, and the latest reports point to lowness of stocks of fodder. The latter would have been partially replenished had the early sowings not so extensively withered, owing to the drought in September, and thus the outlook for the cattle is decidedly bad. In the Deccan districts, the more valuable tilling cattle are generally stall-fed, and the ryots will probably manage to find fodder for them. Breeding stock, except in the way of a limited number of stall-fed buffalo cows, are only kept in the Deccan districts in localities where wild grazing in forests, &c. is available, and these cattle have probably already been sent into the forests. Inquiries are, however, being made to ascertain whether it is necessary or advisable to make any special concessions this year in view to facilitating the use of the forests for grazing.

12. In all the districts concerned, the district officers are fully alive to the gravity of the situation, and the Board is carefully watching its development. The revised Famine Code has been communicated to all collectors, and is believed to provide, so far as a code can, rules for guidance in any circumstances likely to arise. The Board, however, does not consider that, for another month or six weeks, it will be possible to frame any really reliable forecast as to the extent to which distress may arise during the first half of 1897.

13. The conditions prevailing at present are not exactly those contemplated by the framers of the Famine Code, nor are they strictly analogous to the experience of the present generation in famine administration. Did this Presidency stand alone, it is improbable that the general position would have assumed—or at least so early—the accentuated phase now under observation. The extension of railways and telegraphs has, in one sense, tended at first to aggravate the position; for grain merchants in places very remote from each other now exchange views and issue orders by telegraph, which tend to reproduce, at the other end of the wire, the prices prevailing in the place from which the order issues. Where, as for instance in Cuddapah, such wire-orders from the Punjab for grain happen to be executed in a tract which has had a bad season, the despatch of the grain acts as an immediate fillip to the current prices, which mount at once to a point not exactly justified by the state of stocks. In the smaller scarcity of 1891–92, the Madras Presidency stood practically alone, and the position was not complicated by distress elsewhere. Even in the great famine of 1877–78, it was only in Bombay that distress existed outside the Madras Presidency. At present, however, there is distress in parts of Bombay, the north-west of India, the Central Provinces, Bengal, and even in a small patch in Burma. The markets, which now beat with one pulse throughout India, have taken the alarm; the earlier exports emptied merchants' hands, and the ryot, alarmed, refuses to part with his grain to replenish the merchants' stocks. Hence the rise of prices in Madras has been much greater than the actual failure of one season would justify. Formerly it used to be held that scarcity rates and famine were the results of the failure of two or more bad seasons. In the present case the failure of a single season has resulted in warning or scarcity rates, and, for the poorer classes, which habitually have to buy grain, the latter mean distress and famine, unless their condition is alleviated. The chief difficulty, therefore, now felt in forecasting the coming distress, is that of differentiating the extent to which the present high prices are due to local failure of the season on the one hand, and to demand for grain from other districts, and consequent panic in the markets, on the other.

14. The coming cloud was, however, foreseen in time. The collectors of all districts seriously affected, or threatened, had timely warning to put their houses in order, and test works are following at once as soon as scarcity is diagnosed. Just at present, while the north-east monsoon is a doubtful quantity, and while reports are pouring in, not only from the immediately affected districts, but also from those threatened, the Commissioner feels that his duty requires him to remain in close touch with the Presidency as a whole. As soon as the position has crystallised, he will visit, in succession, all the affected districts.

APPENDIX I.

STATEMENT comparing the RAINFALL of 1896 with the average expected.

Districts.	April and May.		June and August.		September.		October.		Average expected.	
	1896.	Average.	Average.	1896.	Average.	1896.	Average.	*1896.	Nov.	Dec.
CIRCARS.										
Ganjam - -	3·44	2·76	20·02	25·54	7·97	4·41	8·04	0·43	2·82	1·12
Vizagapatam - -	3·52	2·73	16·28	15·64	7·70	5·65	8·53	0·41	3·16	1·47
Godavari - -	2·09	0·92	16·80	17·61	7·22	4·02	8·91	0·51	3·59	0·54
Kistna - - -	1·80	0·77	14·64	15·43	3·88	5·45	6·55	0·36	3·42	0·41
DECCAN.										
Kurnool - -	1·79	1·52	12·84	9·28	5·75	2·57	5·05	0·29	1·56	0·28
Bellary - - -	2·51	2·20	8·90	8·18	4·65	1·32	4·79	0·55	1·39	0·20
Anantapur - -	2·72	2·75	8·37	6·20	4·45	2·52	5·49	0·34	1·80	0·23
Cuddapah - - -	2·24	1·90	9·88	6·88	4·98	2·93	6·30	0·59	3·81	0·91
CARNATIC.										
Nellore - - -	1·61	0·84	7·29	9·03	3·74	5·88	9·53	1·22	9·12	2·41
Chingleput - -	2·38	0·16	11·55	8·65	5·07	4·96	8·54	0·40	11·60	3·98
South Arcot - -	3·12	0·84	10·72	4·88	5·54	7·21	7·87	2·35	9·15	4·36
CENTRAL.										
North Arcot - -	3·31	2·21	11·41	7·76	5·71	7·53	7·16	1·65	6·54	2·26
Salem - - -	5·18	2·93	9·29	6·14	4·79	9·97	6·30	3·64	3·59	1·09
Trichinopoly - -	4·41	2·82	7·63	3·52	4·10	7·13	6·24	4·69	5·91	2·79

* Up to 24th October 1896 only.

APPENDIX II.

STATEMENT showing PRICES of FOOD-GRAINS in SEERS (of 80 tolas) per RUPEE.

Districts.	Normal Rate.	Average, fasli 1305.	During 1896.						Warning Rates.	Scarcity Rates.
			June.	July.	August.	Sept.	October 3rd.	October 24th.		
CIRCARS.					**RICE.**					
Ganjam	17·0	18·3	17·8	17·3	17·0	16·1	15·2	11·3	13·6	10·2
Vizagapatam	16·0	15·1	14·7	14·8	14·4	12·9	12·4	10·2	12·8	9·6
Godavari	16·0	14·6	13·9	13·8	13·3	12·6	12·3	9·7	12·8	9·6
Kistna	15·4	14·1	13·8	13·7	13·2	12·8	12·2	9·7	12·3	9·2
DECCAN.										
Kurnool	13·2	12·9	12·7	12·6	12·5	11·9	11·6	9·0	10·6	7·9
Bellary	13·2	11·5	11·6	11·6	11·5	11·2	10·4	8·8	10·6	7·9
Anantapur	13·2	12·0	12·7	12·6	12·3	12·0	11·4	9·2	10·6	7·9
Cuddapah	13·2	13·0	12·8	12·5	12·5	12·4	12·3	9·4	10·6	7·9
CARNATIC.										
Nellore	14·0	14·0	14·0	13·7	13·5	13·4	13·4	11·8	11·2	8·4
Chingleput	14·0	13·4	14·1	13·5	13·0	12·9	12·8	12·1	11·2	8·4
Madras	12·0	11·1	11·3	11·3	11·3	11·3	10·6	9·8	9·6	7·2
South Arcot	14·0	14·8	15·3	14·7	14·5	14·2	14·0	13·6	11·2	8·4
CENTRAL.										
North Arcot	14·0	13·1	13·5	13·2	13·1	13·0	13·2	12·6	11·2	8·4
Salem	13·6	12·5	12·9	12·8	12·5	12·6	13·2	12·6	10·9	8·2
Trichinopoly	14·0	12·6	14·0	13·2	12·9	12·8	12·7	12·7	11·2	8·4
CIRCARS.					**CHOLAM.**					
Vizagapatam	—	—	—	—	—	—	—	—	—	—
Godavari	28·0	25·8	24·0	23·0	22·0	21·6	21·9	15·2	21·0	14·0
Kistna	26·0	23·0	22·5	21·4	19·0	20·0	20·3	16·3	19·5	13·0
DECCAN.										
Kurnool	30·0	28·7	28·8	26·9	27·8	26·2	25·0	15·9	22·5	15·0
Bellary	30·0	30·9	30·3	30·4	31·1	28·8	25·0	16·2	22·5	15·0
Anantapur	30·0	30·7	30·5	30·0	29·8	27·9	26·3	16·9	22·5	15·0
Cuddapah	30·0	27·1	27·2	25·9	25·0	23·7	23·3	17·4	22·5	15·0
CARNATIC.										
Nellore	26·0	27·2	28·0	27·4	26·8	26·7	26·7	20·9	19·5	13·0
Chingleput	—	—	—	—	—	—	—	—	—	—
South Arcot	—	—	—	—	—	—	—	—	—	—
CENTRAL.										
North Arcot	26·0	24·2	24·3	22·4	22·3	23·5	24·5	21·6	19·5	13·0
Salem	26·0	22·2	23·1	22·7	22·0	22·1	23·0	22·0	19·5	13·0
Trichinopoly	24·0	22·6	23·6	20·7	21·0	22·7	22·2	22·2	18·0	12·0

Districts.	Normal.	Average, fasli 1305.	During 1896.						Warning Rates.	Scarcity Rates.
			June.	July.	August.	Sept.	October 3rd.	October 24th.		
CIRCARS.					**RAGI.**					
Ganjam	30·0	30·0	29·1	28·6	29·1	29·7	29·1	22·3	22·5	15·0
Vizagapatam	28·0	29·8	28·0	27·7	28·2	28·6	28·3	20·8	21·0	14·0
Godavari	28·0	28·8	28·2	27·3	25·9	24·6	23·8	16·0	21·0	14·0
Kistna	—	—	—	—	—	—	—	—	—	—
DECCAN.										
Kurnool	—	—	—	—	—	—	—	—	—	—
Bellary	—	—	—	—	—	—	—	—	—	—
Anantapur	32·0	33·7	33·4	33·6	33·2	31·8	30·4	20·7	24·0	16·0
Cuddapah	32·0	30·2	30·9	29·4	28·6	27·4	26·7	19·4	24·0	16·0
CARNATIC.										
Nellore	28·0	28·8	29·6	29·1	28·7	28·6	28·7	23·8	21·0	14·0
Chingleput	24·0	22·5	22·4	21·4	21·1	20·5	20·5	20·7	18·0	12·0
Madras	24·0	22·1	22·6	22·9	22·9	22·9	21·2	19·4	18·0	12·0
South Arcot	28·0	29·4	28·8	26·8	25·1	23·8	23·9	24·8	21·0	14·0
CENTRAL.										
North Arcot	32·0	27·0	27·1	25·7	25·8	25·7	25·4	23·8	24·0	16·0
Salem	31·0	27·1	26·8	26·2	25·6	25·2	26·5	25·4	23·0	15·5
Trichinopoly	28·0	28·6	28·7	27·9	26·2	26·4	25·6	27·2	21·0	14·0
CIRCARS.					**CUMBU.**					
Vizagapatam	30·0	31·2	29·1	28·6	28·4	29·3	29·5	20·6	22·5	15·0
Godavari	28·0	30·7	28·9	28·3	28·0	27·3	—	—	21·0	14·0
Kistna	26·0	23·7	23·8	22·3	20·9	20·4	20·4	16·9	19·5	13·0
DECCAN.										
Kurnool	28·0	23·1	23·1	22·8	23·1	22·2	—	—	21·0	14·0
Bellary	—	—	—	—	—	—	—	—	—	—
Anantapur	28·0	26·7	26·2	27·0	26·6	24·8	—	—	21·0	14·0
Cuddapah	28·0	25·9	26·1	25·2	24·5	23·9	23·5	17·2	21·0	14·0
CARNATIC.										
Nellore	24·0	22·7	22·8	22·8	22·2	22·3	22·4	20·5	18·0	12·0
Chingleput	22·9	19·7	21·1	21·1	21·1	21·1	—	—	16·5	11·0
South Arcot	26·0	31·3	29·9	27·4	25·4	24·0	23·6	24·5	19·5	13·0
CENTRAL.										
North Arcot	27·0	23·3	22·7	21·4	21·0	20·7	21·9	20·2	20·0	13·5
Salem	27·0	24·3	24·0	22·9	22·0	21·7	21·3	21·1	20·0	13·5
Trichinopoly	26·0	25·9	26·6	25·4	23·9	23·2	22·9	23·0	19·5	13·0

CENTRAL PROVINCES.

No. 4697.—Dated Nagpur, the 26th November 1896.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to request that the Government of India may be pleased to place at the Chief Commissioner's disposal a grant of 10 lakhs of rupees for advances under the Land Improvement Act, to be applied to making grants for the purpose of aiding the construction of works of improvement in the tracts afflicted with scarcity, where such improvements can usefully be made.

2. Mr. Lyall has now discussed the situation in all the four divisions of the province with the Commissioners and district officers, and a comprehensive report will shortly be submitted for the information of the Government of India. The statistics as to the condition of the *kharíf* harvest and the sowings for the *rabí* are, however, still somewhat incomplete, and an important modification of the general prospects has within the last week been caused by an unexpected fall of rain, which in the southern districts (Nagpur division, and Raipur and Bilaspur in Chhattisgarh) is likely to be of great benefit to the *rabí* already sown, and to enable a good deal of land which had been left fallow to be brought under tillage. This may also be the case to some extent in the Satpura or Plateau districts, though the fall there was not so heavy as in the south. In the Nerbudda Valley and Jubbulpore the rain was light and partial, and in the Nimar district trifling in quantity. In Damoh a fall of half an inch only is reported, and in Saugor there was unfortunately only a mere sprinkling. But even in these districts the increase in the humidity of the air and the lowering of temperature due to the rain will probably be of some benefit to the *rabí* crops which have already germinated and survived the drought of the past weeks, and prospects are on the whole more hopeful.

3. But these changes cannot effect the tracts, such as the Chhattisgarh division and the Wainganga districts of the Nagpur division, which depend almost wholly upon the *kharíf* harvest, chiefly upon rice cultivation. Practically the whole population there lives upon rice, and the out-turn of the harvest, save in exceptional localities, has been extremely poor. Mr. Lyall visited Chhattisgarh at the end of last week and fully discussed the situation in that division with the Commissioner and Deputy Commissioner. I am to enclose a copy of a memorandum written by Mr. L. S. Carey, Commissioner of Settlements, after careful inspection of the part of Raipur where distress seems most imminent, and of the notes of the conference held at Raipur on the 22nd instant. It will be seen that in paragraph 8 of his memorandum Mr. Carey gives reasons for believing that large sums of money would willingly be taken by the Raipur malguzars as loans for the construction of irrigation tanks, tank repairs, field embankments, and other irrigation works. He puts the amount for the Raipur khalsa* alone at five lakhs of rupees. In the Bilaspur rice country the same will probably be the case, and there also large sums could be profitably laid out. The Chief Commissioner need not enlarge on the great advantage, both from the point of view of famine relief and from that of finance, which will result from securing as soon as possible work in this form for the distressed population in the neighbourhood of their homes. The money spent will be recovered with interest, the people will be kept from wandering and starvation, villages will be held together, and cultivation will be rendered secure instead of precarious. No large public works started by Government can be so useful for relief purposes as such village works, to the construction of which the people are accustomed, and which will be supervised, and waste of money prevented, by the malguzars themselves.

4. In the rice tracts of the Nagpur division, and especially in Balaghat and the north and east of the Bhandara district, distress has already declared itself in an acute form. I am to enclose a copy of the Commissioner's report on the Nagpur division, with a copy of the orders issued thereon by the Chief Commissioner. It will be seen that Mr. Lyall has already sanctioned, from funds available in the Provincial Loan Account, a grant of Rs. 85,000 for expenditure in Nagpur, Bhandara, and Balaghat on works of agricultural improvement. But he has since had reason to think that much more might be done in this direction if more money could be made available, and

* British tracts, as distinguished from feudatory and other chiefships.

there can be no question that work of the kind is urgently necessary in the Balaghat district, where the population, owing to the sudden and unexpected failure of what promised in August and September to be a bumper crop, have been reduced to a state of very severe distress. In these districts, therefore, a liberal additional grant could be most usefully employed.

5. In the other divisions of the province the Chief Commissioner fears that there is not scope for much employment of loans on useful works of agricultural improvement. In parts of Chhindwara and Seoni tanks may be constructed with advantage, and in the eastern portion of Jubbulpore the Chief Commissioner hopes, in consultation with the Commissioner, to be able to induce landowners to take such loans. In Saugor and Damoh he fears that there is little prospect of advances being taken up for this purpose, and in the black soil tracks of the Nerbudda Valley, Narsinghpur, and Hoshangabad, irrigation would under normal conditions be useless or even harmful.

6. Mr. Lyall believes that the whole of the grant of 10 lakhs now asked for could be usefully employed before the end of the present financial year in works of the kind mentioned in this letter; and he trusts that the Government of India will agree with him that no scheme of famine relief-works could be more beneficial in its effects, or more economical to Government, than that now proposed. I am accordingly to ask that, with the permission of the Governor-General in Council, orders on this letter may be communicated by telegraph.

7. I am to take this opportunity to state that of the grant of five lakhs of rupees for famine relief purposes, sanctioned in your letter No. 1979—27-13, dated the 31st October last, the Chief Commissioner has allotted two lakhs to the Jubbulpore division, and one lakh each to the other divisions of the province. It is now probable that a considerable additional grant will have to be applied for to meet expenditure on relief before the 31st March next; but the reasons which make this necessary will be explained in the further detailed report which will shortly be submitted.

I have, &c.
H. H. PRIEST,
Chief Secretary.

MEMORANDUM on POSITION of AFFAIRS in the RAIPUR DISTRICT.

In company with the Deputy Commissioner I have toured from Baloda to Lown, thence to Rohasi, and passing south of Pallari into Raipur viâ Kharora. We have thus seen a good portion of the north-east corner of the district, *i.e.*, the Lown pargana and a section of the heart of the district lying north and east of Raipur. The country grows little besides rice, although the best situated black soil lands in years of normal rainfall bear a second crop of pulse or linseed (*utera*). The rice crop this year varies considerably from village to village according to the facilities for irrigation, the quality of the soil, the character of the position, the style of cultivation, &c. I am given to understand that the crop was becoming swamped in August after *biyasi*, owing to the very heavy rains which characterised that month. The field banks were accordingly cut, and when the rain suddenly ceased in September the fields were in many cases comparatively dry. The people attribute much of their losses to the excessively uneven distribution of the monsoon, the abnormally heavy rainfall of August, and the absolutely sudden cessation in September. Moreover the class of rice sown in the district appears to have altered very considerably during recent years. The people call the coarser description which ripen early *haruna*. The finer sorts which come to maturity later are designated *gharuna*. Under the old practice of the district, *haruna* was almost invariably sown in the higher lying *bhata* and *matasi* fields, which lost their moisture rapidly on the close of the heavier bursts of the monsoon, while *gharuna* was only sown in the better placed or irrigated lands. This year a very great deal of unsecured land has been placed under *gurmatia* dhan, a description of *gharuna*. Two reasons are assigned—one that owing to the early cessation of the rains in September 1895 the *haruna* rice failed to a great extent, and there was great difficulty in obtaining seed. This position could, however, hardly have been reached, unless there had been other causes of a far reaching and more permanent character at work. The opening of the Bengal-Nagpur Railway to Calcutta and Katni appears to have given a great stimulus to the growth of the finer and more remunerative species.* All went well during years of heavy rainfall, but a check was

* NOTE.—A change of a similar nature took place lately in Saugor, when, owing to the boom in wheat which culminated in 1891–92, 60 per cent. of that district was placed under that cereal.

bound to come with years of deficient autumn rain, and the *gurmatia* of this year has in many cases barely come into ear, and is in many fields an absolute failure. Had *haruna* been sown, as before, in fields of average soil and position, it is reasonable to suppose that a portion would have come to maturity, and the losses sustained would have been less severe.

2. As matters stand, in no village that we have visited does the out-turn exceed 7 or 8 annas. In villages where there is irrigation such as Lown, Baloda, Kharora, &c., the yield on the irrigated lands brings up the all-round average; while in Bangoli, which is tenanted by Kurmis (the best cultivators in the district), early and efficient storage of water saved the crop in many fields. Some villages have 4 or 6 annas; but there are wide stretches where hardly a grain will be obtained from threshing, and I am disposed to accept the estimate of the inspector, Amir Khan, that around Baloda and Lown the crop may be taken at $3\frac{1}{2}$ to 4 annas. In Nilkant Rao's circle, conditions are not perhaps very different. Shamji states his out-turn at about 2 annas, and I am not disposed to question this estimate, seeing that there is much very poor and ill-situated land in this circle. Balaji has richer villages in his circle, and his estimate is, I understand, about 4 annas. There are not a few villages where the out-turn will be little or nothing. During the next fortnight the Revenue Inspectors, Tahsildars, and Superintendent of Land Records should spare no effort to check all the village estimates throughout the district effectively. In Balaji's circle the estimates I tested were decidedly too low. In the other circles I had little fault to find.

3. So much for the tract we have visited. From information gathered from the Superintendent of Land Records, the Tahsildars, and various malguzars, it would appear that scarcity is to be apprehended throughout the Simga tahsil, also in that part of the Raipur tahsil which is north of the Gret Eastern road. The state of affairs in the country between Rohasi and Kharora is not markedly different from that in the Lown and Baloda directions. Khallari from all accounts seems to have fared badly. In a very considerable part of Drug there will apparently be distress, but the crop in this tahsil is reported to have been better last year than in the Raipur and Simga tahsils. Around Patan the crop seems to be fair, but the country between Drug and Dhamdha, as also the strip to the west of Gonderdehi between Drug on the north and Pindkapar on the south, appears to have suffered considerably. From all accounts Dhamtari is all right. Towards Balod and Sihawa there is said to be an 8-anna crop, the rich Rajim country is in fair plight, and the southern portion of the Raipur tahsil on the Dhamtari border is reported to have fared pretty well. But more accurate information will be available shortly about these areas when the Deputy Commissioner, Superintendent of Land Records, and Tahsildars have made more extensive tours. It is reasonable then to expect the greatest pressure in the tracts to the north-west, north, and north-east of the district, also in the Khallari pargana, while there will be some measure of scarcity in the west and central portions of the district.

4. As above remarked, there is but little rabi cultivation in the portion of the district we traversed. We saw some fields here and there, *e.g.*, at Saragaon along the Kolhan nala and in the vicinity of Raipur. Linseed appears to be drying off. Wheat and masur are looking much better. Balaji estimates that only 3 annas of the rabi area in his circle is sown, and of that but $\frac{1}{4}$th has germinated. Shamji, Revenue Inspector, gives $1\frac{1}{2}$ annas sown, of which $\frac{1}{4}$th has germinated. The Superintendent of Land Records furnishes the information given in statement marked C in regard to rabi sowings. The figures for 1894–95 may be taken as normal. There has evidently been a great shrinkage in rabi cropping, though the contraction may have been somewhat over-estimated. Around Raipur the prospects of the rabi seem very poor. Some rain at an early date would doubtless improve matters considerably, but at present the outlook is very unfavourable. Wheat could still be sown if rain came within a fortnight. But little *utera* appears to have been sown in the north of the district, but matters are better in Dhamtari in this respect.

5. The people are on the whole in fair plight at present, and where they have a 3-anna to 4-anna crop have presumably enough to carry them on for two months or so. In the villages entirely or almost devoid of irrigation, such as we came across round Pangaon and Dotopar, and near Khapri, Chorhadih, and Tipan, also round Khorsipar and Batia, it appears to me that almost immediate measures of relief are necessary. The people of Tipan have resorted to the forests across the Mahanaddi for fruits and roots on which they are now eking out a frugal existence. Mr. Lakhe of Pangaon

and the malguzars of Tipan have promised to start some tank work without delay. Some of the poorer classes are migrating towards Dhamtari in the hope of obtaining work on the tramway line. Employment for others is now available on the Tilda-Kharora road. The revenue inspectors state that some tenants have begun to leave their villages, but the tendency does not seem yet very widespread. We heard of some such cases, and one small and very poor village, Chorhadih, that we passed through was almost deserted. The better class of tenants have still some grain besides the crop of this year to carry them on for some months, but from all I can gather there are not very many such. The comparative failure of last year's crop greatly crippled their resources, and the stocks of rice in the hands of malguzars appear to be very greatly depleted indeed. It should be noted, moreover, that since September the people have been consuming the new rice of this year. This is a factor in the situation which should not be lost sight of.

6. The price of coarse dhan is now about 6 kathas to the rupee, *i.e.*, just double the price of normal times. Only 9 to 10 seers of husked rice (chawwal) are now obtainable per rupee as compared with 18 to 20 seers in days prior to September 1895. These quotations are for village rates as obtained from the inspectors and malguzars. I have not examined the tables of price currents. Exports of rice from Dhamtari were fairly extensive in October, but the prices in that tahsil have since risen, and there has during the last two weeks been a considerable falling off in the number of carts arriving from that tahsil. This is attributed to the fact that the people are engaged in harvesting their rice crop.

Measures of Relief.

7. *Poor-houses.*—Arrangements have been made by charitable persons of Raipur town for the supply of cooked food to beggars and others, but I gather that the relief requires to be duly organised. The Deputy Commissioner has enlisted private charity at Baloda where there is a dispensary, and the institution which is being organised at Baloda will be converted in course of time into a regular poor-house. Similar steps are under contemplation at Simga and Drug as the necessity for them becomes apparent.

8. *Local Works.*—It is clearly advisable that at the outset the malguzars should start work in their villages, and afford labour to those requiring it. Early action in this direction is especially necessary in those villages which have suffered most, and where the scarcity is likely to make itself apparent within the next fortnight or month. If during the cold season the poorer classes are forced to find work miles away from their villages on the roads placed under construction by Government, it is not idle to suppose that the mortality from pneumonia and other chest diseases would be enormous. By the time the projects for malguzari villages are completed, the weather should have become warmer and no harm would result from the people concentrating on the roads during March, April, and May. Apart from the above consideration it is most desirable that each village in the district should have a block of land fully secured by irrigation. There are very few villages in Raipur, Simga, and Drug tahsils where there is not scope for further tank construction or field embankment. Many villages are practically devoid of tanks. The *dabris* cannot be accepted even as an apology for the same, and the character of the present season's crop is an unanswerable argument for the extension of irrigation facilities.

It has been explained by us to malguzars that local works will, besides ultimately increasing the food-supply of their villages and in consequence enhancing their profits,—

(i) keep their tenants together, for which they are responsible to Government;
(ii) enable them to realise, ultimately, arrears of rent and grain advances;
(iii) give employment to the much-feared Satnami Chamar and keep him off loot and arson.

Many malguzars have readily admitted these arguments and have professed their willingness to start local works as soon as required.

Recalcitrant proprietors have been informed that their revenue will be punctually realised from them on the 1st March and no time given, while those who treat their tenants well have been promised consideration at the hands of Government.

These works will take the form of—

(i.) Tank construction.
(ii.) Tank repairs.
(iii.) Field embankment.
(iv.) Construction of "tars" or watercourses and their repairs and damming of nalas.

The richer men have agreed to spend their own money, the poorer members require takavi loans. During the few days we have been together we have dealt with about 275 villages, the malguzars of which have promised to spend Rs. 37,000 from their own pockets, or have asked for Rs. 86,000 takavi—*vide* Statement A. If it be assumed that there will be a scarcity more or less pronounced in 1,600 out of 3,732 villages of the Khalsa, owing to the high price of food-grains, then the amount of takavi required would be about five lakhs of rupees. It might suffice to ask for four lakhs. Some of the malguzars may possibly draw back when the time comes for taking a loan, but it appears to me that we should be in a position to help them liberally in this direction should they desire our aid. Even though the anticipations as to a demand for takavi for land improvement might ultimately be disappointed, the money would come in for seed-grain advances, which will certainly be required in very large amounts. I am, however, sanguine that the malguzars will rise to the occasion, and that by the increase of the irrigable area of the district some good will come out of evil.

Mr. Laurie proposes to dole out takavi in small sums of Rs. 100 and Rs. 200, and to hold Revenue Inspectors responsible for reporting that the sum originally advanced is actually spent on the contemplated improvement before further advances are made. I think some such supervision very necessary if we are to attain the object we have in view.

To this end we have for the 275 odd villages dealt with listed the improvements to be made as selected by the malguzars.

The action I would now suggest is that each revenue inspector should similarly prepare for his circle a list of works to be undertaken by each malguzar. Every effort should be made to start some work small or great in each village, except in large estates like that of Kapilnath of Sirpur and the Kasdol property, where the malguzars have specified the villages where they desire to effect improvements, and the tenants of neighbouring villages can repair daily to the scene of operations, returning home at nightfall. Where the malguzars refuse to assist or are unable to do so owing to debt, it is sometimes possible to obtain the aid of substantial tenants. The Revenue Inspectors' lists should specify the amount of takavi, if any, required by each malguzar.

They should be submitted direct to the Tahsildar and not to the Superintendent of Land Records. The Tahsildar will deal with recalcitrant malguzars. I think it would be a fair standard to lay down that in villages with 40 to 50 houses about Rs. 500 should be spent; but in cases where the malguzar is poor or the crop is, owing to irrigation, fairly good, say 5 annas to 6 annas or over, some relaxation may be permitted.

We have associated the Tahsildars of Raipur and Simga with us in the work, and they fully understand, I believe, what is required.

As to the control of the Patwaris and Revenue Inspectors who have great responsibilities in connexion with this work, Mr. J. R. Scott, Assistant Settlement Officer, while completing the papers of the Drug tahsil will be able to afford the Deputy Commissioner much assistance in this tahsil. For the north of the district and the north-western zamindaris, I hold that the Deputy Commissioner of this enormous district requires the assistance of the best Assistant Commissioner who is available. If the Chanda Settlement is to be postponed, I would suggest that Mr. Blenkinsop be sent to Raipur. He could look after the north-western zamindaris, the Simga tahsil, and possibly the north-eastern portion of the Raipur tahsil.

9. Many of the tanks in Chhattisgarh are hollowed out of the *bhata* in such a way as to be of little use for irrigation purposes, owing to the level of the water being below that of the fields to be irrigated. They are probably intended for *nistar* purposes, for watering cattle, &c. I consulted Mr. Harriott on the point, and he explained to me how the tanks should be carved out of the *bhata* ridges, so that the water should reach the fields by gravitation. I feel convinced that a brief descriptive note from him on this subject would be invaluable, as he fully appreciates my difficulty.

ROAD WORK at GOVERNMENT EXPENSE.

10. I have submitted my views to the Deputy Commissioner, and he has drawn up a fairly exhaustive scheme for submission to the Commissioner of the Division. Generally speaking, I concur in his proposals. I have not seen the Raipur road scheme. It is said to be under revision, and most of the work proposed will consist in raising roads in class, *e.g.*, the Lown-Baloda and the Raipur-Pallari Road.

If the Deputy Commissioner's scheme be approved, surveys are required at present only of the following roads:—

(i.)	Deorbija-Bemetara, about	12 miles.
(ii.)	Drug-Gonderdehi-Balod	24 „
(iii.)	Amera-Baloda*	6 „
(iv.)	Lown-Kasdol†	10 „

I have suggested connecting Rohasi with Pallari or with Baloda *viâ* Amera as a useful work. Moreover, if there is serious scarcity to be apprehended in the tract of country directly north-west of Raipur town, I would suggest the construction of a road between Raipur and Deorbija, or at least as far as the point where the Sheonath bends from a northerly into an easterly course. Unfortunately we have not been able to consult the executive engineer as to the amount of employment the scheme as now presented will give, This the Deputy Commissioner will now do, ascertaining the cost of each project.

Most parts of the district in which scarcity is apprehended should be provided for under the Deputy Commissioner's present proposals. I am somewhat doubtful as to Khallari. If the malguzars keep the people going with tank work until the mohwa crop ripens, they should do all right, provided that some work in the form of metalling or repairs is afforded on the Great Eastern Road or that connecting Arang with Khariar.

Mr. Laurie would construct a tank at Baloda for bazar purposes and not for irrigation. I fully concur as to the utility. Besides it is useful to have a work near a poor-house to utilise the services of those who can work. He has a similar project for Simga, which resembles a work recently undertaken at Murwara-Katni, in accordance with the recommendations of Mr. Anderson and myself. If when the executive engineer has worked out the district scheme it be deemed insufficient to meet the probable demands for labour, then I would suggest the construction of some tanks along the Baloda-Lown or Pallari-Raipur roads. In the hot weather months travellers along these roads and their animals suffer much for want of water. I speak from personal experience. It might be deemed necessary to select one or two good sites with the aid of the sub-divisional officer, the schemes being held in reserve. Perhaps a tank in the *bhata* plan at Saragaon might he useful. I forget whether the Kolham nala holds water in the hot weather. The country round Khorsipar seems a very dry one. Anyhow, between Pallari and Raipur, 50 miles, there is a great dearth of water. The district council has practically no funds. Perhaps Rs. 3,000 may be forthcoming for expenditure on roads, and that is all. Provincial or Imperial aid must be invoked apparently at the outset.

11. *Suspension of Kharif Kist.*—Please see Statement marked B. From what I gather there is, as a rule, very little in the way of arrears for 1894–5. In 1895–6 two-thirds of the rental was recovered in the circles of five Revenue Inspectors where the scarcity was probably worse than in the rest of the district. The position of affairs revealed is not then very serious. But I think a fairly liberal policy desirable. I have been surprised at the amount of debt professed by the Simga malguzars. There is a fairly large proportion of small men who are indebted. Mr. Laurie is in favour of *informal* suspension, which would place him in a very strong position, and enable him to bring great pressure to bear on the malguzars to keep their villages together. I entirely agree with him. The tenants are not, I think, likely to pay much rent this year, and I hold that the malguzars may be left to collect what they can. The crop differs so much from village to village that a further reason for *informal* and not *general* suspension is afforded. The revenue of the district is Rs. 8,51,000. The

* To tie on Pallari to the Lown-Baloda-Bhatapara system.

† The Deputy Commissioner seems doubtful as to the construction of this road.

kharíf kist of each tahsil represents practically half the demand. Approximate figures are given below:—

	Rs.
Raipur	1,22,000
Drug	98,000
Dhamtari	98,000
Simga	1,06,000
Total	4,24,000

After consulting the Tahsildar of Raipur, the southern part of whose tahsil is fairly well off, I am disposed to think that a suspension of Rs. 40,000 to Rs. 50,000 may suffice in this tahsil. Simga will require more liberal treatment, and it may be advisable to suspend about Rs. 70,000. Drug was better off last year. Perhaps a suspension of Rs. 30,000 would suffice. In Dhamtari the whole revenue can, I understand, be realised. While writing then with much diffidence owing to the statistics before me being hitherto incomplete, I would suggest that the Deputy Commissioner might be empowered to suspend about $1\frac{1}{4}$ to $1\frac{1}{2}$ lakhs of the kharíf kist. But when the statistics are all complete a better judgment can be formed. This is a mere rough forecast.

12. *Forests.*—The Chief Commissioner recently sanctioned the opening of the forests in the north-east of the district for the extraction of fruits and roots. The people, I hear, availed themselves largely of the concession. There is, I fancy, no immediate prospect of a failure of the fodder-supply. The rice-stalks are being cut for the purpose even in places where there is little or no grain. The malguzars are urging the ryots not to neglect this precaution. I do not think it would be any use allowing the poorer classes to remove for sale head-loads of grass and wood, free of charge, as there is no demand in Lown for the same.

13. What I have written above relates mainly to the Khalsa. Little is at present known as to the position of affairs in the zamindaris, but the eastern zamindaris are said to have had a very fair crop. In the north-western zamindaris, where rabí perhaps preponderates, the outlook is said to be unfavourable. It seems desirable that some officer of position should shortly visit these tracts and impress upon the Zamindars the necessity of keeping their people together and starting relief-works. Mr. May, Extra-Assistant Commissioner, starts, I gather, shortly, for a tour in the eastern zamindaris in connexion with Court of Wards' work in Birndranowagarh and Kauria; it would perhaps be well that he should ascertain how matters stand in Khariar, Fingeshwar, Suarmar, and Deori.

14. *Seed-grain.*—The people seem more anxious on this head than on any other, and the Deputy Commissioner shares their apprehensions. The experience we have derived in Saugor and Damoh tends to show that the Banya may be depended upon to get the land sown in June next. The help that Government can afford would be but a drop in the ocean, but some assistance may be desirable in the case of those whose credit is strained to the utmost. There is possibly risk of loss of money in this, but it may have to be faced. The mulgazars ask for early loans to enable them to send their carts to Bindranowagarh, Dhamtari, and Sambalpur during the open season in view to obtain seed-grain as cheap as possible. I see some danger in this, as the grain might be consumed before the sowing season comes. It is a subject, I think, on which further information is required before a decision is arrived at. I would ask what are the stocks in the hands of malguzars in each tahsil? and can the Revenue Inspectors ascertain whether the tenants generally or any section of them have put away sufficient rice out of this year's crop for seed purposes?

15. In conclusion, I would remark that even from purely selfish motives it is desirable that every effort should be made by Government to keep the tenants on the land at this juncture. Re-settlement is impending, and if large tracts are allowed to go out of cultivation and cash assets fall, we may find that the anticipated increment of $2\frac{1}{2}$ lakhs may vanish. I venture then to think that early and strenuous action is called for.

16. I may add that from information gathered from the Tahsildar of Bilaspur, the Superintendent of Land Records, and some seven or eight Revenue Inspectors of that district, the position of affairs is very similar in the northern district to what has been

described for Raipur. Similar measures seem called for. Mr. Jagannath, Assistant Settlement Officer, has, at my request, furnished the Deputy Commissioner with a map showing, as far as possible, in colour, the distressed tracts and the degree of scarcity to be apprehended. He has recorded the statements of 10 out of 11 Revenue Inspectors as to the position of affairs in their circles and the character of the kharif crop. The Superintendent of Land Records and Revenue Inspectors have been instructed to prepare lists of local works from village to village as in the case of Raipur.

L. S. Carey,
Commissioner of Settlements and Agriculture,
Central Provinces.

The 17th November 1896.

A.

Statement showing the Amount proposed to be spent by some Malguzars, together with the Amount of Takavi asked for by them, for Improvement Work.

Serial No.	Name of Inspector.	Number of Villages in which Improvement Work will be started.	Amount which is proposed to be spent by Malguzars from their own Pocket.	Amount of Takavi requested by them.	Remarks.
		No.	Rs.	Rs.	
1	Amir Khan - -	107	18,900	29,150	
2	Nilkant Rao - -	73	10,800	35,200	
3	Gajanan Rao - -	11	500	10,200	
4	Shamjee - - -	15	1,550	2,900	
5	Balajee Pant - -	5	2,700	900	
6	Bahadaralli - -	14	2,450	7,600	
	Total -	*225	36,900	85,950	

* We have probably dealt with 275 villages in all, as it is not proposed that work should be started in all the villages of the Kasdol or Kapilnath's Sirpur estate, which consists of 40 villages.

Notes of a Conference at Raipur on the Prospects of the Chhattisgarh Division.

A Conference was held on the 21st November 1896 at the Commissioner's bungalow, Raipur, to discuss famine prospects in the Chhattisgarh Division, at which the following officers were present:—

The Chief Commissioner.
Colonel Temple, Commissioner, Chhattisgarh Division.
Mr. H. M. Laurie, Deputy Commissioner, Raipur.
Mr. F. J. Cooke, Deputy Commissioner, Bilaspur.
Mr. R. A. B. Chapman, Deputy Commissioner, Sambalpur.
Mr. G. M. Harriott, Executive Engineer, Chhattisgarh Feudatories.
Rao Sahib D. S. Sathaye, Executive Engineer, Eastern Division.
Mr. H. H. Priest, Chief Secretary to the Chief Commissioner.

Raipur.

1. As regards the Raipur District, Mr. L. S. Carey's Memorandum dated the 17th November, recording his opinion and that of the Deputy Commissioner, formed after a tour in the north-east quarter of the district, was read and discussed.

2. The Chief Commissioner pointed out the importance of a careful collation and comparison, circle by circle, of the mortality statistics for the last three years as an index to the tracts where distress was likely to be most severely felt. It is true that cholera has this year prevailed in the district to an extent almost without parallel in recent years; but deaths due to cholera are separately shown in the returns, and eliminating these the remainder will show the mortality from ordinary causes.

3. Stress was laid upon the necessity of properly organising poor-houses and gratuitous relief, and exacting proper tasks at a subsistence wage, from the commencement of relief operations. Indiscriminate charity should be as far as possible

discouraged, and indigent persons concentrated into one place under proper supervision. Ordinarily poor-houses should not be established except where such supervision is possible, as at the head-quarters of tahsils, and there should be in the neighbourhood some relief work to which persons becoming fit to labour should be drafted. The Deputy Commissioner urged the necessity of one at Baloda in the north-east corner of the district, where the supervision available would be that of a sub-inspector of police and the hospital assistant in charge of the dispensary. Tahsil areas in Raipur are extremely large, and some such subsidiary poor-houses or relief centres may eventually be necessary; but every effort should be made to place them under a proper organisation, associating with the Government officers in charge a committee of leading residents.

4. Full approval was expressed of the scheme of local works, to be carried out by malguzars from advances under the Land Improvement Act, set forth in paragraph 8 of Mr. Carey's Memorandum. The Deputy Commissioner was desired to complete his inquiries as to the amount required for the Raipur District as soon as possible, in order that application might be made to the Government of India for a special grant. Meantime the Chief Commissioner promised to allot Rs. 50,000 for the division, to be distributed by the Commissioner, for immediate application to this purpose where the need of employment is most urgent.

5. With reference to paragraph 9 of the Memorandum, Mr. Harriott promised to prepare a note on the most advantageous way of constructing tanks for irrigation purposes, which should be widely circulated.

6. Mr. Laurie's road scheme, which has not yet been submitted officially, was laid before the Chief Commissioner. It was reserved for further consideration when so submitted. It contains projects which are estimated to cost Rs. 8,63,750 to complete, and it was stated that about four lakhs of rupees might be spent on them before next rains, and about one lakh before the 31st March next. It was agreed that, in tracts where local works to be carried out by malguzars were possible, these should have precedence, the reason stated by Mr. Carey in paragraph 8 of his Memorandum* being considered sound. It was agreed that the construction of wells and tanks for the supply of drinking water (preferably the former) should proceed *pari passu* with that of the roads, as much of the Chhattisgarh plain is extremely waterless during the dry season, and the concentration of large crowds of workpeople on road work would be impossible without an adequate water-supply.

7. As regards suspensions of revenue (paragraph 11 of the Memorandum) it was considered that the policy enunciated by Mr. Carey was on the whole sound. The Land Revenue demand for Raipur is however extremely light, the incidence varying from 5 annas 7 pies to 6 annas 9 pies per acre, and the majority of the malguzars are substantial persons who may be expected to pay up even in bad years. As at present advised, therefore, the Chief Commissioner does not think that they will require much leniency, even should they fail to realise much of their rental. It will be best for the present not to hold out any prospect of suspension, and certainly not to make any formal announcement of it, but to use possible future leniency to the malguzar in this respect as a lever to induce him to provide employment for his tenants, either from his private resources or by taking a loan from Government under the Land Improvement Act. [As rain has fallen since our conference, and a good deal of sowing for the rabí may be possible, the same argument should *if necessary* be used to induce the malguzars to find seed for their tenants; and no malguzar neglecting to do so without sufficient reason should receive any leniency in the collection of revenue.]

8. As regards the forests, it was mentioned that Mr. Blunt, the divisional forest officer, was inclined to advocate the lowering of the fee on head-loads of grass extracted from the forests. This matter will be separately submitted and considered. [The fall of rain may have removed the necessity for such a measure by allaying apprehensions of a failure of fodder.]

9. It was decided that no time should be lost in investigating the condition of things in the Zamindaris, especially those in the north-west and west of the district, and that Mr. Blenkinsop should at once on joining the district be deputed to tour in the

* "If during the cold season the poorer classes are forced to find work miles away from their villages on the roads placed under construction by Government, it is not idle to suppose that the mortality from pneumonia and other chest diseases will be enormous. By the time the projects for malguzari villages are completed the weather should have become warmer and no harm would result from the people concentrating on the works during March, April, and May."

northern portion of the Drug tahsil and north-west Zamindaris. Mr. May will be instructed to do the like in the eastern Zamindaris. [The recent rains if general should have much improved matters in the north-west Zamindaris.]

10. In reference to seed-grain, after considerable discussion it was decided to await further report as to the stocks in the hands of malguzars and tenants. The Chief Commissioner explained that he was much opposed to a policy which would tend to cause the people to lean on Government for the supply of seed-grain, to the exclusion of the ordinary sources, the malguzars and village banias. Such a burden is one which it would be highly imprudent for Government to undertake, which would involve it in an immense expenditure, with great difficulties in the way of recovery, and would have the effect of displacing the natural agencies which for centuries have undertaken the business. The objections to it are, in fact, not very different from those which apply to the direct purveying of food-grains by Government in times of scarcity and famine, which have been generally recognised as conclusive. If, in spite of these objections, any such scheme is put forward as necessary for Raipur, it must be clearly explained why it is considered necessary and what the estimated cost of it will be.

BILASPUR.

11. Mr. Cooke produced maps of the three tahsils of Bilaspur, Mungeli, and Janjgir, exhibiting the anna-outturns of the various Patwaris' circles as estimated by the Revenue Inspectors. These have still to be tested and revised in the light of further information.

12. As in Raipur, he was requested to make a careful examination and comparison with the figures of past years of the mortality statistics of 1896, with a view to ascertain where the scarcity of the past season had been most severely felt; the same tracts are evidently likely to be most affected by the failure of the present kharif.

13. Mr. Cooke's letter No. 6052, dated the 12th November 1896, submitting a programme of relief operations, was read, as also his further letter of the 14th November giving his views as to the extent of the probable failure and distress (the latter has not yet been received officially through the Commissioner).

14. It was agreed that, as in Raipur, the malguzars of Bilaspur should be encouraged by the same arguments as were used in the former district to apply for loans, and to provide funds from their private resources, for carrying out works of agricultural improvement.

15. The Executive Engineer, Eastern Division, produced a programme of road work to be carried out by the Public Works Department (this also has to be received officially and examined in the Public Works Secretariat, and should be expedited. The roads included in this were for the most part proposed to be constructed as Class IIIB. roads; but it was considered desirable to undertake them rather as Class II. roads, which involves a higher initial expenditure, but yields better results in permanent advantage to the district. The following is the list:—

		Rs.
(1.) Nandghat-Mungeli Road, 22¼ miles in length, to be constructed as a Class II. road at a cost of Rs. 3,000 a mile - - - - - - - -		66,750
(2.) Bilaspur-Seorinarayan Road, 40 miles, to be constructed as a Class II. road as above - - -		1,20,000
(3.) Bilaspur-Ratanpur Road, 14 miles, to be raised from Class IIIB. to II., at Rs. 1,250 per mile - -		17,500
(4.) Kawardha-Simga Road, 4 miles in Bilaspur District, at Rs. 3,000 per mile - - - - -		12,000
(5.) Bilaspur-Mungeli Road, 54 miles—		
9 miles are already Class II.		
31 to be raised to Class II. at Rs. 1,250 per mile - -	= Rs. 38,750	80,750
14 to be constructed as Class II. at Rs. 3,000 per mile - -	= Rs. 42,000	
54		
Total - -		2,97,005

Of this total it was estimated that it would be possible to spend not more than a lakh of rupees during the present financial year.

The projects should be submitted as soon as possible through the Commissioner for orders.

16. Besides these works, Mr. Harriott reported that in the Pendra Zamindari works to the amount of Rs. 28,000 and in Pandaria to that of Rs. 20,000 were already being carried out.

17. An assistant (Mr. C. E. Low) will immediately be placed at the Deputy Commissioner's disposal, and he should employ him in making a rapid tour with a view to ascertain the real state of things prevailing in the rural tracts, and in particular in the Zamindaris. At present the Deputy Commissioner does not, in view of the employment afforded by harvest work, consider that much real distress exists; but he believes that, in the absence of rain which will enable a larger area to be sown with rabí, and give promise of a good yield in the area already sown, distress is certain to appear in the course of about two months. This district has during the past year been the scene of a large number of grain dacoities in consequence of which a proposal was recently made to quarter additional police in the Mungeli and Bilaspur tahsils at the cost of the inhabitants of the disturbed tracts. This proposal has been referred back to the Commissioner for further examination. It is clear that the maintenance of the peace will be a task demanding special vigilance in this district, and probably agricultural works carried out by malguzárs will prove the most effectual means of keeping the Chamar population from violence.

SAMBALPUR.

18. A letter (not yet officially submitted) from the Deputy Commissioner, dated the 18th November, giving an account of the situation in the district as ascertained by Mr. Chapman from a rapid tour throughout it, was read. It appears from it that no anxiety need be felt, except as to distress which may result from high prices and the influx of wanderers from other districts, as regards the east and centre of the district. In the western portion, from the Barapahar westwards, assistance from loans under the Land Improvement Act amounting to an estimate of Rs. 12,000, and under the Agriculturists Loans Act of about Rs. 8,000, will suffice with the sums which gaontias themselves will expend on village works, to afford employment for those in need. There is said to be much labour afforded by work in the forests in the east of the district, for which considerable numbers of people have come from Bilaspur. The only really distressed portion of the district is the Chandarpur-Padampur Estate (commonly but wrongly called a Zamindari) in the north-west corner. Here the Deputy Commissioner suggests two roads, one from Malkhurda to Kharsia, 16 miles, and the other from Dabra to Kharsia, 12 miles, to be constructed at a cost of Rs. 56,000 to afford employment to the people. These proposals should be submitted officially.

19. For the division generally, a lakh of rupees has been placed by the Chief Commissioner at the Commissioner's disposal for the purposes of famine relief, and, as already mentioned above (paragraph 4), Rs. 50,000 have been given for the present for loans under the Land Improvement Act. These will be utilised for immediate needs, and a complete scheme of operations should be matured as soon as possible.

H. H. PRIEST,
Chief Secretary to the Chief Commissioner,
Central Provinces.

Nagpur, 25th November 1896.

BOMBAY.

D.O. LETTER, dated 5th November 1896, from G. S. CURTIS, ESQ., Under Secretary to the Government of Bombay, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

IN continuation of Mr. Monteath's demi-official letter of the 24th ultimo, I am desired to forward copies of the accompanying reports from the Commissioners, Central and Southern Divisions, and to state that a more definite report under section 26

of the Code will be furnished to the Government of India as soon as the time for any fall of rain which would be of use is past and trustworthy estimates can be made.

(True Copy.)

A. R. TUCKER,
Registrar,
Department of Revenue and Agriculture.

No. 63 F., dated Belgaum, the 30th October 1896.

From E. J. EBDEN, Esq., I.C.S., Acting Commissioner, Southern Division, to the CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, REVENUE DEPARTMENT.

WITH reference to your letter No. 165 M. of 20th instant, I have the honour to state that on the 20th idem I addressed the collectors of the affected districts in the southern division desiring them to proceed at once with the preparation of information under the heads mentioned in section 22 of the Famine Code in order that no delay may occur should it become necessary for me to report the imminence of famine under that section.

2. The time of the submission of this information is left to the discretion of the collectors under section 17 of the Famine Code. Up to date no collector has reported under that section, nor up to date has any abnormal demand for labour arisen in the shape of inclination to resort to test works.

3. The conditions, therefore, have not come into existence that would justify me in reporting the imminence of famine under the strict terms of the Code. It is not too late to expect that rain may fall and entirely alter the aspect of the affairs in the above ghaut districts. But I am now requesting the collectors to submit reports under section 17, Famine Code, on the assumption that no rain will fall. With the recent experiences of 1891–92 behind them they should have no difficulty in gauging prospects under the somewhat similar—but no doubt more serious—circumstances that promise to prevail now.

4. As far as can be judged at present, the districts that will be affected in the southern division are the whole of Bijapur, the three northern talukas of Dharwar and the eastern talukas of Belgaum, above the ghauts, and the four northern talukas of Kolaba and, perhaps, the southern portion of Ratnagiri, below the ghauts.

No. 4,320 R., dated Poona, the 2nd November 1896.

From the HONOURABLE MR. J. K. SPENCE, Commissioner, Central Division, to the CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, REVENUE DEPARTMENT.

IN answer to your No. 165 M., dated 28th ultimo, I have the honour to state that in my opinion it may be said that a famine is imminent throughout the whole of the central division.

2. It is a very difficult matter to say where scarcity ends and famine commences and at what precise period a famine may be said to be imminent. Strange to say, some of the people have not yet lost heart, and are confident that rain will fall heavily about the *Divali*,* and that though the season must necessarily be a hard one, there will be no famine. Personally I agree with those that think all hope of useful rain is now gone. Subject to the contingency of heavy rain falling within 10 days, I am of opinion that not only is famine imminent but that it may be actually said to be present in the districts of Sholapur and Ahmednagar, and will soon spread over the neighbouring portions of other districts.

3. The grounds of any belief are that the *kharif* crop has been entirely lost in many places and has been a bad one everywhere. The *rabi* crop has hardly been sown anywhere, and where it has been sown has not germinated or is withering for want of rain. Prices for food grains have risen to a rate which presses hardly on all people, and is almost prohibitive for those who live more or less on their daily wages. The

* A Hindu festival falling about the middle of October.

excessively high prices are due to an equal or greater scarcity prevailing in other parts of India and also to a determined effort on the part of grain dealers to hoard their stocks with a view to force the price to a height which will give them inordinate profits. Fodder is becoming so scarce and has become so dear that people are already selling their cattle at inordinately low rates. If no purchasers are found the cattle are turned out to graze where they please, and if impounded are not released. Migration has already commenced, though where the people expect to find a better livelihood than at their own houses it is difficult to say.

4. Eventually the whole area of the division will be affected, but for the present I estimate that the area and population likely to be affected are as shown in the following table :—

District.	Portion likely to be affected.	Area in acres.	Total Population.	Portion likely to be affected.
Sholapur - -	Whole district - -	29,07,065	7,50,689	10 per cent. - - 75,069
Ahmednagar - -	Ditto - -	42,20,169	8,88,755	3 to 7 per cent. - 26,663, to 62,213
Poona - -	Taluka of—			
	1. Indapur - -	3,61,122	70,986	3 to 7 per cent. 2,130 to 4,969
	2. Baramati - -	6,62,686	1,40,281	4,208 to 9,820
	3. Sirur - -	3,84,134	85,222	2,557 to 5,966
	Total -	1,407,942	2,96,489	8,895 to 20,755
Nasik - -	Taluka of—			
	1. Yeola - -	2,57,434	65,812	3 to 7 per cent. 1,974 to 4,607
	2. Sinnar - -	3,28,639	73,138	2,194 to 5,120
	3. Nandgaon - -	2,73,909	33,652	1,010 to 2,356
	Total - -	8,59,892	1,72,602	5,178 to 12,083
	Grand total - -	93,95,158	21,08,535	1,15,805 to 170,120

The estimated figures in the preceding table are the most absolute guesswork.

5. Trade in the affected area has come to a standstill except as regards articles of daily food. Communications are good and sufficient everywhere as long as the fair season lasts. There are railways and plenty of made roads, which rank from good to fair, while the country tracks in the absence of rain leave little to be desired.

6. It is difficult to say what is the condition of the stocks of the staple food-grains and almost impossible to arrive at an estimate of the stock in hand, but from such information as I have been able to obtain it is ample for a year's supply. But there is always the fear of export to meet the demands of other parts of India if higher prices can be obtained than from local sale. I append a statement showing the normal prices together with the prevailing prices, on 15th October as supplied to me by the Survey Commissioner.

7. It is impossible to say from what source supplies of food as likely to come in in the event of the local supply running short. Northern India cannot be expected to supply anything, and there seems a terrible fear that Madras may also suffer from severe scarcity. In this event the only resource seems importation from foreign countries of wheat, a grain which the poorer classes here will only eat under necessity.

8. Should famine not be averted by a timely fall of rain, there is not a single measure of relief mentioned in the Famine Code that will not have to be resorted to. The people generally seem to think that the calamity will be greater than that of 1876–77, and I see no reason for holding a more hopeful view.

9. Without consulting the collectors I cannot say to what extent suspension or remission of collections of the land revenue and other relief of the kinds specified in Parts A. and B. of Chapter X. may be necessary. I see from the Gazetteers that in 1876-77 the amounts of remission and suspension were as follows :—

	Remissions.	Suspensions.
	Rs.	Rs.
Poona	1,740	4,56,830
Sholapur	7,530	8,49,490
Ahmednagar	1,31,740	3,51,260
Satara	2,880	2,51,850
Nasik	1,38,030	52,790
Khandesh	21,290	2,160
Total	3,03,210	19,64,380

I see no reason to suppose that any smaller measure of relief will be necessary on the present occasion should the full force of famine fall upon us.

10. Neither am I in a position to make any reliable estimate of the extra expenditure likely to be incurred. From the same source of information I see that in 1876-77 the expenditure was estimated as follows :—

	Rs.
Poona	16,06,110
Sholapur	20,65,025
Ahmednagar	8,59,360
Satara	11,81,372
Nasik	4,29,679
Khandesh	3,06,160
Total	64,47,706

The late famine extended over two seasons and was perhaps rather more widespread than it is hoped this may be, but I fear that the extra expenditure on this occasion will be at least 20 lakhs. Local resources are absolutely incapable of meeting more than a fraction of this large sum. The available balances of local funds in all districts will perhaps provide one lakh.

11. I have called on the collectors to supply the required information, but have not thought it right to delay my own report till it is received. I do not apprehend that they will be in any better position than myself to give reliable information except on points (1), (3) and (6) noted in section 22 on which I imagine we will be all agreed.

District.	Jowari.		Bajri.		Rice.		Wheat.	
	Normal.	1st Fortnight of October 1896.	Normal.	1st Fortnight of October 1896.	Normal.	1st Fortnight of October 1896.	Normal.	1st Fortnight of October 1896.
		S. Ch.		S. Ch.		S. Ch.		S. Ch.
Ahmednagar	21·11	11 11	17·65	10 4	9·34	9 1	13·74	8 11
Khandesh	22·03	8 10	18·38	7 6	9·52	7 9	14·29	7 14
Nasik	31·45	Not sold.	16·98	9 14	11·29	9 8	14·8	10 1
Poona	19·09	10 9	15·38	9 3	9·93	8 6	11·7	8 2
Satara	16·67	12 9	15·60	11 7	9·85	8 8	11·48	10 14
Sholapur	22·54	12 8	20·95	10 12	10·74	7 12	14·33	8 6

J. K. SPENCE,
Commissioner, Central Division.

BENGAL.

From M. FINUCANE, Esq., Officiating Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR, Calcutta, the 18th November 1896.

In continuation of this office letters, No, 951T.—R., dated the 16th October, and No. 1012T.—R., dated the 31st October 1896, submitting for the information of the Government of India preliminary reports dated the 8th and 23rd October 1896, by the Commissioner of Patna, on the state and prospects of the crops in that division, together with copies of the orders passed by the Lieutenant-Governor on them, I am now directed to lay before the Supreme Government the annexed report, dated the 11th instant, drawn up by Mr. Bourdillon, Commissioner of Patna, in conformity with section 9 of the Famine Code, and at the same time to offer the following remarks on the state and prospects of the crops and probability of distress in Bengal generally and in Bihar in particular.

Earliest Intimation of possible Distress.—The Government of India will doubtless have observed that in the weekly telegraphic weather and crop reports indications of the possible failure, in greater or less degree, of the coming winter rice harvest owing to the early cessation of the monsoon rains were given from nearly all the districts of these provinces; but though Sir Alexander Mackenzie and his officers, under his instructions, have been closely and anxiously watching the position, his Honour has hitherto thought it premature to address the Government of India, hoping as he did, till very recently, that a propitious fall of rain during what are known as the Hatiya and Siwati asterisms, *i.e.* from the 25th September to 10th October, and from 22nd October to the 5th of November, might still avert serious failure of the winter rice crop, and give promise of a favourable *rabí* harvest. These hopes have not been fulfilled.

2. *Principal Harvests in Bengal.*—As the Government of India are aware, there are three principal harvests in these provinces—

(1.) The *bhadoi*, consisting principally of *aus* (early rice) in Bengal proper and Orissa, and of *makai* (Indian corn) and millets in Bihar and Chota Nagpur. This harvest, sown in April, May, and June, is reaped in August and September.

(2.) The *aghani* or *hymanti*, corresponning, according to the Commissioner of Patna, to the *kharíf* of the North-Western Provinces, and consisting of the great winter rice crop, reaped in November, December, and the beginning of January.

(3.) The *rabí*, consisting of *boro* or spring rice and pulses in Bengal Proper and Orissa, and of wheat, barley, and pulses in Bihar, sown in October and November, and reaped chiefly in March, April, and May.

In order to estimate the effect of the early cessation of the rains which occurred in September, it is necessary to state approximately the relative importance of these different harvests as regards food supply, the rainfall conditions which produce good harvests, and the extent and effect of the divergence from these conditions which has taken place in the present year.

3. *Relative Importance of the principal Harvests.*—According to the statistics furnished by the Department of Land Records and Agriculture which, though not pretending to accuracy, and not based on patwaris' returns as in other provinces, but on rough estimates formed by collectors and other authorities, are still the best available, and are on the whole believed to be approximately correct, the following table shows the relative importance of the different harvests described in the preceding paragraph :—

*Total area under food-crops.**

	Acres.
Rice (winter, *bhadoi*, and spring)	38,983,000†
Bhadoi (excluding *aus* rice)—	
Millets	1,240,000
Maize	2,041,000
	3,281,000

* Bengal Agricultural Statistics for 1894-95, page 25, column 2.

† The winter rice area is estimated to be about three times that of the *bhadoi* or *aus* and *boro* rice, so that the area under winter rice alone is about 30 million acres.

	Acres.
Rabí (exclusive of spring or *boro* rice)—	
Wheat	1,472,000
Barley	1,023,000
Gram	1,566,500
Other food-grains	5,761,500
	9,823,000
Total area under food-crops	=52,087,000

Percentages on total area under food-crops—	
Rice	= 74·9
Bhadoi (exclusive of *aus* rice)	= 6·3
Rabí (exclusive of *boro* rice)	= 12·8

It will be seen from the above table that the rice crop is incomparably the most important, covering, as it does, 39 million acres—an area three times as great as that under all other food-crops put together, and it therefore follows that meteorological conditions which cause a failure of that crop have a more serious effect in Bengal than they probably would have in provinces where the autumn (*bhadoi*) and spring (*rabí*) crops are more extensively grown. All known famines in Bengal and Orissa have been rice famines. In Bihar and northern Bengal the *bhadoi* and *rabí* crops may be the turning point between famine and no famine, but even there the immediate cause of scarcities and famines has always been the failure of the great winter rice crop. It is necessary to bear this fact in mind in estimating the probable results of the early cessation of the monsoon rains in the present year.

4. *Distribution of Rainfall favourable to the Crops.*—The distribution of rainfall most favourable to the winter rice crop is when premonitory showers fall in May or early in June. The rain in the latter half of June and in July should be heavy, then should come an interval of comparatively fine weather, so as to permit of weeding operations being successfully carried on. The September rains should be heavy, shading off into fine weather with showers in October. On the sufficiency of the rainfall in September, more than in any other month, depends the character of the out-turn of this crop. The preparation of rice land commences much earlier in East and North Bengal, and in the eastern districts of South-West Bengal, than in the rest of the Lower Provinces. The ante-monsoon showers, which fall in April, May, and the first part of June, are, in consequence, of more importance in these latter parts than in other places where lands are usually prepared after the commencement of the monsoon rains.

5. *Divergence of Rainfall Conditions this Year from the normal.*—The rainfall of the present year was far different from the cultivators' ideal, as will appear from the memorandum* annexed to this letter, prepared by Mr. Little, Meteorological Reporter to Government.

Other parts of the Province.—It will be seen on a perusal of that memorandum that the rainfall was below the normal in Bihar in every month of the present year, except May, and ceased prematurely in the most critical period by the 19th of September, since which date there has been practically none. On the other hand the fall in Orissa during June, July, and August, being far above the normal, resulted in floods As regards the rainfall in Bengal, Bihar, and Orissa generally, Mr. Little writes:—

"With the setting in of the monsoon a marked change appeared. A low pressure area formed over the north of the Bay, and within this one cyclonic storm after another developed. They followed almost the same track westward across Orissa and part of Chota Nagpur, and caused much heavier rainfall in the southern districts than in the north of the province.

"In June, South-west Bengal, Orissa and Chota Nagpur received from 28 to 62 per cent., and in July, Orissa, and Chota Nagpur from 12 to 31 per cent in excess of the normal. During these weeks from the middle of June to the end of July the northern districts received less than usual. North Bengal had only 49 per cent. of the normal in June, with practically the usual amount in July, and Bihar rather over 80 per cent throughout. The effect, therefore, of the continued low pressure in the north of the bay was to deprive North Bengal and Bihar of a considerable portion of the rainfall in perhaps the most important part of the monsoon season.

* Not reprinted.

"From the beginning of August there was a decided weakness in the monsoon current, except in Orissa, where the average rainfall was 28 per cent. in excess. The total fall in North Bengal was only 39 per cent., in East Bengal 46 per cent., and in south-west Bengal and Bihar from 70 to 75 per cent. of the normal. The rainfall occurred during the passage of shallow depressions, and it was not well distributed, especially in Bihar, where a large proportion of the rain was received in heavy falls on the 21st, 22nd, and 23rd. Thunderstorms were more frequent than usual, and being followed by brighter sunshine, an appreciable part of the rainfall was probably soon lost in vapour.

"There would have been very little rain in September but for a shallow depression which formed in the north of the bay about the middle of the month, and followed a zig-zag path, first north into the Sundarbands, then west across Lower Bengal into Chota Nagpur, and afterwards north-east into North Bengal, where it filled up. This irregular course brought every part of the province under its influence, except the extreme west of Bihar, where very little rain fell throughout the month. There were several days of general rain, moderate in amount, in Lower Bengal, Orissa, and Chota Nagpur, but excessive in the east of Bihar and north of Bengal during the two last days of the existence of the depression. The average fall during these two days must have been about 8 inches, a large portion of which must have been carried away by surface drainage. From the middle of the month rainfall became more scattered, and in Bihar almost entirely ceased. The greater part of the rainfall in the last week was in East and North Bengal, but at times it spread westwards, though in no great quantity, to south-west Bengal and Orissa. In consequence of the heavy fall in the middle of Sepember in North Bengal and the continued showery weather throughout in East Bengal, these were the only divisions that received excess falls. In the west and centre of the province amounts were from 12 to 35 per cent. in defect—the latter in Chota Nagpur.

"From the beginning of October rainfall all but entirely ceased, except in North Bengal, where light showers fell at the beginning and towards the end of the month. The average fall was practically nil, except in East Bengal, where it was 9 per cent. and North Bengal, where it was 26 per cent. of the normal fall. In addition to the absence of rainfall, day temperatures were steadily several degrees above the normal, and the hot dry westerly winds which blew across a great part of the province must have quickly dried up whatever moisture was near the surface."

6. *Effect of the unfavourable Rainfall this Year.*—The effect of these abnormal meteorological conditions on the *bhadoi* and winter rice crop, according to the latest estimates of the Director of Land Records, is shown in the annexed table (Appendix II.).*

It appears from these estimates that though the rice crop is everywhere likely to be seriously short, it is only in the Patna Division, and in parts of the Jessore, Nadia, Pabna, Rajshahi, Cuttack and Balasore districts, that it was reported to be so seriously deficient (considerably less than 8 annas) as to give cause for apprehension of local distress. The Lieutenant-Governor is unable to understand why the prospects of the rice crop in Nadia, Jessore, Rajshahi and Pabna should be so bad as they are reported to be, compared with other parts of Lower Bengal. It is probable that the local officers have overstated the extent of failure in these districts, and the Commissioners of the Presidency and Rajshahi Divisions have been requested to make local inquiries on the point and report the result at an early date. In Manbhum, Palamau and Hazaribagh the rice crop is also reported to be less than 8 annas.

7. *First Indications of Scarcity shown in Bihar; Comparison of Condition of Bihar now and in* 1873–4.—Though the monsoon rains ceased everywhere about the middle of September, the effect on the crops was more disastrous in Bihar than elsewhere, partly because the lands of that part of the country are comparatively high and require more moisture for the successful growth of rice and some of the other crops than the low-lying alluvial and partially water-logged districts of Bengal. In Bihar, too, the population is extremely dense, and the great majority of the people are much poorer than in most other parts of these provinces. The ordinary wages of agricultural labour are extremely low, being for an able-bodied agricultural labourer only from $1\frac{1}{2}$ to $2\frac{1}{2}$ annas a day, and they have, owing partly to the growth of population, and partly to the influence of custom, remained practically unaltered for the past 20 years or more, while the prices of food-grains have increased largely during the same period. On the other hand, it is to be noticed that the Bihar of to-day is in some respects far better prepared to meet a serious scarcity than it was in 1873–74. Then there were no canals

* Not reprinted.

completed, and there were no railways in North Bihar; in the south of the Patna Division there was no railway except the East Indian Railway. Now the head-quarters of every district, and of most sub-divisions, are connected by rail with the markets of India. Canals have been completed in the Shahabad and Gaya districts, the country is better known than it was in 1873–4, the people have confidence in the power and will of Government to save them from starvation, and such problems as whether they will come on to relief works, accept task work, eat imported grain, and the like, which were cause for doubt and anxiety in 1873–4, have by experience been removed from the region of speculation, and no longer present any difficulties. It is known that the people will labour on relief works, and seek and accept gratuitous relief rather than starve in their homes, and it is also known that recent scarcities caused by the early cessation of rains in the years 1888–9 and 1891–2 were efficiently met without loss of life and at moderate expenditure. All this has to be borne in mind in considering the probable effect of a failure of crops in that part of the country at the present time.

But though there are many grounds for confidence now that did not exist in 1873–4, the fact cannot be overlooked that there are also some fresh grounds for anxiety. Prices of food-grains have steadily risen during the past 10 years, and are now higher than they ever have been before; this fact, coupled with the facts already mentioned that wages have not risen proportionately to prices, that the purchasing power of the poorer classes has therefore been steadily diminishing and is now less than it ever was, that whereas in former years of scarcity prices were kept down by importation from the North-Western Provinces and Lower Bengal, in the present year supplies from these sources cannot be confidently relied upon—are all circumstances that give fresh cause for anxiety which had no existence in 1873–4.

8. *Narrative of action hitherto taken.*—The areas to be affected by, and probable extent of, distress will, so far as possible, be described later on. I am here to summarise the action hitherto taken by the Lieutenant-Governor with a view to meet such distress as may occur. As was to be expected, it is in Bihar on the present, as on all former occasions, that the symptoms of approaching distress have first presented themselves, and have caused the most serious anxiety to this Government and the local officers.

The Lieutenant-Governor's special attention has been directed for some weeks back to this and other parts of the province where distress is apprehended. As even in the most favourable years some part or other of these provinces is known by experience to suffer from local and temporary distress due to floods, breaking of embankments, and other disasters, a letter was addressed to all collectors so far back as the 26th June last, in which their attention was called to the Famine Code, and they were requested to watch carefully the vicissitudes of the season, and to report promptly to Government any special circumstances, such as deficient or excessive rainfall, floods or other calamities which might indicate the probability that measures of relief or expenditure of money would be required.

In conformity with these instructions, the Commissioner of Orissa reported officially on the 21st September, in his letter No. 17 P.F. of that date, a copy of which was submitted to the Government of India with my letter No. 870T.—R., dated 8th October 1896, that injury to the standing rice crops of a more or less serious nature had been caused in all the districts of that division. Some hardship and temporary suffering had been caused to the people, but such distress as existed was met by advances under the Agricultural Loans Act, by the employment afforded by the railway line under construction in Orissa, and by private charity. The Commissioner at that time entertained no feeling of anxiety for the future unless the rains should cease prematurely. The rains, however, did cease prematurely, and the Commissioner now thinks that the winter rice crop will be seriously short, but does not apprehend any serious distress for a few months to come. This subject will be reverted to later on, and is mentioned here only in order to preserve the historical continuity of the narrative of the action taken by the Government.

9. Observing the shortness of the rainfall in September, and the high prices that prevailed in Bengal generally, and in the Patna Division in particular, the Lieutenant-Governor called on the Patna Commissioner, by telegram, for a special report on the state and prospects of the crops on the 23rd September. In response to this telegram the Commissioner reported on the 25th September that heavy rain which had fallen in every district of the division during the week ending the 19th September had done much good, that all cause for anxiety had disappeared for the time, and that if rain

should fall between the 25th September and 8th October (the *hatiya** rains) all would be saved. No rain did, however, fall in that period, and the Commissioner was obliged to report on the 8th October† that a strong west wind had been blowing from the 20th to 25th September, and again during the few days preceding the date of his report, which had the effect of greatly drying up the land, withering the standing crops, and retarding the preparation of land for sowing of *rabi*. It was at the same time reported that there had been a sharp rise in prices almost everywhere during the preceding week, due to the failure of the *hatiya* rains and large purchases for exportation to the North-Western Provinces, and that there had been some temporary ebullition of popular feeling. The Commissioner was of opinion that there was a sufficiency of grain in the division, and that what was required was money to buy it. He therefore proposed to open test relief works, but was unable to say that scarcity prevailed or that "famine was imminent." Mr. Bourdillon still hoped that rain might fall by the end of the "Siwati asterism" (*i.e.*, by the 6th of November), but if no rain were to fall by that date, he had no doubt that scarcity, if not famine, would supervene.

In passing orders on that report the Lieutenant-Governor, in my letter No. 940T.—R., dated the 15th October, again drew attention to the provisions of the Famine Code, and directed that no time should be lost in offering work on district roads under the conditions prescribed in section 56 of that Code, treating the districts roads for the present as test works under section 11, and that the district boards should be called upon to revise their budgets by cutting out all avoidable expenditure and appropriating all the funds they could find to relief works proper. It was pointed out by Government that should no rains fall before the end of October there could be little doubt that a serious failure of the *aman* rice and *rabi* crops would be inevitable, and that the local Government would have to largely supplement the board funds. Meantime all executive officers were to be instructed by the Commissioner to study carefully the Famine Code and the history of past scarcities. The magistrates and police were to keep a sharp look-out for any indications of rioting, and to take prompt steps to suppress it. The standing crops were to be carefully watched, and stocks of food-grain were to be inquired into, and every effort was to be made to utilise, for the purposes of irrigation, whatever supply of water there might be from hill streams, tanks, and wells. The Commissioner was also authorised to give loans freely for well-sinking, and to employ, for the purposes of local inquiries, the officers of the Opium, Survey, and Settlement Departments, without at the same time interfering for the present with their ordinary duties. It was added that the Lientenant-Governor would be prepared to place an officer on special duty to assist the Commissioner should the situation become worse.

10. The Commissioner submitted another report, No. 579G., on the 23rd of October 1896. In this letter it was stated that the condition of the people had undergone no change, except in parts of Shahabad; but that the outlook for the future was certainly more gloomy, by reason of the total absence of rain. The want of the *hatiya* and *chitra* rains, which were necessary to keep the winter rice crop alive in tracts not commanded by irrigation, had, he wrote, made the failure of that crop certain. Mr. Bourdillon estimated that the outturn of the winter rice crop might, in case rain did not fall soon after the date of his report, be taken at 4 annas at the outside. In reply to this communication, the Lieutenant-Governor, in my letter No. 1010T.—R., dated the 30th October, remarked that if the Commissioner's estimate was correct the outturn would be less than in any previous year of scarcity on record, except perhaps 1873–4. His Honour expressed the hope that the Commissioner's estimate was unduly low; but added that if it were correct, the extensive failure of the rice crop, coupled with the facts that the *bhadoi* harvest was short, and that prices of food-grains were higher than they ever had been at that time of the year, while wages of able-bodied agricultural labourers were stationary could hardly fail to cause most serious distress. The Commissioner was at the same time called upon to submit the report required under section 9 of the Bengal Famine Code.

11. *Special Inquiries ordered to be undertaken in all Divisions.*—Meanwhile, pending receipt of the Commissioner's special report under section 9 of the Code, the Lieutenant-Governor caused to be prepared a note giving a *resumé* of the history of past scarcities in Bihar, comparative statements of rainfall month by month, outturn

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* *Hatiya* is the name of the fortnight at or about the end of September and beginning of October.

† His No. 565G. of that date.

of crops, prices of food-grains, number of persons who came on to relief works or who received gratuitous relief in every year of scarcity since 1873–4, and circulated it with my letter No. 7T.—R., dated 3rd November 1896, to all Commissioners and Public Associations. In that letter and its annexures, copies of which have been submitted to the Government of India and published in the newspapers, the intention of Government to refrain from all interference with private trade was enunciated and emphasised —all the information then available to Government was given with the special object of assisting the mercantile community in forecasting the quantity of grain which it may be profitable for them to import, and further detailed inquiries were ordered to be undertaken with a view to ascertaining, as nearly as may be, the stocks in hand and the deficit or surplus under or over the requirements for local consumption. A supplementary note, of which a copy is annexed, giving similar information in detail for sub-divisions and for all districts, has since been prepared by the Director of Land Records, and is being also circulated.

12. *Patna Commissioner's Special Report under Section 9 of the Famine Code.*—Reverting to the narrative of the Patna Division, I am to state that the special report called for from the Commissioner under section 9 of the Code, as mentioned in paragraph 10 above, has now been received (Commissioner's No. 609G., dated the 11th November 1896), and is herewith submitted for the consideration of the Government of India.

The report has, in Sir Alexander Mackenzie's opinion, been prepared with much care and ability.

It will be noticed that the Commissioner traces an extraordinary similarity between the meteorological history of the present year and that of 1873–4 (paragraphs 94 and 95 of his report), and that while the esimated outturn of the crops is generally better now than in that year, Mr. Bourdillon adheres to his previous estimate of only a 4-anna rice crop for the whole division. There was a fairly good fall of rain, which saved the *rabi* crops in the months of December, January, and February 1874. If there should be similar showers in the coming year, which there is no reason to despair of, the outturn of food supply as a whole should be at least as good as it was in 1874, and will probably be better. But, as the Commissioner remarks, conclusions from the experience of the past are in this year liable to be vitiated by the predominating new factors already referred to in paragraph 7 above, and especially by the circumstance that whereas in former years of scarcity in Bihar, grain was available, and was largely imported from the North-Western Provinces, this year the North-Western Provinces require all that they can produce for their own consumption, and were till very recently importing largely from Bihar.

13. *Estimates of Area and Population affected in the Patna Division.*—The Commissioner estimates the total area and population of the area likely to be affected by distress respectively at 4,322 square miles and about 3,400,000 persons. He calculates that 5 per cent. of this population, or 170,000 persons, will require relief in the shape of employment on works, or gratuitously, during the next few months.

In the famine of 1873–4, 10 per cent. of the entire population of Bihar received relief for a period of nine months, and the numbers in receipt of direct relief at one time reached about two millions daily. Compared with these figures the Commissioner's present estimate* is extremely sanguine.

The Famine Commissioners, in page 26, Part I., of their Report, paragraph 75, take 15 per cent. of the entire population in the affected area as the maximum likely to be in receipt of relief in the worst months, and 7 to 8 per cent. of the population as the average number likely to require relief continuously, for a year, but Mr. Bourdillon† has only taken 5 per cent. of the urban population and of the tracts where the crops are particularly bad. Calculated on this basis, the numbers likely to require relief would, as above shown, be about 170,000. But it does not appear that the Famine Commissioners' estimates were intended to be thus restricted to per-centages on the particular areas in which crops are particularly bad, and the Lieutenant-Governor is disposed to think that Mr. Bourdillon's calculations in this respect cannot be relied upon.

The Commissioner also calculates that the numbers who may require relief will have to be supported for only a few months. According to all experience relief should be required from January at least till the rains break, or to the end of June, when credit

* Famine Commission's Report, Part I., page 26.

† Paragraph 48 of his Report.

may be expected to be restored and the people are assured of a coming harvest in August and September following.

14. *Estimates of Food Deficit in the Patna Division.*—Turning to the Commissioner's estimates of food supply, I am to observe that Mr. Bourdillon, taking the areas under food-crops and the average outturn per acre as given in the statistics furnished by the Department of Land Records and Agriculture, calculates:—

(*a*) the normal outturn of food crops in his division at 14,97,39,000 maunds of 82 lbs. each, and

(*b*) the outturn of the present year, assuming the *rabi* to be as good as in 1874 *i.e.*, an average crop in South and an 8 to 10-anna crop in North Bihar), at 6,64,45,000 maunds, or about $\frac{7}{16}$ths of the normal.

Assuming as Sir Antony MacDonnell does in his Report on "Food Supply and Famine Relief in Bihar and Bengal,"* that the rate of daily consumption per head is three-fourths of a seer, the total population of the division being 16 millions, the total requirements for local consumption for 12 months would be 108 million maunds against a total outturn of 66½ million maunds. Assuming also, as Sir Antony MacDonnell did, that the people always keep three months' supply in hand from previous years, equal to 27 million maunds, the figures will stand thus:—†

	Maunds.	
Requirements for 12 months' consumption	10,80,00,000	
(1.) Outturn of this year's crop	6,60,00,000	
(2.) Stocks from previous years	2,70,00,000	
Total	9,30,00,000	
Deficit	1,50,00,000	maunds, or 550,000 tons.

15. These figures would be alarming if they could be relied upon, but the Lieutenant-Governor hopes that the outturn of this year's crops and the amount of the stocks in hand are under-estimated. Even in 1873–74 the total imports by Government and private trade together to all distressed districts were not more a million tons, or 27 million maunds. The Lieutenant-Governor has already expressed the hope in my No. 1010T.R., dated 30th October,‡ to the Commissioner of Patna, that Mr. Bourdillon's estimates of the outturn of the rice crops are below the truth, and the above figures would seem to support that surmise; but if Mr. Bourdillon's figures are even approximately correct, the question where this enormous deficit is to come from becomes one of the gravest importance. This is the question which has caused, and is causing, Sir Alexander Mackenzie the most serious anxiety. There will be no difficulty in providing relief works, of which programmes are ready for every district, as required by section 5 of the Famine Code. It is a fortunate circumstance also that railways are already in the course of construction between (1) Moghulserai, Dehree and Gaya, and (2) Lakhisarai and Gapa, and that the railways§ which pass through the most distressed districts, have been aligned or proposed and may be undertaken at any time with the sanction of the Government of India. As already remarked, among the beneficent effects of the policy of liberal expenditure adopted in 1873–4 were these—that the people of Bihar became accustomed to come on to relief works, that they learnt to have confidence in the power and desire of the officers of Government to save them from starvation, and that these officers acquired experience of relief administration which will stand them in good stead in the present time. But on the other hand, among the drawbacks of that policy it may be feared that the people may have too much confidence in Government and rely too little on themselves, that they may on this account, and also because of the great improvement in communications and high prices, have allowed stocks to become depleted. If the year's outturn plus stocks in hand is not sufficient for local consumption, and if private trade does not step in in

* Page 8, paragraph 36, *et passim*. † Page 15, paragraph 64, of his Report.

‡ *See* page 44 of Sir Richard Temple's minute, dated 31st October 1874.

§ (1) Hajipur viâ Begumsarai to Katihar with branch to Khagaria (154 miles in the Muzaffarpur, Darbhanga and Monghyr Districts); (2) Segowli to Raksaul (17 miles, Champaran); (2) Sakri to Jainagar (27 miles, in Darbhanga); (4) Revilganj to Manjhi (7 miles, in Saran).

time to supply the deficit, there may at any time be a panic and a sudden rise of prices.

16. *Consideration of the Question—Will private Trade supply the Deficit?*—The question whether private trade will do all that is required is in reality the *crux* of the situation. As the Famine Commission* remarked, the action of Government itself prevented this question being brought to the test of experience in 1873–4, and no one can say with certainty what would have happened had private trade been left to itself. The Famine Commissioners themselves were of opinion that in consequence of the extension of railways no such measures of importation by Government as were adopted in 1873–4 would ever again be necessary, and should in no case be resorted to without the most complete proof of their necessity; but they added† that a resolution to rely on the ordinary operations of trade to meet the wants of the country unquestionably rests not only on the activity of traders, but also on the probability of the requisite supplies of food being forthcoming at the critical time. The question, they said, should therefore be asked whether there is sufficient ground for believing that the quantity of grain likely to be needed to meet the wants of such large areas as may be stricken with famine in a single year will be certainly forthcoming. In a subsequent paragraph, 159, of their Report they admitted that there may be cases in which Government interference is admissible, such as for the purpose of providing food required for payment of wages on relief works and distribution of gratuitous relief, stimulating trade where it is sluggish or fails to act, or grain-dealers combine and refuse to sell.

17. Sir Alexander Mackenzie agrees with the conclusions come to by the Famine Commission. His Honour gathers from the utterances of the Government of India that they expect that the requisite supply of food for India as a whole will be forthcoming through the operations of private trade; and in order to satisfy himself on this most important point as regards these provinces, he has caused inquiries to be made from local merchants and the Chamber of Commerce as to what is being actually done or intended to be done in the matter of private importation. Particular importance attaches to this question of importation from beyond sea, because the high prices in Eastern Bengal, and the indications of distress already existing in districts that were always considered free from risk of scarcity, show that little reliance can be placed on supplies from within the province.

18. *Importation of Wheat.*—His Honour is informed that three cargoes of Californian wheat aggregating about 14,500 tons, are on the way to Calcutta, but merchants generally are at present indisposed to import wheat largely from California, because of the uncertainty as to the demand in India, the high price for wheat prevailing throughout the world, doubts as to whether native dealers will purchase and have the grain, if imported, carried into the mufassal where it may be required, and generally because of the difficulties that attend on the diversion of trade from its ordinary channels, that is, from being an export to an import trade. They, moreover, believe that the stocks in Northern India and Bombay are sufficient for the requirements of local consumption. Cargoes of Californian wheat of 4,000 to 5,000 tons each can at present quotations be landed at Calcutta at Rs. 5 to Rs. 5-1 per maund. Offers for such cargoes to arrive in two months or more are not higher than Rs. 4-10 to Rs. 4-11, a fact which indicates that in the opinion of merchants, who ought to be the most competent judges in the matter, the price of wheat will not, in Calcutta, rise beyond Rs. 4-10 to Rs. 4-11 within the next two months. The importation of wheat is not, however, a question of so much importance to Bengal as it may be to other provinces.

19. *Importation of Rice.*—In Lower Bengal and Orissa rice is almost the sole article of food, and in Bihar rice, barley, maize, and millets (but not wheat) are principally consumed. It is fortunate that the rice crop is a good one in Burma. The quantity available for export in the present year is estimated to be 1,400,000 tons; of this about half would ordinarily be exported to Europe, but owing to high prices the demand for European countries is likely to be smaller than usual this year, so that the trade can be easily diverted to India. The rice crop is also reported to be good in Siam, Saigon, Java, and Shanghai, and the Lieutenant-Governor is informed that

* Page 148, paragraph 109, Part III. † Paragraph 155, Part I., of their Report.

arrangements are already under consideration by private traders for large importations from Burma to Calcutta. His Honour is informed that 500,000 tons of rice can be landed in Calcutta two or three months hence if found to be required. Rice can now, it is understood, be purchased at about Rs. 3–6 to Rs. 3–8 a maund to be delivered in Rangoon two months hence, but purchases for Calcutta are so far limited—a fact which indicates that it is not anticipated by merchants that prices in Calcutta will be more than Rs. 4 to Rs. 4–8 a maund at that time.

Opinion that Food Wants of Bengal can be met by Private Trade.—The Lieutenant-Governor therefore thinks that there is ground for confidence that the food wants of these provinces will be met by the importations of private trade, but it is necessary to repeat that, in view of the unparalleled highness of prices and of extent of the area over which there has been shortness of crops throughout India, the situation as regards the food-supply is not free, even in Bengal, from elements of doubt and anxiety.

20. *Divisions other than Patna.*—So far particular stress has been laid on the requirements of the Patna Division. For other divisions special reports under section 9 of the Code have not yet been received, and these divisions may be treated very briefly.

Orissa Division.—The worst next to Patna is Orissa. The Commissioner of that division in his latest report, dated the 5th of November, says that the outturn of the rice crop will be very poor, but he does not apprehend distress for a few months to come. It is not now possible to say what the extent of that distress may be.

Presidency Division.—It is reported that some relief will be required in three thanas in the Satkhira sub-division of the Khulna district, where the rice crop is said to be likely to be a total failure. The Commissioner has been requested to go on the spot and arrange for such measures of relief as may be necessary.

Bhagalpur Division.—The Commissioner of this division reports that prices are high, but that so far there are no signs of distress, though anxiety prevails.

Dacca, Rajshahi, and Chittagong Divisions.—No reports of approaching scarcity have been received from these divisions, but prices rule unprecedently high, and districts which ordinarily export are said to have begun to import. This would indicate a dangerous depletion of stocks.

Chota Nagpur Division.—The Commissioner has just reported that Hazaribagh is the only district that gives any cause for anxiety in the immediate future, but even there no expenditure by Government is required at present.

21. *General Remarks.*—Most of the subjects mentioned in section 15 of the Famine Code have been touched upon in the preceding paragraphs, and such information as is available at present has been furnished; it only remains to add that it is not possible at present to give anything like an approximate estimate of the probable expenditure that may be required, and that this Government does not anticipate that there will be any necessity to remit or suspend Government revenue. The numbers of persons employed on test relief works are given in Appendix A. to the Patna Commissioner's Report.* The Lieutenant-Governor has observed that a certain number of persons have been employed on daily wages irrespective of task, and has called the Commissioner's attention to section 64 of the Code. Whether the provincial staff will have to be increased cannot be now stated with any certainty. The Lieutenant-Governor is about to visit Bihar, and after consulting local officers, indigo planters, zamindars, and others, his Honour will be in a better position, as events develop, to report to the Government of India on this and other questions. The Bengal Distress Relief Committee, formed in Calcutta in 1888, have in hand a sum of Rs. 34,000 which is now available for charitable relief. Sir Alexander Mackenzie proposes to ask the Committee to place this amount at the disposal of the local officers of distressed districts at an early date, as soon as he is in a position to say where it is most required.

22. The Lieutenant-Governor, agreeing with the Collectors and Commissioner of the Patna Division, the Director of Land Records and the Board of Revenue, has not thought it necessary to suspend settlement or survey operations in Bihar, at any rate for the present. The survey programme has been altered to this extent only, that the survey party is to be employed in South Darbhanga and South Saran, where distress has never been very great, instead of in North Darbhanga, where scarcity and distress

* Not reprinted.

have always been most serious. It is reported by Captain Crichton that most of the field work will be completed by the end of March. If it should become necessary, the survey and settlement operations can then be suspended, and the officers engaged on these operations can be utilised on famine work.

I have, &c.,
M. FINUCANE,
Officiating Secretary to the Government of Bengal.

No. 609G., dated Bankipore, the 11th November 1896.

From J. A. BOURDILLON, Esq., Officiating Commissioner of the Patna Division, to the SECRETARY TO THE GOVERNMENT OF BENGAL, GENERAL DEPARTMENT.

IN continuation of my letter No. 579G. of the 23rd ultimo, I have now the honour to forward, under section 9 of the Famine Code, the following report which describes the state of affairs in the districts of the Patna Division on the 1st November 1896, and supplies the information required by the section quoted.

PART I.

Introduction.

2. After full consideration, I have decided that the time has come for declaring scarcity to be prevalent, and for submitting this report, because although there are so far no signs of distress among the mass of the population, yet grain is already at famine prices almost everywhere, and it follows that all those who have to purchase grain for their daily consumption must already be greatly straitened. I am also anxious to have all arrangements made in good time, and to place all the available information in the hands of the Government long before the actual onset of distress, which must certainly be felt in greater or less degree in the course of the next few months.

3. I propose first to set forth the condition of each district as reported by the district officer, with some remarks of my own, and then to review the whole situation, with such observations and recommendations as seem appropriate. The area and population in each case are taken from the latest census pamphlets. It is to be noted that the population figures are probably below the truth, as a period of nearly five years has elapsed since the census was taken, but there is a manifest convenience in using the figures of 1891, and I have adopted them throughout. The areas under each crop are taken from the forecasts published by the Director of Land Records, and the average outturn of each crop per acre has also been obtained from him; lastly the rainfall figures in Appendix B.* have been compiled from a memorandum supplied by the same officer. The terms *bhadoi*† and *kharif* used in the following paragraphs refer (*a*) to all the rainy season crops and (*b*) to the winter rice sometimes called *aghani*.

PART II.

Districts Reports.

4. PATNA.—[Area, 2,082 square miles; population, 1,772,509.] This district which lies wholly to the south of the Ganges, consists of four broadly marked tracts, viz.:—

(1.) The deara land along the Ganges.

(2.) A long and narrow strip of highland close to the bank of the Ganges, along which the East Indian Railway runs from east to west.

(3.) A large tract of low land to the south of the railway and the high strip just mentioned, which is annually subject to inundation.

(4.) The Bihar sub-division.

The first three areas are comprised in the Dinapore, Sadar, and Barh sub-divisions. Tracts Nos. 1 and 2 grow *bhadoi* crops in the rains and *rabi* in the winter; there is little rice. Tract No. 3 produces little rice or *bhadoi*, but usually grows a magnificent

* The Appendices and statements referred to in this paper have not been reprinted.

† *Bhadoi* is the Behar name for the early autumn crops reaped in September and October.

crop of *rabí*. The Bihar subdivision again is divided into the hills in the south and the low country to the north; the whole sub-division is intersected with streams, and the greater part is provided with a system of reservoirs (*ahars*), some of which are filled with rain water and natural drainage, while others are replenished by damming the rivers. An elaborate system of conduits (*pynes*) conveys the water from the rivers to the reservoirs, and again to the fields of the cultivators. Mention should also be made of the Sone Canal system, which runs for about 40 miles near the western border of the district, and irrigates in ordinary years about 40,000 acres of land, an area which has been increased during the present year to about 54,000 acres. The chief crop of the district is the *kharíf*, which in an ordinary year produces 43·43 per cent. of the total food crop, 36·01 per cent. being *rabí* and 20·55 per cent. *bhadoi*.

5. *Reasons for apprehending Scarcity.*—The rains in the present year have been both unseasonable and deficient. They broke late, *i.e.*, at the end of June, and were heavy (the June rainfall being 7·19 inches against a normal fall of 6·24 inches). More rain followed in the first half of July, viz., 8·97 inches against an average of 11·93 inches, and some little damage was done by floods. A prolonged drought succeeded, which lasted till the middle of August, during which month 10·05 inches fell against an average of 10·48. This fall saved the *bhadoi* and enabled the raiyats to transplant the rice seedlings, though the operation was later than usual and was not completed till well into September. A third downpour occurred in the middle of September, which was about half the average, viz., 3·70 inches against 7·04. Up to this time the deficiency from the 1st of April was 7·28 inches, and not much harm would have been done had seasonable rain followed in October, but as a matter of fact not a drop has fallen since the 18th September, instead of the usual allowance of 3·25 in October, and by the end of that month the deficiency amounted to 10·53 inches or 25·53 per cent, of the average.

6. The result is that the *bhadoi* has been a short crop of 10 annas, the rice is estimated at 9 annas, and fears are entertained for the *rabí*. There is nothing in these figures to suggest scarcity in the district as a whole, and if sufficient rain falls during the cold weather months, the outturn of the *rabí* may be better than the collector expects, although he reports that the area sown is a good deal below the average. In 1873–4 a rainfall of 1·99 inches in the first three months of the calendar year 1874 produced what was estimated at 16 annas, or a full average crop of *rabí*. The crop where sown is said to be germinating freely everywhere, much of the land has been irrigated before sowing, and many temporary wells are said to have been made.

7. But though the crop outturn is not very bad, the sudden rise of prices to famine rates introduces a grave element into the situation. A good deal of excitement was felt in the first week of October, and prices oscillated considerably, but exportation has ceased to a great extent, and prices have now steadied down. I give below the prices of food grains in Patna on the 31st October 1896 and the corresponding date last year.

—	1895.	1896.
Common rice	18½	9
Wheat	18½	8½
Barley	23	11
Gram	21	11
Arhar	20	11½

8. *Area and Population likely to be affected.*—Certain parts of the district, however, are worse than the average. These are—

(*a.*) The Islampur thana in the south-west of the Bihar sub-division (area 117 square miles, population 81,401).

(*b.*) The high strip of land along the north of the district, especially parts of the Barh sub-division.

The tract first mentioned contains a good deal of poor sandy soil. It stands high and has few wells; *bhadoi* is little grown; the rice has been a failure, amounting only to 4 annas, and the absence of rain greatly jeopardises the *rabí* crops. The second tract is also high; its *bhadoi* has been poor, and it depends chiefly on its *rabí*. Further particulars are not given; they will be supplied in a later report. On the

whole it may be said that a rural population of about 600,000 will be earliest affected by the failure of the crops besides the urban population of the district, since it is upon them that the stress of high prices falls most severely. Their number under Mr. O'Donnell's average of 6·5 per cent. on the whole population comes to 115,263. The total is 715,263, and this is the population which we may expect to be affected within the next few months, whatever the result of the *rabi* may be. But it is not to be supposed that the whole will require aid. It is stated in the Report of the Famine Commission, Part III, pages 106, 107, that in the famine of 1868–9 in the North-Western Provinces, the largest number that Government ever had to relieve was 13 per cent. of the population for a short time, and 3·9 per cent for a continuance, and that was only in one exceptional district; in the same report, Part I, page 35, it is stated that in Bengal in 1873–4 the highest number in receipt of direct relief at any one time was 20 per cent., and the average about 10 per cent. for nine months. Looking at these figures and remembering that distress is always less acute at first, it seems to me that an estimate of 5 per cent. on the total would be a liberal estimate of the numbers to be provided for during the next few months, partly by charitable relief and partly on relief works. The nett result is 35·763.

9. *Communications.*—As regards communications, the district is most favourably situated; the East Indian Railway runs through its northern thanas from end to end, the Patna-Gaya Railway intersects the Sadar sub-division from north to south, the Sone Canal skirts the whole of its western border, and the Ganges, with a large boat traffic, bounds it on the north. Besides all this, it is well supplied with roads, the mileage being 1,212 on the 31st March 1896. Islampur is connected with Gaya, and with Fatuha on the East Indian Railway (28 miles) by a first class district road. In the matter of cross-roads it is rather badly off, but every village in the thana, and indeed in the whole district, can be reached by pack-bullocks, which are numerous and largely used.

10. *Grain Stocks.*—In the matter of grain stocks no very definite information is available, but the collector reports that they are said to be ample; the *bhaoli** system prevails largely over the whole of the south of the district, and it is believed that some zamindars have considerable stocks, while every raiyat has something. Exportation is said to have ceased. This question will be more fully discussed in subsequent reports.

11. *Sources of Food Supply.*—The remarks in paragraph 8 above will show that grain can be imported by rail, road, canal, and river, and can be distributed by pack-bullocks everywhere. There are many large bazaars and marts, and Patna itself is a great grain emporium. Probably no district in the division offers so many facilities for private trade or is so well protected against exhaustion.

12. *Proposed Measures of Relief.*—So far the collector is of opinion that the necessity of relief works has not been proved. Early in October, when the sudden rise of prices caused by the assured failure of the hathiya rains, and the exportation of grain to the North-Western Provinces, caused a panic in the large towns, test relief works were opened at Patna and in various places in the north of the district, but these were not largely attended and were soon closed. The collector now proposes to open test works once more from the 16th instant at eight places in the north of the district, and also one at Islampur. These will afford employment to 1,676 persons for 90 days. If it is found that work is really needed, they will be promptly expanded and others started. Meanwhile the scheme of works submitted annually under Rule 5 of the Famine Code is being carefully revised, and work will be started as the need arises. The collector at my request is mapping out the whole district into relief circles, which will, however, not be manned till the proper time comes. Private committees for the relief of the indigent have been formed in Patna, and in all the chief centres in the north of the district, and loans have been offered to zamindars for the construction and repair of agricultural works, as well as to cultivators for temporary wells.

13. *Estimate of Expenditure.*—At this stage it seems absolutely impossible to form any definite estimate of what will be required, as so much depends on the outturn of the *rabi*, and the progress of prices. The District Board have, however, revised their budget, and have put a stop to all but unavoidable expenditure. By this means they have now available a sum of Rs. 25,000, including the estimated receipts up to the end of December, and a further sum of Rs. 25,000 will be available during the first three

* *Bhaoli* lands are those the rent of which is paid in kind by a division of the produce.

months of 1897. The collector's letter, however, is not quite clear on this point, and these figures will probably be modified. From the commencement of the financial year 1897–98, the District Board expect a large increase of revenue. An application is being separately made for an increase to the grant for advances under the Agricultural Loans Act, and the Land Improvement Act.

14. *Remissions or Suspension of Revenue.*—Nothing of the sort is required at present.

15. *Additional Establishment.*—None is at present needed, but the collector expects, if scarcity increases, that he will require three or four officers to take charge of circles, and some increase will be inevitable in the number of kanungos and ministerial officers.

16. *Conclusion.*—The condition of the district gives cause for no immediate anxiety. The first need here, as elsewhere, is a careful investigation of the state of towns and large villages, where the unusually high price of grain will first be felt by the non-agricultural population. I am drawing the special attention of the district officer to this matter.

17. GAYA.—[Area, 4,712 square miles; population, 2,138,343.] The district is very diverse in character; the north and west partake of the character of the Gangetic plain, while the south is hilly and jungly, and the Nawada sub-division on the east combines both these characteristics. The district is intersected with numerous streams flowing from the Chota Nagpur plateau, and these are largely used for the conservation of water in reservoirs, whence it is distributed by channels. This system prevails over nearly the whole district, except parts of Jahanabad and the northern areas of Aurangabad. The district is bounded on the west by the Sone River and the higher reaches of the Patna and Gaya Canal, which irrigates in ordinary years about 40,000 acres, and in the present year has irrigated as much as 53,000. The chief crop of the district, as might be expected, is the *kharíf*; for out of the whole food crop usually produced in an ordinary year 65·89 per cent. is rice, 24·47 per cent. is *rabí* and *bhadoi* is represented by only 9·66 per cent. of the total.

18. *Reasons for apprehending Scarcity.*—As in the case of Patna, the Collector of Gaya reports that though the crops are not bad on the whole, the high prices ruling in the bazaars justify him in saying that scarcity prevails in his district to some extent. Here as in Patna the rainfall was scanty, and ceased early. During April and May only 0·27 of an inch fell, against an average of 2·02. In June the rain was late and heavy, being 8·34 inches against an average of 5·63. Early in July another downpour followed of 10·44 inches, the total up to date being then only $\frac{8}{10}$ths of an inch below the average. A long drought succeeded, which was followed by 10·91 inches in August, against an average of 11·73, and after another long break, the middle of September gave another fall of 3·93 inches instead of 6·79. No rain has fallen since, and the deficiency to the end of October is 7·34 inches, or 17·8 per cent. These heavy falls alternating with long droughts did less harm in Gaya than they would have done elsewhere, for the water was carefully stored and used as required. Floods caused by heavy rain on the Chota Nagpur plateau did some damage in the Nawada sub-division at the end of September.

19. The result of these vagaries in the rainfall is an outturn which is estimated by the collector at 12 annas for the *bhadoi*, eight annas for the *kharíf*, and seven annas for the *rabí* crop. The whole outturn of the district in an ordinary year is estimated at 2,44,01,000 maunds, and the equivalent of the above proportions, if the usual area has been sown this year, is as follows:—*Bhadoi*, 17,88,000 maunds; *kharíf*, 81,22,000 maunds; and *rabí*, 44,79,000 maunds. The total is 1,43,89,000 maunds, which corresponds to 68·96 per cent. of an average crop.

20. These figures, as in Patna, give no cause for present anxiety, but that is unfortunately supplied, as indeed it is throughout the division, by the early rise of prices to famine rates. I give below the prices quoted at the Sadar station on the

	1895.	1896.
Common rice	14	8·4
Wheat	—	·8
Barley	—	·11
Makai	—	11·11
Gram	—	10·2
Arhar	—	10·4
Marua	—	13·4

31st October last, and the price of common rice on the corresponding date in 1895, which is the only grain mentioned in the return. Prices at the subdivisions are a trifle easier.

21. It is clear, as Mr. Savage observes, that "persons of the wage-earning class who receive their wages in money must find their means of livelihood seriously curtailed." To these I would add all persons on fixed incomes and all those who depend on charity; all those in fact catalogued in paragraph 109 of the Famine Commission Report, Part I. But here as elsewhere work in the fields is still plentiful, and as this is always paid chiefly in coarse grain, the daily labourer does not at present feel the high prices any more than the agriculturist who is living on his own stocks. There is no increase either in vagrancy or crime, and there are no signs of emaciation or distress anywhere.

22. *Area and Population likely to be affected.*—But while the above paragraphs supply a satisfactory report on the general condition of the district, there are spots where the people are not so well off, because the rainfall has been scanty and the system of reservoirs is incomplete, or the land too high, so that there has been a more or less complete failure of the *khartf* crop. Three such tracts are marked by the collector and are described as follows:—

(*a.*) The northern portion of the Jahanabad subdivision round the subdivisional head-quarters;

(*b.*) The portion of the Sherghatti thana which lies to the south of the Grand Trunk Road; and

(*c.*) A tract in the north-east of the Aurangabad subdivision between Aurangabad and Goh.

In the former of these tracts the area is about 100 square miles, and the population 65,000. The *kharif* crop here is placed at 2 annas only. In the second tract the area is much larger, being about 350 square miles, but it is hilly and is thinly populated, and the population is about 72,000. The crop here is expected to be about the same, *i.e.*, 2 annas. The third tract comprises an area of about 150 square miles with a population of 63,000, and here the rice is estimated at 5 annas. I also add the urban population, which at 6·5 per cent. of the whole population of the district comes to 139,291. The whole population to be first affected, therefore, comes to 339,291, and the area to 600 square miles. Taking 5 per cent. of the above total the number for whom some sort of relief may be necessary during the next few months is 16,645.

23. *Communications.*—The Gaya district itself is well supplied with communications. The Patna-Gaya Railway runs from Gaya to its northern boundary, about 40 miles; the Grand Trunk Road runs along through its southern thanas for about 70 miles; the Patna-Gaya Canal passes along its western boundary for about 40 miles; and the mileage of roads on the 31st March 1896 was as follows:—District roads, 849 miles; village roads, 554 miles; total, 1,403 miles. In the affected tracts also communication is ample. Through the Jahanabad area runs the Patna-Gaya Railway, and from Jahanabad itself unmetalled roads, passable at all times of the year, though heavy in the rains, radiate in all directions. To the Sherghatti tract there are two good roads from Gaya, and the Grand Trunk Road runs along its northern limit, but in the tract itself there is only one road which the collector proposes to raise as a relief work. To and through the Aurangabad tract runs a good unmetalled road fully bridged except at the big rivers, and from the centre of the tract (Rafigunge) radiate two fair-weather roads—one northward to Goh and the other westward to Okri. Means of communication are therefore ample and good till rain falls.

24. *Grain Stocks.*—The collector reports that every zamindar and every well-to-do raiyat has his *golah*. Exportation has stopped, and his information is that stocks are now everywhere held up partly for consumption and partly for sale when prices rise higher still. This was the experience of 1873–74, when in a year very similar to the present the stocks of the people enabled them to maintain themselves till the *rabi* was reaped, and again till the *bhadoi* harvest came in. A lakh and a half of maunds of grain were forced upon the Gaya officials, of whom I was one, but of this amount only 11,000 maunds were expended on relief in various forms, 50,000 maunds were sold, and the remainder was distributed to other districts, or returned to Patna.

25. *Sources of Food-Supply.*—Mr. Savage says that if a fair *rabi* crop is reaped the grain, together with that of the *kharif*, added to the stocks already in hand, will enable the district to support itself without special importation. The matter will be further

examined below. If importation has to be resorted to, it will no doubt be carried out by private enterprise along the lines of communication indicated above. Jahanabad, Sherghatti, and Rafigunge are all large villages with considerable grain marts.

26. *Proposed Measures of Relief.*—The collector reports that exhaustive inquiries in every part of the district have satisfied him that there is no demand whatever for relief works at present, and in this view I entirely concur. There is plenty of field work to be had, which will carry on the labouring population till the South Bihar Railway breaks ground along a line from Baroon to Gaya, which will pass through Rafigunge, and will supply work for 10,000 able-bodied men for at least six months. Should the necessity for other relief works arise, however, the collector has arranged to open as test works the various feeder roads to the railway, which will provide for the Rafigunge tract, and in the Sherghatti and Jahanabad tracts to start work on the Sherghatti-Imamgunge and Jahanabad-Dharawat roads, which will supply all the work that is needed. If, contrary to all expectations, distress deepens, other railway feeder roads will be opened, and the scheme submitted under section 5 of the Famine Code will be utilised. This programme seems to me to be fully sufficient. In anticipation of their being required at some future date, the collector has mapped out his district into 14 relief circles, each circle comprising a thana, but he has so far only appointed circle officers to the three circles in which distress may possibly occur; moreover, they are at present engaged on famine work in addition to their ordinary duties.

27. *Estimate of Expenditure.*—The Gaya District Board has as requested revised its budgets for 1896–7 and 1897–8. For the current year it has diverted Rs. 15,850 from various masonry works, and will also have at its disposal the estimated closing balance of Rs. 36,000, or Rs. 51,850 in all. For expenditure, if need be, in the early months of 1897–98 it has set aside Rs. 60,000, so that it has practically provided more than a lakh of rupees to meet the demands of the next eight or nine months. I consider the sum ample for the present at any rate.

28. *Conclusion.*—The condition of the Gaya district is the best in the division. The Nawada subdivision seems to be absolutely safe, and the doubtful areas in the other subdivisions are small and easily accessible. Here, as elsewhere, prices are already very high, and certain classes will feel the pinch this year much earlier than they have in former years of scarcity. As regards the agricultural population there is little to fear. The daily labourers will find employment on the South Bihar Railway, which runs right through the district, while it is almost certain the zamindars and the better class of cultivators will have sufficient stocks to carry them on till the *bhadoi* crop of 1897. The *bhaoli* system which prevails over so large a portion of the district directly tends to the hoarding of grain, and, in a year like the present, both landlord and tenant will reap large profits from the sale of surplus grain. For these reasons I have no fears for Gaya.

29. Shahabad.—[Area 4,375 square miles, population 2,063,927.] Like the district of Gaya the large district of Shahabad is divided into clearly defined tracts. In the south there is a large area of hill and forest thinly inhabited, while the central and northern portions of the district are fully cultivated, and carry a numerous population. On the north the district is bounded by the Ganges, and on the east by the Sone, while the Arrah Canal running along the bank of that river irrigates 475,000 acres with a perfect network of distributaries and village channels. Its operations cover the greater part of the Sasaram subdivision, all the south of the Buxar subdivision, and much of the Sadar subdivision, but only a small corner of the Bhabua subdivision is reached. The main crop of the district is the *rabi*; for out of the whole outturn of the district in ordinary years 48·11 per cent. is *rabi*, 44·27 per cent. is *kharif*, and only 7·60 per cent. *bhadoi*. Consequently the failure or success of the *bhadoi* is, comparatively speaking, a matter of little moment. The *kharif* is grown mostly in the neighbourhood of the canals and in the south of the district, while the Sadar subdivision, and the high land to the north along which the line of the East Indian Railway is carried, is chiefly devoted to *rabi*.

30. *Reasons for apprehending Scarcity.*—The rainfall in the Shahabad district was more deficient than in either Gaya or Patna, and was equally capricious, but the feature of the season was fair rain up till the end of August, and then a great deficiency in September. Here as in other Bihar districts the monsoon was very late; there was heavy rain early in July, then a long break till the middle of August, and a second lasting till the middle of September; but whereas up till the end of August the deficiency was only 7·09 inches, in September the rainfall was only 2·30 inches against

an average of 7·07. No rain has fallen since the middle of that month, and the total deficiency to the end of October is 10·30, which is equivalent to 25·84 per cent. of the normal fall. This explains at once why the estimated outturn of the crops is as low as the collector anticipates in spite of the efforts of the Sone Canal officers.

31. The crops resulting from these meteorological conditions are estimated by the collector as follows:—*Bhadío* 7½ annas, *kharíf* 3 annas, and *rabí* 11¼ annas. In 1873–4, with exactly similar conditions during August, September, and October, the *kharíf* was found to be only a 2-anna crop and the *bhadoí* 4 annas; but it is to be remembered that in that year the canals were not yet at work, and that damage was done by an abnormal fall of 16·79 inches in July. The whole outturn of the district in an ordinary year is 2,97,73,000 maunds, and the above estimates expressed in maunds and calculated on the areas cultivated, with the *rabí* estimate raised to 12 annas, work out as follows:—*Bhadoí* 9,29,000, *kharíf* 24,06,000, *rabí* 1,07,43,000, giving a total of 1,40,78,000 maunds as the produce of the district, which is equivalent to 47·28 per cent. of the produce of an ordinary year.

32. These figures, as has already been remarked in the case of Patna and Gaya, need cause no immediate anxiety for the district as a whole, but unhappily here as elsewhere famine prices have already appeared, and one part of the district is a good deal worse than the rest. As has been reported in a previous letter, prices rose very rapidly at the beginning of October, and a grain riot was apprehended. Exportation, which had been very considerable from Arrah and Buxar, was temporarily stopped at Arrah, but has since been carried on till it ceased from natural causes, and prices have now settled down. I give below, for convenience of reference, the prices of the principal food-grains at Arrah on the 1st November 1896 and on the corresponding day in 1895.

	1895.	1896.
Common rice	13	9
Wheat	13	8½
Gram	18	11
Barley	—	11
Makai	—	12
Marua	—	15

33. *Area and Population likely to be affected.*—The figures just quoted show clearly enough that the urban population and all those who have fixed incomes or are paid in cash must be greatly pinched. Following the calculation adopted in the case of other districts, I take the non-agricultural population likely to be affected to be 134,155. Besides these there is the population of the Bhabua subdivision, in which is the area referred to above as being in worse case than the rest of the district. The area of this tract is 1,301 square miles, and the population 344,902. The collector reports that the whole of them are affected, and I accept the statement in the sense that this area will first require relief works. Five per cent. of the sum of these two totals is 23,952.

34. *Communications.*—The Shahabad district is not so well off in this respect as the other two districts of South Bihar, but there is no great cause for complaint. The Ganges bounds it on the north, and the East Indian Railway runs along its northern boundary for 60 miles. The Arrah Canal leaving the Sone at Dehree runs up to Arrah (60 miles), while other large branches diverge to Buxar and elsewhere. Lastly, the Grand Trunk Road traverses it from south-east to north-west, and the whole district is well supplied with district board and village roads, the mileage of which reaches a total of 1,855 miles. One-third of the area of the Bhabua subdivision, which is the affected tract, is covered with hill and forest and very thinly populated; the remainder is well supplied with communications. Besides the Grand Trunk Road, which runs through the centre of it for about 30 miles, there are three metalled roads and 35 unmetalled roads. All these roads are passable until the rains set in, and some of them can be used even after that. Many of them will be raised and levelled as relief works during the current season if the need arises.

35. *Grain Stocks.*—As elsewhere the collector reports that grain-stocks are said to be abundant, and I have every reason to believe that he is right. Sales to brokers have stopped, and not only the dealers, but the zamindars and cultivators are said to be holding up their stocks for consumption or for sale at higher prices later in the

year. There is a considerable *bhaoli* area in this district on the south and west, and hence, as stated in paragraph 28 above, it is believed that the habit of hoarding grain is well established and largely followed.

36. *Sources of Food Supply.*—Should necessity arise, grain can be poured into the district by all the means of communication noted above, and into the Bhabua subdivision from Zamania on the East Indian Railway (30 miles), from Dehree on the canal, through Sasaram, up the Grand Trunk Road, and by many cross-country roads from local marts in the Sadar and Sasaram subdivisions where grain is cheaper and more plentiful. Meanwhile the collector has arranged with two important local grain dealers to open markets near the test relief works to be mentioned in the next paragraph. These markets are reported to be in full swing and will meet all the requirements of the case for the present.

37. *Proposed Measures of Relief.*—In paragraph 12 of my letter of the 23rd October I have already reported that test relief works were required in the south and east of the Bhabua subdivision. In accordance with my request the collector proceeded to the subdivisional head-quarters, and remained there till all arrangements were completed. The work, which consists of repairing, raising, and levelling existing unmetalled roads, has been commenced in five places, viz.:—

(1.) Bhabua to Jahanabad (7 miles east).
(2.) Bhabua to the Karamnasa river (20 miles west and north-west).
(3.) Durgauti to Hata (12 miles south) (Durgauti is on the Grand Trunk Road).
(4.) Mahania to Panjraon (17 miles north and north-west).
(5.) Bhagwanpur to Rajghat (12 miles south).

Work was commenced on the 21st October, and a return in Form 19 of the Famine Code is appended, showing the numbers employed and other particulars. The daily figures are given below:—

21st October	- -	13	27th October - - 1,159
22nd „	- -	57	28th „ - - 792
23rd „	- -	316	29th „ - - 1,478
24th „	- -	312	30th „ - - 1,289
25th „	- -	931	31st „ - - 766
26th „	- -	836	

On the first day only one work was opened; there were two open on the 22nd and 23rd, and after that date three were open. The work should not have remained open on the 25th, Sunday, and the sudden fall on the 28th and 31st requires explanation, which has been asked for. Mr. Egerton commenced by paying rates calculated under section 103 of the Famine Code, and the task set is that calculated by Mr. King (*vide* Appendix IV., page 80, of the Famine Code). A man and woman working together have to cut 100 cubic feet of earth with a 50-foot lead, the woman doing the carrying and a child assisting. The rate of wage in Government pice is man 6, woman 5, big child 3. This rate was based on a price-current of 11 seers to the rupee, but rice was selling at Bhabua on the 2nd instant at $7\frac{1}{2}$ seers. Mr. Egerton reported that this rate worked out to Rs. 2-4 per 1,000 cubic feet, whereas the district board rate is Re. 1-12 for piece-work, and the railway authorities were offering only Re. 1-8, which has since been raised to Re. 1-12. I accordingly telegraphed to him to reduce his rate and to introduce calculations under section 104, though it is to be observed that the rise in price has considerably reduced the value of the money wage. These changes have been carried out since the 1st November, and the district engineer, Mr. Edwards, who was on leave when the work was first opened, has returned, and proceeded to Bhabua. The labourers are reported to be in good case, but there are a good number of B. class men, as the annexed statement (Appendix A.) will show. Further particulars will be given in my next report; meanwhile the Lieutenant-Governor may rest assured that these relief works will in no case be allowed to compete with those of the Moghalserai-Gaya Railway.

38. This work, which will supply many thousands of labourers with employment all through the cold weather, forms a splendid natural relief work, and will be of the greatest assistance to the people in the Bhabua and Sasaram subdivisions. It runs from Khajura on the Karamnasa to Dehree on the Sone, following generally the line of the Grand Trunk Road. I have been in telegraphic communication with the collector and the resident engineer, and have arranged that without waiting for the usual formalities work is to be started in several places, where this can be done without objection. This has already been done, and I fully expect that all the professional and

able-bodied labourers will be drawn away from our test works and find employment on the railway.

39. The collector has increased the allotment of the subdivisional officer, Bhabua, for advances, and loans for wells are being freely given. A deputy collector and a Khas Mahal Tahsildar have been deputed to assist the subdivisional officer. Mr. Egerton has also applied for sanction to start some agricultural improvements in the Government estates in the Bhabua subdivision, and has placed Rs. 500 in the hands of the district superintendent of police for use under section 12 of the Code.

40. *Estimate of Expenditure.*—The collector finds that he cannot at present make any confident estimate of expenditure, and I agree with him. It is impossible at this moment to estimate even the numbers who will seek our relief works, as the effect of the opening of the railway work has yet to be noted. By revision of the district board budget Rs. 20,000 have been saved for the current year, besides the estimated closing balance of about the same sum. For the early months of 1897–8 the Board has provided Rs. 55,000 out of the civil works budget without touching the other heads. These sums seem quite sufficient for the present. The collector has addressed all the leading zamindars of the district on the subject of organising private charity and giving advances and remissions to their raiyats. No response has been receivedso far.

41. *Suspension of Government Revenue.*—This is not recommended at present, but, with my sanction, the collector has for the time being suspended the collection of rents from the raiyats in the Government estates in Bhabua, and has postponed all certificates except those which would be time-barred by the operation. These latter will be carefully looked into one by one.

42. *Additional Establishment.*—No confident estimate can be given, but the collector has been a good deal hampered by the transfer of two deputy collectors and a sub-deputy collector. If settlement operations in Bihar are suspended some of these should be posted to the district again; meanwhile the services of Mr. Ryan, assistant district superintendent, will be utilised in both the Sasaram and Bhabua subdivisions.

43. *Conclusion.*—With a good *rabi* crop Shahabad will do well enough. The Bhabua subdivision will require to be carefully watched, but I expect great things from the commencement of the Moghalserai-Gaya Railway.

44. SARAN.—[Area, 2,651 square miles; population, 2,466,065.] The Saran district is the most densely populated and the most closely cultivated district in the Patna Division. It contains practically no waste land, and is a fertile *doab* of rich alluvial soil washed on three sides by the Gogra, the Ganges, and the Gandak. It possesses a so-called system of canals, which are of little practical value, but its surface is pitted with innumerable wells, and it is cultivated by the most adroit agriculturists in the whole of Bihar. Unlike other districts which depend on one, or perhaps two, harvests, and stand or fall by them, the crops of Saran are almost equally divided among the three great harvests of the year, so that it is practically impossible for it to lose its whole crop. The area cultivated with food crops in an ordinary year is appropriated as follows:—*Bhadoi*, 37·5 per cent.; *kharif*, 25·5 per cent.; and *rabi*, 37·4 per cent.; while the normal outturn is thus divided:—*Bhadoi*, 31·5 per cent.; *kharif*, 30·11 per cent.; and *rabi*, 38·38 per cent.

45. *Reasons for apprehending Scarcity.*—The rainfall in Saran during the current year has been unusually short, the total, according to the published returns, being only 22·32 from 1st April to 1st November in place of a normal fall of 42·80. The rains commenced late in June, and from the first were insufficient, the monsoon current which came up from the east seeming to be exhausted before it reached Saran, and two long periods of drought in August and September occurred here also as elsewhere. In June the fall was 2·68 against 6·42; in July the fall was $3\frac{1}{2}$ inches short, and in August the deficiency was an inch and a half; but worse was to come, for in September only 1·28 inches fell against an average of 7·45, and none has fallen since the middle of that month. Thus the three asterisms of the *Hathiya*,* *Chitra*, and *Srivati*, which are the most important in the whole agricultural year, have passed without a drop of rain in this district. The total deficiency is equivalent to 47·85 of the normal fall.

46. A glance at the above figures will show that they must mean a considerable failure of the *bhadoi*, a great deficiency of the *kharif*, and very poor prospects for the *rabi*. Accordingly the collector's estimate for the two former is as follows:—*Bhadoi*, 6 annas, and *kharif*, 3 annas, while he hazards no speculation for the *rabi*, since so much

* These are the names of three fortnights in the months of September and October.

depends on the rainfall during the current month, and again in the first three months of 1897. In 1873-4 the total rainfall from 1st April to 1st November was half as much again as in the present year, viz., 32·02 inches; but the conditions in September and October were practically the same; if we may assume that the fate of the *rabí* will be the same as in that year, then we may expect an 8-anna crop. Taking this as my standpoint and expressing the result in maunds, the outturn will be as follows, viz.:—*Bhadoí*, 21,17,000; *kharíf*, 10,74,000; and *rabí*, 34,39,000; total, 66,30,000. In an ordinary year the figures are:—*Bhadoí*, 56,45,000; *kharíf*, 53,95,000; and *rabí*, 68,78,000; total, 1,79,18,000 maunds. The total outturn will therefore be only 37 per cent. of that in an average year.

47. These figures suggest a serious failure of the food supply of the district, but for reasons which I will explain below, they would give me little concern but for the fact that the situation is complicated by the extraordinary high price of grain. This has been caused here, as elsewhere, by exportation, the natural result of improved communications and of greater distress elsewhere. The figures given below show the price of the ordinary grains on the 1st November 1896 and the same date in 1895. Obviously here as elsewhere, all but those who are paid in grain, or who live on their own stocks, must be much pinched already; but the collector reports that all persons are unanimous in saying that no general inconvenience need be expected till after the beginning of December, since the *bhadoí* crop is still in hand, and there is ample employment available for cultivators and field labourers in the irrigation and preparation of lands for the *rabí* crop.

	1895.	1896.
Common rice	17·8	9
Makai	25·8	12
Marua	—	14
Wheat	—	8·8
Gram	—	11

48. *Area and Population likely to be affected.*—Bearing the above considerations in mind, the collector has reported that the whole district will be affected. Strictly speaking, this is true; but I do not think that it was the intention of the framers of the Famine Code that the expression should be taken so literally, and I prefer to confine the estimate of distress to the urban population and that of certain tracts where the crops have been particularly bad. These tracts are the thanas of Mirganj, Gopalganj, and Darauli, the gross area of which is 1,046 square miles and their population 860,670, but I cannot think that the whole of these thanas are in bad case, and, we shall, I think, be near the truth if we divide the figures by two. The urban population taken at 2·9 per cent., Mr. O'Donnell's ascertained ratio for North Bihar, comes to 71,515, and if we add this total to half that of the above-named thanas, we get a grand total of 501,850 persons who are likely to be the earliest affected. Five per cent. of this total gives 25,092 persons who may require relief during the next few months.

49. *Communications.*—Saran is amply supplied with means of communication. On three sides it has the great waterways of the Gogra, the Ganges, and the Gandak. The Bengal and North-Western Railway traverses it for 84 miles from south-east to north-west, and it possesses a more complete reticulation of roads than any other district in Bihar. There are 66 main roads with a total length of 976 miles (of which 118 are metalled), and besides this, 470 so-called village roads with a mileage of 1,705, many of which are of great importance. All these roads can be used with effect till the rain falls, and many of them can be used throughout the year. The tracts likely to be first affected are well supplied with roads, and pack-bullocks are numerous and good. The railway runs past the northern boundary of the Darauli thana, and from the important station of Siwan grain can be easily and rapidly transported to any part of Mirganj and Gopalganj.

50. *Grain Stocks.*—The collector of Saran is no more able to give a confident opinion on this point than his brother officers. He has ordered detailed inquiries to be made, and in the meantime reports that there are said to be sufficient quantities in hand for present needs. In this opinion I fully concur, and I would go further and say that I have no doubt that, however high prices may rise, Saran will always have grain for those who have the money to buy it.

51. My reasons for this belief are many. In the first place, the Saran raiyat is notoriously capable, and he may be trusted, before any man in Bihar, to keep by him what he considers a fair supply of grain. But even in ordinary years this supply is not nearly enough to feed the whole of the teeming population of Saran, and the result is that there is always a large importation of food grains. Thus it follows that the habit of importation is of old standing, and all that is necessary, provided that grain can be procured elsewhere at a remunerative price, is for the dealer to extend his operations; there is no question of establishing a new trade, and development is all that is required. Moreover, it is particularly noted in the accounts of the relief operations of 1873–4 that Saran was preserved by the extraordinary activity of its private trade. Lastly, it is probable that more money is poured into Saran than into any other district in the division. The average annual payments of the Opium Department are very large, as are the sums paid out in the cultivation and manufacture of indigo, while lastly the vast numbers of Saran emigrants remit and bring home sums of money, which those who are unacquainted with the district find it difficult to accept. In a memorandum which was published in the "Calcutta Gazette" of the 10th December 1890, I pointed out that the value of money orders paid in Saran from other districts, which were nearly all in small sums, and almost certainly family remittances, was nearly 10½ lakhs of rupees, and it is believed that each emigrant brings back twice as much as he sends home. In 1893–4, according to Mr. Slack, the collector, the amount so paid was Rs. 13,33,450, and in 1894–5 it was Rs. 16,42,900; a very moderate estimate would therefore place the amount annually sent and brought home by Saran emigrants at 30 lakhs of rupees every year.

52. *Sources of Food Supply.*—The district generally can be easily and effectively supplied by rail and river, and what has been said above in respect of communications will show that internal distribution is easy. These remarks apply to the affected tracts equally with the rest of the district. Revilganj on the Gogra, seven miles from Chapra, is a famous grain mart, and is now connected with the Bengal and North-Western Railway.

53. *Proposed Measures of Relief.*—Mr. Earle has gone very fully into this subject. After consulting the district board he has decided to open experimentally, under the Famine Code, a few small test works, which comprise the improvement of three roads in the Gopalganj subdivision and the construction of a new road in the Siwan subdivision, across the only part of the Darauli thana which is not yet completely supplied. It is not expected that the experiment will prove the necessity of opening regular relief works, but should this be so a second list has been prepared to which effect can be given at once. Another work proposed is the quarrying of *kankor* for a two or three years' supply; others of a less practical character it is unnecessary to mention. The authorised programme of relief works includes works under Public Works agency of which the cost is estimated at Rs. 80,722, but sanction to these has not been received; it would be well if this could be accorded without delay. Lastly, the authorities of the Bengal and North-Western Railway report that they are prepared to spend Rs. 30,000 on earthwork in the Saran district, partly in constructing the line from Revilganj to Manjhi (seven miles), and partly in petty works. In conclusion, as the Lieutenant-Governor is well aware, the Saran canals have been thrown open, and every effort is being made to send as much water down them as possible into one of the canals, viz., the River Dolia. Some water passed as early as the first week of this month.

54. No meetings for collecting subscriptions or organising charitable relief are spoken of, but there is no doubt that these will be called in due course. The late Maharaja of Hatwah expressed his intention of undertaking the assistance of the raiyats throughout his estates, and the Court of Wards will doubtless do what is needed.

55. *Estimate of Expenditure.*—Mr. Earle hesitates to offer any definite estimate of expenditure, as the magnitude of the crisis is still a matter of pure speculation; but the district board budget has been pruned down in accordance with the principles of the Famine Code and the instructions of Government, so as to provide an allotment of Rs. 78,000 in the current year, including the estimated closing balance, and arrangements have been made to make available Rs. 80,000 out of the budget of 1897–8 in the first few months of that year. The provision is ample for the present.

56. *Conclusion.*—For all the reasons stated above, I consider that Saran is in no real danger at present. The urban and non-agricultural population here, as everywhere,

will feel the pressure of high prices, and it is to them that attention must first be turned; but remembering the fact that the district grows three crops in something like equal proportion, that its agriculturists are resourceful and adroit above the general average, that the supply and distribution of food-grains in almost any quantity over its numerous roads is well understood, and lastly, that an unusually large number of emigrants has left the district this year at an unusually early date, so that not only will there be fewer mouths to feed but more money than usual to be sent home this year, I feel no anxiety for Saran, except in the improbable event of a total failure of the *rabí*.

57. CHAMPARAN—[Area, 3,531 square miles; population, 1,859,465.] The Champaran district is the westernmost of those north of the Ganges, and has all the characteristics of a sub-Himalayan tract. It is bounded on the west (with the exception of one outlying thana) by the River Gandak, on the north by the Nepal frontier, and on the south and east by the Muzaffarpur district. The eastern and southern portions are rich and fertile, but its northern and western thanas contain a large proportion of hill and jungle, and are thinly populated; the climate is humid, lakes and streams abound, and the normal rainfall (49·85 inches) is higher than that of any other district in the division. The chief crops of the district are the *bhadoí* and *kharíf*, and the *rabí* is of comparatively little importance. Out of the area cultivated in an ordinary year, 41 per cent. is devoted to *bhadoí*, 39 per cent. to *kharíf*, and 19·9 per cent. to *rabí*. In the matter of outturn these proportions are somewhat varied, for the *kharíf* stands at 43·92 per cent., *bhadoí* at 35·04 per cent., and *rabí* at 21·02.

58. *Reasons for apprehending Scarcity.*—The rainfall at Motihari, the head-quarters station of the district, was of much the same character as in other districts of the division. The monsoon commenced late (25th June), and was four inches below the average of that month. In July there was not much to complain of, but in August the deficiency was 2½ inches, and the total deficit up to that time was 9·47 inches. This was bad enough, but the September rainfall was even more disappointing. This district usually receives 9·30 inches of rain in September and 3·54 in October, total 12·84, but in the present year there fell only 2·35 inches in September, of which almost all fell in the first week. No rain at all fell in October. To this cause principally, and also to the long droughts from the middle of July to the middle of August, and again from the middle of August to the beginning of September, is to be attributed the bad outturn of the *bhadoí* and *kharíf* crops, and the poor prospects of the *rabí*. The total deficiency of the year is 19·96 inches, or 41·67 per cent. In this respect Champaran stands second only to Saran. The collector estimates the *bhadoí* at about eight and the *kharíf* at three annas, and has made no estimate of the *rabí* outturn yet, but the unusually early cessation of the rains, and the prevalence of west winds, give cause for serious apprehension. In the north of the district a good deal of irrigation is done from hill streams which are dammed for the purpose, but in the south of the district irrigation is not practised. Mr. Macpherson reports that *rabí* sowing can without disadvantage be postponed till the 20th November, if a good shower falls before that time. At present there are no signs of such an event, and the chances against it are very great.

59. In Statement D appended to this report, I have calculated that on the collector's first estimate of 8½ annas for the *bhadoí* and 3½ annas for the *kharíf*, the outturn of these crops in Champaran will be 36,66,000 maunds and 15,31,000 maunds, respectively, as against a normal outturn of 67,52,000 maunds of *bhadoí* and 84,63,000 maunds of *kharíf*. The totals are 51,97,000 and 1,52,15,000, which give an outturn of only 34·15 per cent. on the normal food-crop. If, as has been done elsewhere in the report, we assume that the *rabí* crop will be much what it was in 1874, viz., 8 annas, then the whole outturn will be 72,77,000 maunds against an average of 1,92,66,000, or only 37·48 of the ordinary outturn of the district.

60. Moreover, the collector reports that prices are high, as elsewhere, and that the non-agricultural population and those who are not paid in grain, or who have no stocks of their own, are already beginning to feel the effect of the rise. Mr. Macpherson reports that in Champaran the daily labourers are beginning to be in want. The failure of the rain means that the area sown with *rabí* will be contracted, and therefore the demand for field labour; in other districts the active irrigation which is going on makes up for this want, but, as has been stated above, over the greater part of Champaran irrigation is not in vogue, and the labourers have little or nothing to do. He also adds that two-thirds of the raiyati holdings in representative villages prove to be

less than three acres in extent, so that most of the cultivators are little better off than the daily labourers. The figures given below show the present actual price of the common food-grains at Motihari as compared with their average price in an ordinary year :—

—	1896.	Average.
Common rice	10	17
Wheat	9	13 7/8
Barley	12½	21 5/8
Maize	12½	24 5/8
Gram	12	18¾

Grain has been largely exported from the district of late, but this is believed to have ceased, as the holders of grain have now parted with their surplus stock. Prices will probably now remain steady or fluctuate but slowly. The subject will be mentioned again below.

61. *Area and Population likely to be affected.*—Obviously all parts of the district are not inconvenienced to the same extent, and the collector has been at great pains to work out in detail of areas the extent to which each is likely to be distressed ; and he has illustrated his report with a map which I will submit with next report. He has based his forecast on the supposition that no rain will fall before the end of the present month to help the *rabí*, and as there seems little hope of that, the scheme of his forecast may be accepted whatever may be said of the anticipated degrees of distress. There are two tracts in which in his opinion relief, whether in the form of work or gratuitous distribution, will be wanted at once. The first of these is a tract of about 430 square miles and a population of 75,850, lying in the north of the Bettiah subdivision, and comprising parts of the thanas of Bagaha and Hurdi or Shikarpur). The second is a smaller tract of about 36 square miles in area with a population of 22,400, and it lies to the south of the Sikrana river, about 10 miles to the north-east of Bettiah. The first tract is purely rice land, and both the *bhadoí* and the winter rice have been a failure, except where the latter has been irrigated from hill streams. The second tract grows all kinds of crops ; but the *bhadoí* was a 5-anna crop only, the *kharíf* has been a total failure, and there is no moisture for the *rabí*. In both these tracts Mr. Macpherson proposes to start test relief works forthwith. The rest of the district he has divided into areas in which he anticipates that relief will be required in three further stages, viz., in December, in February, and in April. In some parts relief will not be required at all. I give below a synopsis of his distribution of areas, including that in which relief is wanted at once. The difference between the total area and that mentioned in paragraph 57 above is said to be hill and jungle. He explains further that at the periods mentioned distress will not be acute among all the population in each case, and it would be perhaps fair to say that 10 per cent. is a reasonable percentage :—

Month in which Relief will be wanted. 1.	Area in Square Miles. 2.	Population. 3.
November 1896	467	177,506
December „	1,385	883,243
February 1897	436	261,665
April „	304	146,904
Not at all	641	390,157

62. This estimate I venture to think is somewhat too gloomy. As I understand Mr. Macpherson, he has based it on the assumption that the *rabí* will be a total failure, or nearly so ; but for reasons which have been explained elsewhere in this report, I consider that such an event is most unlikely, and I confidently anticipate rainfall and crops similar to those which were recorded in 1874. If I am right in my interpretation of Mr. Macpherson's meaning, he is working on the belief that (as shown in Appendix D. below) the crop outturn of the year will be that of the *bhadoí* and *kharíf* alone, viz., 51,97,000 maunds, while I anticipate that it will be 72,22,000, including an 8-anna crop of *rabí*. In other words, he has, I think, considerably over-estimated the

probable distress, for not only will the harvesting of the *rabi* employ large numbers in March, but the crop then reaped will feed many of those who, according to his present estimate, will come on our hands during February and April, and will take off many of the November and December folk. I purposely do not go into his calculations for the future, as they depend upon a contingency which I do not think likely to occur. At present we are immediately concerned with those who, in Mr. Macpherson's opinion, will come on our hands at once in November and December; these amount to 177,506 for nine months (till the end of August) and 883,243 for eight months. Add to these the urban population, which at 2·9 per cent. of the whole district population comes to 53,924. The total is 231,430 for November onwards and 1,114,673 from December onwards. Taking the proportion of 5 per cent. stated in paragraph 8 above, this will give us 12,571 for whom employment is required every day in the present month, and 55,733 in December. The average daily attendance on relief works in 1873 was 561 in November and 4,589 in December. Even if we double those figures to include those on charitable relief, the figures are much smaller than those now estimated.

63. *Communications.*—Champaran is not so well off in this respect as other districts in Bihar, though the Bengal and North-Western Railway runs for about 55 miles through the district from south-east to north-west. The road mileage is 1,359, but the roads are not all in good order. The district fund is a poor one, and most of the roads being unmetalled, they have in so dry a season become very much worn. The northernmost of the two tracts where distress is first anticipated is at a considerable distance from the railway, Ramnagar, the centre of the tract, being 28 miles from Bettiah. The western and north-eastern portions of this area are also decidedly badly off for roads. The other tract is close to Bettiah. However, until the rain falls carts and pack-bullocks can make their way all over both areas.

64. *Grain Stocks.*—Mr. Macpherson reports that it is extremely difficult to estimate the grain still held in the district, but he judges that the zamindars, banias, and larger cultivators have sufficient everywhere to keep them till the next *bhadoi* is harvested, while the petty cultivators and landless men have enough to keep them till a little beyond the date at which he believes distress will be declared in the various areas he has noted. But he reports that owing to heavy exports there cannot be much surplus. The figures below give the operations by rail, showing a net total export of 136,739 maunds.

Periods.	Exports.	Imports.
	Mds.	Mds.
From April to August 31st	95,379	4,937
September 1st to October 4th	19,399	2,382
October 5th to October 31st	30,277	997
Total	1,45,055	8,316

The collector also reports that during the last two months grain has been exported largely to Saran and Gorakhpur by road, but he has omitted to notice the imports from Nepal, which, from all I can learn, were large till they were stopped by order of the authorities. Mr. Macpherson reports that he has been recommending zamindars and planters to buy grain to supply the deficiencies of their tenants and labourers. If possible these purchases will be made elsewhere; but if this cannot be done at a cheaper rate, Mr. Macpherson argues that their purchase locally will prevent the grain from being exported. If there is still a margin, the argument is sound enough, but if all the surplus grain has already been exported, large local operations will have no effect but to raise prices.

65. *Sources of Food Supply.*—The railway and the River Gandak will enable food grain to be landed in the district from other parts of India and from abroad when they are once landed in Calcutta. Mr. Macpherson suggests that Calcutta merchants should be informed of the character and prospects of the crops in Bihar, and of its probable requirements. I believe that this question is now occupying the attention of Government.

66. *Proposed Measures of Relief.*—The programme of relief works prepared under section 5 of the Code provides for local agency works to employ 175,835 people for 90 days, and there are also works to be carried out by professional agency, to employ 4,434 persons for the same time. The total is 180,269 for three months. Mr.

Macpherson has given an elaborate abstract of these works thana by thana, which it is unnecessary to reproduce here. A proposal has been made also to the district board by Sir William Hudson to arrange for the construction of a line from Bairagnia on the extreme north-west corner of Muzaffarpur to Balthar and Bagaha in the Champaran district. The matter is being separately dealt with. If the scheme is santioned, the second length from Balthar to Bagaha would run through the south of the Ramnagar tract mentioned above, but the first length would run through a tract marked as quite safe; it would nevertheless probably attract large numbers of labourers from less favoured tracts. Further than this, Mr. Macpherson has a proposal that the silted-up channels which once formed a connexion between the Gandak river and the Dhanauti, should be re-excavated and some of the loops in the tortuous course of the latter cut through. This is largely a sanitary and an engineering question, and might perhaps be taken up under the Sanitary Drainage Act hereafter. At present it requires much further consideration before an opinion can be expressed upon it. Lastly Mr. Macpherson is busy with his district engineer in looking into the feasibility of introducing into Champaran the Gaya system of *ahars* and *pynes*.

In the sanctioned scheme, work on tanks all over the district is entered as capable of supplying work for 100,000 people for 90 days. Work will at once be started as an experiment on such of these as lie within the two affected areas.

67. *Estimate of Expenditure.*—The collector propounds some alternative calculations, but admits that at this moment they are purely hypothetical, and I do not reproduce them. For the present he has only been able to provide Rs. 50,000 in all; this seems insufficient if distress is so imminent as Mr. Macpherson believes, and I will address him again on the subject. He rightly says that large contributions cannot be expected from the zamindars of the district, as their funds will be fully occupied in protecting their own tenantry, but the Bettiah Raj may be expected to take its proper share in relieving distress, if not with cash, at any rate with grain and employment on works of improvement.

68. *Conclusion.*—Mr. Macpherson asks that the settlement operations may be suspended, and that the officers at present employed in them may be placed at his disposal for relief work. Orders on this subject will no doubt be passed by Government in due course. The collection of land revenue and cesses need not be suspended. This report though very thorough and careful, has been received so late that I have not had time to examine fully Mr. Macpherson's estimates of area and population affected, or to compare them with the figures of 1873-4. On the whole I think the collector's view is somewhat too gloomy, but the figures in paragraph 102 and in Appendices C. and D. show that Champaran has little to expect from its *rabi*, and that even with an 8-anna crop it will have much less than half its usual food-crop. An additional cause of concern is that the raiyats of the district, especially those of the north and west, are inert and wanting in energy and resource, so that they will do little to help themselves.

69. MUZAFFARPUR.—[Area, 3,005 square miles; population, 2,712,857.] The Muzaffarpur district is bounded on the south by the Ganges, on the north by the Nepal Terai, on the west partly by the Rivers Bagmati and Gandak, and partly by an imaginary line. On the east such a line is its only boundary. It is an alluvial tract of great fertility, particularly the southern subdivision of Hajipur; it is well watered, and possesses large expanses of swamp and jhil. The chief crop is the *kharif* owing to the great extent of rice cultivation in the Sitamarhi subdivision. Out of the total cultivated area 35·2 per cent. is devoted to *bhadoi*, 36·5 per cent. to *kharif*, and 28·1 per cent. to *rabi*. Of the outturn in an ordinary year the *kharif* represents 45·65 per cent., the *rabi* 30·21 per cent., and the *bhadoi* 24·11 per cent. In respect of the relative proportions of the crops it is not unlike Saran, but one of its weak points is that the rice cultivation is concentrated so much in one part of the district to the exclusion of other crops, that the loss of the *kharif* crop is a heavy calamity over a considerable tract of country, and there are no compensations there to fall back upon.

70. *Reasons for apprehending Scarcity.*—The rainfall of the present year was marked in Muzaffarpur by the same general characteristics as are found in the other districts of the division, but with some special incidents. Rain commenced here not so late as elsewhere, as there was a good fall of 2·09 inches in May. June gave 6·07 inches against a normal fall of 7·42, and this was followed early in July by a heavy fall of 13·61, which caused some floods and filled the swamps at an unusually early date, thus preventing the cultivation of much land from which a crop is usually obtained. Up to the end of July Muzaffarpur had a total fall which was only one-tenth of an inch below normal. This

heavy rain was followed by a long drought in August, and another in September, and the rainfall of those two months was only 12·41 inches against a normal fall of 19·07. No rain has fallen since the 18th of September, and by the end of October the deficiency amounted to 10·16 inches, leaving a rainfall of only 77·12 per cent. of the average. These facts imply damage to the *bhadoi* from floods, a short area of *bhadoi* and rice from the same cause, some loss of rice from the two periods of prolonged droughts, and very poor prospects of the *rabi*. The collector's estimate is only 5 annas for the *bhadoi* and 3 annas for the *kharif;* these figures seem to me to be unduly low, but I do not propose to alter them without further reference to him; this impression of mine is strengthened by the fact that in 1873–4, when meteorological conditions were almost exactly the same, except that rain was not so heavy in July, the outturn was estimated at 11⅛ annas for the *bhadoi* and 4⅝ for the *kharif*. Moreover, prices in this district are higher than elsewhere, and are much above the rates of last year, as the figures below (which are for Muzaffarpur) will show. For these reasons the collector reports that scarcity is present, and that unless the *rabi* is a good crop distress will probably grow in intensity till next rainy season. His report is confessedly incomplete, but he has been making arrangements for careful inquiries through the police, and when these are completed we may expect more exact information :—

	1895.	1896.
Common rice	15	8
Wheat	15	8
Barley	15	13
Makai	27	12
Gram	27	10
Marua	27	15

71. *Area and Population likely to be affected.*—Mr. Hare reports that if prospects do not improve the whole district will be affected, except perhaps the Hajipur subdivision with its *petite culture* and its well irrigation. Further than this he does not go, but promises fuller information in his next report. There can be no doubt, however, that whatever may happen to the centre and south of the district, Sitamarhi, with its predominant rice crop, must suffer, and I should be inclined without further delay to assume, as a first estimate, that half its area and population may be accepted as particularly affected, together with the urban population all over the district. The total population of the Sitamarhi subdivision is 924,396, of which the half is 462,198, and half the area is 507 square miles. If we accept the usual calculation for North Bihar and take 2·9 per cent. of the population of the district as its urban population, we get a non-agricultural total of 81,672, and a grand total of 543,870, who will be the first to be affected. Five per cent. of this sum is equivalent to 27,193 persons who may request relief during the next few months.

72. *Communications.*—The means of communication throughout the district are extremely good. From Muzaffarpur itself radiate lines of railway north-west to Motihari, south-east to Darbhanga, and south to Hajipur, while the Darbhanga-Bairagnia branch traverses the centre of the Sitamarhi subdivision. The road system is good and sufficient, especially in the Sadar and the Hajipur subdivisions, though some of the most important roads are unbridged at the great rivers. The total mileage of the district is 1,630. In Sitamarhi there need be no difficulty in procuring carts and pack-bullocks to carry grain off the main roads if need be. The Gandak could be utilised, if necessary, to bring supplies to the railway at Hajipur and to the marts along the southern boundary of the district.

73. *Grain Stocks.*—In regard to this question Mr. Hare admits his inability to give precise information, and the result of inquiries made from many planters and from the Secretary of the Bihar Indigo Planters' Association is a collection of the most discrepant estimates. It is admitted that the most experienced planters themselves can form no idea of the stocks in their own *dehats*. The estimates are too vague to be worth reproduction, but the general opinion is that some of the zamindars have large stocks and all but the daily labourers and the non-agricultural class have grain in reserve which will feed them for from two to six months. Detailed inquiries are being made through the police, but I am not sanguine as to the result either here or anywhere else.

74. *Sources of Food Supply.*—No special report need be submitted on the subject since with such excellent railway communication as the district enjoys the markets of the world are open to its inhabitants. The district imports annually between 7,00,000 and 8,00,000 maunds of food-grain from Nepal, but this has probably been stopped for the present, as in Darbhanga, although the collector does not refer to the matter.

75. *Proposed Measures of Relief.*—Mr. Hare reports that the schedule of famine works is being revised and added to; for the present, three experimental relief works are to be opened at once, and I have ascertained from Mr. Mills, Inspector of Local Works, who has just returned from the spot, that they are located on (1) the Sheohar Road (No. 45), (2) the Purihar Road (No. 54), (3) the Nanpur-Pipri Road (No. 20). The construction of the branch line from Hajipur through the Darbhanga district to Katihar will provide employment for thousands of able-bodied labourers in the south of the district, and labourers from relief works in other parts of the district will be drafted to it as opportunity offers. The collector has asked for a further large additional grant for advances under both the Land Improvement and Agriculturists Loans Act. This matter is being separately dealt with.

76. *Estimate of Expenditure.*—The district board budget is being revised, and it is reported that funds will be saved wherever possible. This should have been done some time ago, and I will see that no time is lost in arriving at some reasonably exact figures. Mr. Hare says generally that heavy expenditure will be required, and talks of 10 lakhs, but no details of the estimate are given.

77. *Miscellaneous.*—Two other points require to be noticed, though they are not referred to in the collector's report. The first is that at an extraordinary meeting of the Planters' Association held at Muzaffarpur on the 24th October, which was largely attended, a resolution was passed by which the members present determined to offer to Government their services and those of their assistants without remuneration for employment in relief work. It was also announced that a fund was being formed for purchasing grain for distribution or sale on easy terms to villagers. Orders were registered for the purchase of 37,500 maunds for factories in Saran, Champaran, and Muzaffarpur, and many other orders are expected. The matter has been reported to me demi-officially only, and I have in the same manner thanked the secretary and pointed out to him the paramount importance of making purchases from some distant mart so as not to disturb the local market; he is in communication with Chittagong and other places. No doubt when I can report the proceedings officially the public spirit of the planting community will be suitably acknowledged by Government. Another point of interest in the Sitamarhi subdivision is the very general damming of hill streams and rivers issuing from Nepal. A considerable area of land has been irrigated in this manner, and although there has been some quarrelling the operations on the whole have been conducted with amity and good feeling. The Inspector of Works, Bihar Division, on return from leave, proceeded at once to Sitamarhi with the new District Engineer in order to view the work, and if possible to evolve some schemes by which some permanency may be given to this irrigation. His report is awaited.

78. *Conclusion.*—It will be seen that the information available about Muzaffarpur is a good deal less than is the case with most other districts, and I hesitate to accept the collector's views. I think myself that more complete information will induce a modification of his present opinions, and I await the submission of his next report, which will doubtless be complete. If his prognostications are correct, the situation is serious.

79. DARBHANGA.—[Area, 3,335 square miles; population, 2,801,955.] The district of Darbhanga is in many respects the counterpart of that of Muzaffarpur. It is bounded on the south by the River Ganges and the Monghyr district, and on the north by the Nepal Terai. Numerous streams flow into the district from the Nepal hills, and south of the boundary stretches a broad belt of rice land, across the north of the Madhubani subdivision. The centre and south of the district partake of the general character of the districts north of the Ganges, but it contains a larger proportion of rice land than Muzaffarpur or Champaran. The main crop of the district is the *kharíf*. Out of the whole cultivated area it is calculated that in an ordinary year 49·6 per cent. is in *kharíf*, 27·2 per cent. in *bhadoi*, and only 22·9 in *rabi*. Turning to outturn, it is estimated that 57·71 per cent. of the whole is contributed by the *kharíf*, 21·05 per cent. by the *rabi*, and 21·23 per cent. by the *bhadoi*.

80. *Reasons for apprehending Scarcity.*—The rainfall in this district during the present year has been unsuitable, not so much on account of deficiency as on account of its capricious character and unseasonable advent. Up till the end of July the deficiency was only an inch and a quarter, but the district suffered from two long periods of drought in August and September, and much damage was thus caused to the rice. In August the rainfall was nearly up to the average, but in September it was 3 inches short, and no rain has fallen since the middle of that month, though a fall of about 3 inches is expected in October. The net result is a deficiency up to the end of October of about 17 per cent.

81. Weather such as that just described is necessarily fatal to a full crop either of *bhadoi* or *kharif*, and supplies very little hope for the *rabi*. Accordingly the collector estimates for the *bhadoi* an 8-anna crop, and for the *kharif* one of 5 annas. He has made no guess at all for the *rabi*. Accepting these figures as correct, the outturn in maunds will be *bhadoi* 2,605,000, *kharif* 4,219,000, and *rabi* 2,719,000, total 9,543,000, as against an ordinary total of 25,843,000 maunds, distributed as follows: *bhadoi* 5,485,000, *kharif* 14,906,000, and *rabi* 5,437,000. The result is therefore only 36·94 per cent. of the average.

82. These figures, however, are confessedly only a first guess, and Mr. Carlyle's report generally is wanting in fulness. The reasons are, first, that information he has called for has not all been supplied; and secondly, that he has been away from head-quarters a great deal during the last month, employed in making a personal examination of the whole district, which will in the end be well worth the time and trouble expended, as he will be able to check the reports of subordinates and to supplement them from personal knowledge. Mr. Carlyle also notices the high prices of grain, and points out that the price of the commonest rice in Darbhanga is now higher than 9 seers to the rupee, a rate not touched in 1874 till the month of March.

83. *Area and Population likely to be affected.*—The collector rightly reports that as time passes the whole of the district must be affected, more or less, by the high price of grain, and he thinks that the only exception will be the south of the Somastipur subdivision and a few oases elsewhere. For the present we may assume as liable to distress in the first instance, the urban population and half that of the Madhubani subdivision. At 2·9 of the district total, the urban population amounts to 81,256, while half the population of the Madhubani subdivision is 507,350. The grand total is 588,606, and the area of the subdivision 1,349 square miles. Five per cent. on this total gives 29,430 persons as those likely to require relief in the next few months.

84. *Communications.*—The communications in the Darbhanga district leave little to be desired. The Bengal and North-Western Railway runs into the centre of the district from Muzaffarpur in the north-west, and thence nearly due east towards Purnea, while another branch runs south to Dulsing Sarai and Mokameh. At present two portions of the district are rather remote from the railway, viz., the north of Madhubani and the south and east of the Sadar subdivision. The defect in both cases will soon be cured, however, as the Sakri-Madhubani line will bisect the Madhubani subdivision, while that from Hajipore to Katihar will run through the south of the Somastipur and Sadar subdivisions. Roads are numerous, the mileage being 2,331 on the 31st March 1896.

85. *Grain Stocks.*—Mr. Carlyle has no definite information, but he points out that according to local opinion some of the zamindars have immense stores of grain, and he adds that it is believed that this year these are larger than ever, because alarms of scarcity began early, and much has been held back which would otherwise have been sold.

86. *Sources of Supply.*—The railways, as in other districts, keep Darbhanga in touch with the wheat markets of the world. It has, moreover, in ordinary years a considerable import trade in food-grains with Nepal, the net imports, as the Divisional Administration Reports show, having been 374,000 maunds in 1894–5 and 387,000 in 1895–6. This exportation from Nepal has now been entirely stopped by the Nepalese authorities until further orders.

87. *Proposed Measures of Relief.*—Mr. Carlyle reports that so far he has started only one test relief work, viz., at Phulparas, in the extreme east of the Madhubani subdivision. No official report has been received so far of the result. As necessity arises,

the collector will open more test works in the Madhubani subdivision, but he does not expect to have relief works in full swing before February. The Sakri-Madhubani feeder line, which I believe has not yet been finally sanctioned, will provide employment for thousands of the professional labourer class for many months. I have addressed Government separately with a request that all preliminaries may be pushed on, so that earthwork may be started without delay.

88. Mr. Carlyle reports that so far he has given no advances for wells. He writes:—

"I have consulted a large number of gentlemen, European and Biharis, long resident in this district, and they are all agreed that advances for *kutcha* wells would be useless in this district owing to the nature of the soil, &c., nor can they recommend any other form of agricultural advances. Several months hence probably liberal advances will have to be given for seed for next year's sowings, but I do not propose at present to advance money, except where I am certain that it will be spent on some definite agricultural improvement, such as irrigation channels and tanks."

I have further discussed the matter personally with Mr. Carlyle, and agree that he is right.

89. A public meeting has been called for an early date in November to raise subscriptions and organise private relief. Raja Rameshwar Singh Bahadur was to preside.

90. *Estimate of Expenditure.*—The collector reports that at this stage he is quite unable to frame any estimate of expenditure. About Rs. 25,000 can be diverted from the sanctioned allotments under civil works, and there is also the estimated closing balance of Rs. 20,000, upon which the collector can draw. Next year about a lakh of rupees could be provided. For the present this may suffice, but it is hardly necessary to remind Government that Darbhanga is usually the first district in the division to require relief works, and that its resources are never equal to its expenditure on these occasions. In 1888–9, between January and October, the district board spent Rs. 94,849, and Government Rs. 1,17,344. In 1892 relief operations were commenced in May and ended in July; the total expenditure was Rs. 2,69,816, of which the district board contributed Rs. 69,816 from its own resources, and borrowed a lakh from Government, while Government contributed another lakh. For next year if relief has to be undertaken on a large scale, the collector will have to ask for an advance from Government, and also for the suspension of repayment of the loan made in 1892–3. All this, however, is a matter for future consideration.

91. *Conclusion.*—I have also to notice that I hear demi-officially that the Maharaja of Darbhanga desires to help his raiyats to the fullest extent. He is reported to be endeavouring to buy a lakh and a half of maunds of grain for distribution and sale at easy rates. I have warned the collector that such large operations as these must be conducted with special prudence lest they dislocate the local market and discourage private trade. Mr. Bell, the manager, has just returned to India, and is ready to give every assistance.

92. The evidence before me is not sufficient to enable me to form a definite opinion on the state of Darbhanga. At present much distress need not be apprehended; but, if the collector's estimates of the *bhadoi* and *kharif* crops are correct, severe scarcity must follow even if we get a fair *rabi* crop, because at the best of times the latter provides for the district only one-fifth of its food crop. The assistance and support of the Darbhanga Raj will be of great value.

Part III.

General Remarks.

93. Having now examined the condition of each district, chiefly upon the basis of the reports submitted by the collectors, I turn to make some observations on the state of affairs in the division as a whole, and upon certain points which are not touched upon in the preceding paragraphs. I follow in general the list of subjects mentioned in paragraph 9 of the Famine Code.

94. *Grounds for apprehending Scarcity.*—These have been set forth in detail in the account for each district, and need not be referred to again at any length. There has been all over the division a deficiency of rainfall, as shown below :—

District.	Deficiency.	Percentage on Normal.
1.	2.	3.
Patna	10·53	25·53
Gaya	7·34	17·80
Shahabad	10·30	25·84
Saran	20·48	47·85
Champaran	19·96	41·67
Muzaffarpur	10·16	22·87
Darbhanga	7·95	17·33

But as is well known, this does not necessarily give rise to scarcity, provided that the rain is well distributed. This year, however, that element of disaster also was forthcoming, and the characteristics of the rainy season of 1896 have been everywhere a late commencement of the monsoon in June, and heavy rain early in July; then followed two long periods of drought till the middle of August and the middle of September respectively, since which time no rain has fallen at all. The universal result has been damage to the *bhadoí* from floods first in some places, and afterwards from drought, a withering of the rice seedlings, and late transplantation, and then the dying out of much of the crop; for the *rabí* crop the preliminary moisture, which is so essential in September and October, has been entirely absent, and thus great fears are entertained for it also. In these circumstances, the estimates of the *bhadoí* and *kharíf* crops, framed by the district officers, are, as given below, expressed in annas of an ordinary average crop.

1896.	Bhadoí.	Kharíf.
1.	2.	3.
Patna	10	9
Gaya	12	8
Shahabad	7½	4
Saran	6	3
Champaran	8½	3½
Muzaffarpur	5	3
Durbhanga	8	5

Naturally, the mind turns to a comparison of these figures of rainfall and outturn with those recorded in 1873-4. In Appendix B. I have given figures comparing the rainfall month by month in every district, together with the normal fall. An extraordinary similarity is visible in the meteorological history of the two years in every district; but in spite of that the estimated outturn of the two crops, as given below, varies a good deal from that of the present year.

1873.	Bhadoí.	Kharíf.
1.	2.	3.
Patna	4	2
Gaya	8	6
Shahabad	4	2
Saran	$10\frac{2}{3}$	$1\frac{3}{5}$
Champaran	10	2
Muzaffarpur	$11\frac{4}{5}$	$4\frac{5}{6}$
Durbhanga	9	$2\frac{3}{4}$

It will be seen that, except in Saran and Muzaffarpur, the estimates of the present year are higher than those of the district officers in 1873, and if the estimates in both years are right, then the people have far better crops now than they had in 1873.

95. Moreover, it is fair to assume, I think, that the people are now in better case than they were at the previous period. The year 1873 was the last of a series of years which were marked by abnormal rainfall, and generally unusual weather. The year

1871 was an unusually wet year, the following year was unusually dry, while in 1873 the rainfall was deficient, almost beyond precedent. In spite of the unusual weather, fair crops were reaped, and it may be assumed that at the beginning of 1873 the condition of the people was not much below its usual standard. The distress of 1873–4 was entirely due to the failure of the rains of 1873, and chiefly to their deficiency during the three latter rainy months. In 1896 the situation is much better. The crops of 1893–4 and 1894–5 were excellent, the Commissioner reporting that the year 1894–5 had been "a decidedly prosperous one for agriculturists north of the Ganges, and a good average one for those in the south, except in Shahabad, where it was below the average." In 1895–6 agricultural affairs were not so prosperous, but on a review of the whole year, it appears that there was a crop estimated at two-thirds of the usual outturn. I infer, therefore, that, so far as we have gone, not only are the people in better condition than they were in 1873–4, but that the two crops, of which we have fairly certain knowledge, are better, except in Muzaffarpur and Saran. In Champaran they are about the same.

96. Before leaving this part of the subject, it is necessary to say a word or two as to the *rabí* crop, though any estimate of its outturn must for the present be purely speculative. We are justified, I think, in the expectation that as the weather of 1896–7 has so far been extremely similar to that of 1873–4, the parallel may be continued, and that for the remaining months of the year 1896–7 we may have the same rainfall that was recorded during the last five months of 1873–4 and similar harvests. If this prove to be so, there is further reason to take courage, for the crops reaped in the spring of 1874 afford the most convincing evidence of the vitality of the *rabí*. It is usually stated, and with perfect truth, that in order to obtain a good *rabí* crop heavy rain is essential in September and October, but the statement takes no account of the efforts to irrigate which are made in a bad year, nor of the extent to which lands usually too wet for *rabí* are sown at such a time. In 1873–4, after a great deficiency of the rains in September, and an entire absence of rain in October and November, the showers which fell in December, January, and February, and even in March, did so much to revive the crop that the recorded outturn in annas was:—

Patna	12
Gaya	16
Shahabad	16
Saran	7
Champaran	8
Muzaffarpur	10
Darbhanga	$8\frac{2}{3}$

A similar experience in 1896-7 will go far to rehabilitate the people. I shall return to the subject again below.

97. But though the estimated outturn of the *bhadoi* and *kharíf* crops is so much better this year than it was in 1873, prices are vastly higher, and it is on this account that pressure is already beginning to make itself felt. This question must be regarded from two points of view. So far as the general agricultural population is concerned, who form the great bulk of the inhabitants of the Patna Division, it is a commonplace to say that high prices do not necessarily imply distress. The fact has often been stated, and in particular I would draw attention to the statistics of the famine in Bijnour at page 247 of Mr. Geddes' "Administrative Experience of former Famines." What really brings general distress is the cessation of employment. The zamindar and the ordinary agriculturist have everywhere their own stores of grain, and, so long as work is available, the daily labourers and landless men are paid in kind sufficient for their daily food, and have little or no concern with the price of grain in the bazar. It should never be forgotten that thousands of these daily labourers are practically permanent servants of a particular master who takes care to feed and assist them. On this subject of employment Mr. Stevenson-Moore has supplied me with a note which I give as Appendix E., after adding a calendar of agricultural operations, Appendix F.

98. On the other hand, there is a considerable class whose income is not paid in grain, and who have to pay with cash for their daily food. This includes all persons with fixed incomes, many of the artisans, the majority of the dwellers in towns, and the great body of widows and other dependants, together with the beggars and the

very poor. It is upon these people that the stress of high prices first falls, and it is a feature of the present scarcity that this class will be inconvenienced at a much earlier period than is usual. At the same time it is to be remembered that their numbers are comparatively small; there must of necessity be many such who dwell in small villages of whom it is impossible to make any estimate, while on the other hand not all the people who live in towns will be immediately affected by the high price of grain. For the sake of convenience, however, I have assumed that the whole urban population of each district will be seriously straitened, and may require relief at an early date. They are estimated in Mr. O'Donnell's Census Report at 2·9 per cent. of the whole in North Bihar, and at 6·5 per cent. of the whole in South Bihar. The figures for each district have been mentioned in the district accounts. The especial attention of district officers will again be called to this matter, which is at the present time one of the first moment.

99. The next step after ascertaining how prices range and what is the estimated outturn of the different crops in each district is to ascertain what those figures represent when reduced to maunds of grain. I have prepared, in Appendices C. and D., two statements to which I would now invite attention. The first shows for each district the normal outturn, in an ordinary year, of each crop, and the ratio which such outturn bears to the total food-crop of the district. It is expressed in thousands of maunds. It is also accompanied by a chart which gives the same information in graphic form. The second statement shows side by side the normal outturn of each district, together with the estimated outturn this year.

100. The first statement in Appendix C. is full of information. It shows in the clearest manner how the different crops are in each district of widely different importance, and, read with the second statement, it shows why at the present moment there is much greater apprehension in some districts than others. In Patna, for instance, where the *bhadoi* and *kharíf* crops are equivalent to nearly 64 per cent. of the total, the *rabí* is of minor importance. In Gaya almost everything depends on the rice crop, and with its admirable irrigation system the district is nearly always safe. In Shahabad the *bhadoi* is of little consequence, and the *kharíf* and *rabí* are of about equal importance. This explains at once why the failure of the rice and the expected failure of the *rabí* make the outlook there so grave. Saran is most fortunately placed, as all its crops are of fairly equal value, and whatever happens it is pretty certain always to have one-third of its food-crop safe. In Champaran the *rabí* crop is of comparatively little value, and it is this consideration which lends additional gravity to the situation: two crops of the year have passed, one with half an average outturn and the other with only a fourth. Darbhanga is in somewhat similar case, but the outlook is worse, because its rice is most important and the *bhadoi* and *kharíf* have failed to a greater extent. In Muzaffarpur the proportions are much the same as in Patna, but it has not so much to expect from its *rabí*, and the failure of its *bhadoi* and *kharíf* has been much greater.

101. The next statement (D.) enables me to determine to what extent the crops up to date have in each district fallen short of the normal outturn, and to forecast what the total result may be. Taking first the *bhadoi* and *kharíf* crops, for which we have now a fairly substantial estimate, it will be seen that the outturn of those crops in a normal year and in the present season compare as follows (thousands of maunds being omitted):—

District.	Normal Outturn of Bhadoi and Kharíf.	Estimated Outturn of Bhadoi and Kharíf in 1896-7.	Deficiency.	Per-centage of Column 3 on Column 2.	Remarks.
1.	2.	3.	4.	5.	6.
Patna - - -	8,181	4,664	3,517	57·	
Gaya - - -	18,429	9,910	8,519	53·77	
Shahabad - - -	15,448	3,335	12,113	21·58	
Saran - - -	11,040	3,191	7,849	28·59	
Champaran - - -	15,215	5,197	10,018	34·57	
Muzaffarpur - -	13,794	3,182	10,612	23·06	
Darbhanga - -	20,391	6,824	13,567	33·46	

These figures again confirm what has been said above in regard to the relative position of the different districts. We know from the above statement what the per-centage of outturn is for the *bhadoi* and *kharíf* crops in each district, and we know what proportion to the whole food-crop of the district is borne by those crops in an ordinary year. From these two factors, it is easy to calculate what per-centage of their usual food-crop for the year each district has already secured, and what remains to be filled up by the *rabí* crop or by other means. The figures are—

Patna	42·86
Gaya	40·62
Shahabad	11·19
Saran	17·94
Champaran	27·29
Muzaffarpur	16·08
Darbhanga	26·41

They must be read with those which show the proportion of the *rabí* to the whole food-crop of the district, which are these: Patna 36·01, Gaya 24·47, Shahabad 48·11, Saran 38·38, Champaran 21·02, Muzaffarpur 30·21, Darbhanga 21·05. It is manifest once more that with an ordinary *rabí* crop Patna and Gaya are both safe. For Shahabad everything depends on its *rabí*. Saran, with a larger *rabí* crop to look forward to, is a good deal better off than Champaran, while Muzaffarpur and Darbhanga are both in an equally perilous position.

102. It will be interesting to carry this calculation a little further and to speculate what will be the result of the year's crop if, as suggested in paragraph 96 above, we take for granted that the *rabí* crop of 1874 will on the whole be repeated in 1897, and I take the *rabí* outturn as follows:—Patna, Gaya, and Shahabad 12 annas each, Saran, Champaran, and Darbhanga 8 annas each, and Muzaffarpur 10 annas. I assume that the normal area will be sown with *rabí*, because I set off against the land in which it has not been sown the empty rice lands in which winter crops will certainly be sown this year. The figures are given in columns 3, 5, &c. of the lower line in the statement shown as Appendix D. The result is as follows:—

District.	Normal Outturn.	Estimated Outturn in 1896–97.	Deficiency.	Per-centage of Column 3 on Column 2.	Remarks.
1.	2.	3.	4.	5.	6.
Patna	12,786	7,868	4,918	61·53	
Gaya	24,401	14,389	10,012	58·96	
Shahabad	29,773	14,078	15,695	47·28	
Saran	17,918	6,630	11,288	37·	
Champaran	19,266	7,222	12,044	37·48	
Muzaffarpur	19,767	6,915	12,852	34·98	
Darbhanga	25,828	9,543	16,285	36·94	
Total	149,739	66,445	83,094	—	

If the estimates suggested above are fulfilled, the outlook in all four northern districts will be gloomy, but at present we need not adopt them, and may await the development of events.

103. Before leaving this part of the subject, I desire to add that everywhere it is reported that *rahar* and sugarcane are doing remarkably well, and it is anticipated that opium will again be a good crop. Litle can be expected from indigo, but my information is that in much of the land which is not commanded by irrigation planters will sow maize and other food-crops, which will yield an early return, and give them time to prepare the ground for the sowings of 1898. Similar steps were taken in 1866 and 1874.

104. *The Area and Population likely to be affected.*—These have been given in detail in the examination of districts, but the following synopsis will be useful:—

District.	Area.	Population.		Total.
		Urban.	Agricultural.	
1.	2.	3.	4.	5.
Patna	250	115,263	600,000	715,263
Gaya	600	139,291	200,000	339,291
Shahabad	1,301	134,155	344,902	479,057
Saran	523	71,515	430,335	501,850
Champaran	467	53,924	177,506	231,430
Muzaffarpur	507	81,672	462,198	543,870
Darbhanga	674	81,256	507,350	588,606
	4,322	677,076	2,722,291	3,399,367

105. *Communications.*—Full details have been given under this head in treating of the different districts, but it is as well to bring into prominence the entire revolution which has been wrought in all the conditions of famine relief in this division by the immense development of communications since 1873–4. In that year there was only one railway in Bihar, the East Indian Railway, and it ran through two districts only, —Patna and Shahabad, the total length of rail in the division thus amounting to 147 miles only. At the present moment there is at least a line of rail in every district, and the mileage of open line is :—

Patna	115
Gaya	39
Shahabad	58
Saran	84
Champaran	52
Muzaffarpur	75
Darbhanga	166
Total	589

In 1873–4 the Sone Canals had not been opened; now they supply water communication for many miles. In the same year there were, I believe, no steam ferries in the division, and the cost of importing steamers from England was a large item in cost of the famine. Now there is a steam ferry at every railway crossing; many ferry farmers use steam, and the India General Steam Navigation Company has a bi-weekly service running up the Ganges, and steamers ply up and down both branches of the Sone Canals. Lastly in 1873–4 the number of roads were a mere fraction of what they are now, while the miles of road open on the 31st March 1896 were as follow:—Patna, 1,212; Gaya, 1,403; Shahabad, 1,855; Saran, 2,664; Champaran, 1,359; Muzaffarpur, 1,630, Darbhanga, 2,331—total, 12,454. These are changes which must immensely facilitate, and render vastly less expensive, the supply of grain and the execution of all operations connected with the relief of distress.

106. *Grain Stocks.*—On this subject I can speak with little certainty, for it will be seen from a perusal of what has been said above in dealing with the collector's reports that accurate information on the point does not exist, while mere opinions vary widely. I believe personally that there is everywhere at least a three months' supply, and that in many instances this is a low estimate. From all that I can learn the development of communications and the multiplication of railways has not induced the Bihari raiyat to encroach upon his food reserve or sell out his stocks; he is before all things cautious, prudent, and the slave of custom in all agricultural matters, and I am confident that as in 1874, when Sir A. P. Macdonnell wrote his report on food-grains in Bihar, so now his first care is to lay by enough for himself and his dependants, and that it is only the surplus with which he pays his rent, and which he sells to provide himself with homely luxuries. In a subsequent report I hope to be able to give more information and to examine also the consumption of each district in connexion with its imports and exports and its capacity for self-support.

107. *Sources of Food-supply.*—In a division so amply provided with means of communication the markets of the world are open to its demands, provided that communication with them is opened by steam from Calcutta. On this point more information is urgently needed, and any intelligence of a reassuring character, which could be published with the *imprimatur* of Government, would have the most beneficial effect, not only on the minds of the people, but also on the prices of grain.

108. *Proposed Measures of Relief.*—These have been fully described above district by district, and I need only summarise them here for convenience sake. Test relief works have actually been commenced only in Patna, Shahabad, and Darbhanga; but before the next report falls due, others will be started in all the remaining districts. It is the unanimous opinion of all persons that, so far, the population are in good case, and no emaciation or actual distress has yet appeared, and that there is still sufficient field work. Advances are being given freely everywhere except in Darbhanga, and almost all officers have asked for a large addition to their allotments. Considering the urgency of the case, I have taken the responsibility of allowing district officers to spend large additional sums in anticipation of formal sanction. Public meetings have been called in some districts, and it is time that they should be called everywhere in order to organise charitable relief.

109. It is a most providential circumstance that just at this time of stress new railway works should be opened in every district of the division except Patna, and even here the Gaya-Lakhiserai line will run so close to the eastern boundary of the Bihar sub-division that it will certainly attract labourers thence. These works will be of incalculable value in providing profitable employment for thousands of the labouring class for the next eight months.

110. Lastly, I think it would be most desirable if, in the present circumstances, the operations of the Survey Settlement Department could be interrupted for a year. These operations, for reasons which it is unnecessary to enumerate, are a heavy burden on the villagers, and in such a season as the present I should be glad to save them every pice that it is possible. In order to avoid breaking up the survey parties, they might perhaps be allowed to continue in selected localities.

111. *Estimate of Expenditure.*—The District Boards everywhere have been revising their budgets and allotting funds for relief works. The following is a synopsis of their operations:—

District.	Amount available in 1896-7.	Amount available in 1897-8.
1.	2.	3.
	Rs.	Rs.
Patna	25,000	25,000
Gaya	51,850	60,000
Shahabad	40,000	55,000
Saran	78,000	80,000
Champaran	25,000	25,000
Muzaffarpur	Not stated.	Not stated.
Darbhanga	45,000	1,00,000

These sums will suffice for the present, and will enable all district officers to make a beginning with relief. Nothing but experience can show what further sums will be required and what the limits of our operations will be.

112. *Conclusion.*—I have now to bring this long report to a close. After a careful consideration of all the circumstances of the case, I am convinced that for the present there is no occasion for panic. We are in all respects but two in a better position than we were in 1873–5. The people start with better years behind them, and the material prosperity of the division must have increased during the last quarter of a century; the *bhadoi* and *kharif* crops have been better than they were in 1873; our statistical information is much more full than it was in that year; and, lastly, our communications have developed to a marvellous extent. On the other hand, prices are extraordinarily high, and the scarcity extends over a far wider area, so that not only are our usual markets closed to us, but all markets are filled with competitors. Much depends on the result of the *rabi*. If we have a total failure, distress will be very severe; if we have a full crop, it will be moderate; but assuming that we have such

crops as were reaped in 1874, we shall win through, with difficulty certainly, but still I believe, without loss of life, and at a much less cost, provided that a steady supply of grain is available at rates which are not prohibitive. The note of the day is the opening of test relief works in the areas first to be affected, and the immediate organisation of charitable relief for the non-agricultural population.

NOTES of a CONFERENCE held at the COMMISSIONER'S CAMP, Sonepur, on 20th November 1896.

PRESENT:

Sir Alexander Mackenzie, K.C.S.I., Lieutenant-Governor of Bengal.
The Honourable Mr. C. C. Stevens, C.S.I., Member of Board of Revenue.
The Honourable Mr. M. Finucane, Revenue Secretary to the Government of Bengal.
The Honourable Mr. J. G. H. Glass, C.I.E., Public Works Secretary to the Government of Bengal.
J. A. Bourdillon, Esq., Commissioner of Patna.
C. A. Mills, Esq., Inspector of Local Works, Patna.
A. Izat, Esq., Bengal and North-Western Railway.
T. Inglis, Esq., Collector, Patna.
H. Savage, Esq., Collector, Gaya.
W. Egerton, Esq., Officiating Collector, Shahabad.
Rai Jai Prakash Lal Bahadur, C.I.E., Manager of Dumraon Raj.
R. W. Carlyle, Esq., Collector, Darbhanga.
H. Bell, Esq., Manager of Darbhanga Raj.
C. R. Hay-Webb, Esq., Manager of Muktapur Factory.
L. Hare, Esq., Collector, Muzaffarpur.
C. J. Stevenson-Moore, Esq., Settlement Officer.
C. L. S. Russell, Esq., Subdivisional Officer, Sitamarhi.
J. F. Gruning, Esq., Subdivisional Officer, Hajipur.
E. Macnaghten, Esq., Secretary to the Bihar Indigo Planters' Association.
D. J. Macpherson, Esq., Collector, Champaran.
J. H. Kerr, Esq., Assistant Settlement Officer.
E. T. Sealy, Esq., District Engineer.
Sir William B. Hudson, K.C.I.E., President of Bihar Indigo Planters' Association.
J. J. MacLeod, Esq., C.I.E., Lal Sarayah Factory.
J. R. Lowis, Esq., Manager of Bettiah Raj.
A. Earle, Esq., Collector, Saran.
F. F. Lyall, Esq., Subdivisional Officer, Siwan.
M. F. Gauntlett, Esq., Assistant Settlement Officer.
T. R. Filgate, Esq., Barhauli Factory.

His Honour the Lieutenant-Governor opened the proceedings by stating that his main object in coming to Bihar was to consult with the local officials and non-officials, to gather from them information as to agricultural prospects, the extent and intensity of distress, the measures which should be taken to relieve it, and the funds and agency necessary for carrying them out. He said that no doubt Mr. Bourdillon's very full report had been read by all present. He had not yet seen his second fortnightly report, but copies of this also would be circulated to all the local officials.

The only way to cope with a distress as grave as this was for all classes to co-operate. The great advantage of the situation in Bihar was that there was a large body of European non-officials, whose intimate knowledge of, and daily intercourse with, the people would now, as always, be of the greatest assistance to Government, and he was assured that they would be perfectly ready and willing, as they were able, to co-operate in every way.

There were two dangers they had to avoid, *firstly*, that of over-estimating the distress, thereby leading to extraordinary and extravagant expenditure, as in 1873–74, and, *secondly*, a tendency to over-confidence, generated, to some extent, by the knowledge of the previous over-estimation.

The tract south of the Ganges presented no features of grave anxiety at present. Gaya had always been regarded as a district fairly safe. Nothing like widespread distress need be apprehended there.

In Patna there was no danger of widespread scarcity, and in Shahabad only local distress need be apprehended, which could probably be dealt with by local agency.

The north of Darbhanga, Muzaffarpur, and Champaran, however, are purely rice tracts. In those parts there appeared to have been a general failure of crops, and considerable distress might be anticipated.

In the rest of the country north of the Ganges he understood that the *rabí* crop was germinating well, and the area under *rabí* larger than usual. In 1873–4, one of the most striking features was that the *rabí* crop, subsequent upon seasonable winter rains, turned out to be much larger than was expected, and if rain fell in December and January, the present *rabí* crop would be fairly safe.

He wanted everybody present to give him fully and freely from their local knowledge information as to existing facts, and advice how to meet the scarcity.

He proposed, therefore, to discuss the condition of the crops in each district, but he thought it would be sufficient if they confined their attention mainly to the districts north of the Ganges. He would begin with Darbhanga.

Darbhanga.

Mr. Carlyle, the collector, put forward a map in which the tracts likely to suffer severely at different times were separately marked. He anticipated that, of the whole district area, there would be acute distress in an area of 2,055 square miles, that distress would be felt in February and March in 650 square miles, that there would be a scarcity in 217 square miles, and that 414 square miles were practically safe.

He remarked that distress had not yet made itself felt to any extent, but that in some parts it was now imminent.

The worst parts of the district were the Madhubani sub-division and the central parts of the Darbhanga sub-division.

Mr. Bell stated that a large part of this area is a compact block, belonging to the Darbhanga Raj, and that he had received reports from the local officials as to the prospects of the crops in those villages. The preliminary reports, however, were chiefly collected by the patwaris, and he had found them to be unreliable, and he considered that, for interested reasons, the patwaris took too gloomy a view of the situation.

He was, however, now obtaining more accurate reports, which would be available shortly.

The collector stated that he had ridden about 600 miles in the distressed area.

In the Jhanjharpur Circle things were worse than in the Naraia Circle, and there was a line of bad villages along the north-east frontier.

He stated that he had opened test relief works in Phulparas, but that when the task was raised to that prescribed in the Famine Code, all the people left. He proposed, however, to re-open the works shortly.

Mr. Bell stated that the Rohika Circle round Madhubani might be divided into two parts. The villages along the banks of the Kamla were fairly good, there being a 12 annas *aghani** crop. The portion further west towards Kamtaul was very bad, the *aghani* crop having failed entirely. The area round Darbhanga was similarly bad.

The collector stated that besides the Darbhanga Raj the other large landholders in the distressed areas were Raja Rameswar Singh, the Madhubani Babus, and the Pachhi Mahanth. The first-named would be able to render considerable assistance in relieving his tenantry. The two latter were very impoverished, and nothing could be expected from them. The Madhubani Babu and the Pachhi Mahanth own the area north of Khajauli. Rai Ganga Parsad Bahadur had promised to provide for all his tenantry. The rest of the district belonged to petty maliks,† from whom no assistance could be expected.

The collector said that, as far as he had been able to gather, the *aghani* crop this year would be about the same as it was in 1873–74, but that the *bhadoi* crop had been slightly better. The southern portion of the district was much better.

Mr. Bell stated that, in his opinion, the crops at present in the ground had been under-estimated.

His Honour thought that this was very probable.

The collector estimated that the *aghani* crop throughout the district would be 5 annas.

In the northern distressed area there was very little *rabí*, and what had been sown had not germinated.

* Aghani = the winter crop, ripening in December.

† Maliks = landowners.

His Honour inquired whether, in the event of late winter rains, millets could not be sown.

The collector stated that the rain must come soon to be of any avail.

Relief Works.—Mr. Bell stated that the Maharaja was prepared to open small relief works where required, such as tanks, bundhs, and irrigation channels, but that, of course, he could not undertake big relief works.

His Honour remarked that he was greatly in favour of tanks, as labour on them was concentrated and easily supervised, and they were of permanent utility.

Mr. Bell said that later on, when big relief works were opened, all able-bodied men could be drafted on to them, keeping all the women and children for the local relief works.

His Honour inquired whether any schemes for large relief works had been prepared.

The collector stated that there had long been a project to construct a light line of railway from Sakri to Jainagar, on the Nepal frontier.

The Commissioner remarked that the Government of India had lately refused to sanction it pending further report.

His Honour remarked that railway construction was not generally considered to be a good form of relief work, as the cost of the earthwork formed such a small proportion of the total cost. But his own view was that if a line had been provided for in the railway programme for the immediate future, say the next ten years, which could be now utilised for relief work, he would be prepared to urge on the Government of India the desirability of sanctioning the immediate undertaking of the scheme. The earthwork, at least, could be taken in hand at once.

Mr. Glass remarked that this line was included in the extension scheme of the Bengal and North-Western Railway.

Sir William Hudson stated that the syndicate who proposed to build the line had had it surveyed some 10 years ago, and that he was prepared to find the money at once. The line is 28 miles long.

Mr. Glass estimated that the expenditure upon earthwork would be about Rs. 50,000.

Mr. Izat stated that the survey had been done by Mr. Montague, but that it might have to be a little revised, and the direction of the line altered a little. This was probably the reason why the Government of India had not yet sanctioned the scheme. The construction would be perfectly easy, as it ran along the line of the water-shed.

His Honour stated that, as a result of this conference, he would be prepared to make a further strong representation to Government for its immediate sanction.

Mr. Finucane enquired whether the Raj would be prepared to allow non-Raj raiyats to work on Raj relief works.

Mr. Bell stated that he had not yet considered the point. The collector remarked that, in practice, he would find it extremely difficult to prevent them from attending.

The collector stated that he had called a meeting on the 12th instant, and had appealed to all zamindars to render all assistance possible, thinking this preferable at present to procuring subscriptions. The District Board intended to open test relief works at Jainagar and Kamtaul shortly, and also those at Phulparas which had been closed. The District Board, however, is in financial difficulties, and he should have to ask Government to advance him the money. Meanwhile, he proposed to take in hand a lakh of rupees' worth of earthwork from next year's programme in anticipation of receipt of the grant.

His Honour asked what other relief works would be started. If there was as much distress as the collector anticipated, the light line proposed would not be sufficient.

The collector said that he proposed to excavate new tanks and clean out old ones on a large scale.

Mr. Bell remarked that if engineers could be obtained, the Raj would be prepared to start irrigation works from the Bagmati and Kamla rivers. He believed a regular scheme had been drawn up, but he could not find any trace of it.

Mr. Finucane remarked that it had been drawn up before he left Darbhanga, and had been filed in the Raj Office to be put up for orders at any future time of scarcity.

The collector stated that he proposed to put all existing roads in thoroughly good repair, and to raise the cart-likhs, where necessary, but he did not propose to make many new roads, as he was of opinion that there were enough already in the district. He also proposed to clean out old tanks, and, where there was a probability of a scarcity of water, to excavate new ones.

His Honour inquired whether these tanks could be used for irrigation.

The collector stated they could, but that they silted up very quickly. The water-level, too, was much lower than it was in Chapra. There was not much apprehension of scarcity of drinking water, but there might be of water for cattle. He had asked the zamindars to clean out all their wells.

His Honour inquired whether there would be any difficulty in obtaining land for tanks.

The collector replied that he apprehended none, as he thought the zamindars would always be willing to grant land for the purpose. If any raiyat came forward, as a few had already done, for permission to make a tank he would grant it and give him advances for the purpose. Up to the present, however, he had refused to make any advances under the Agriculturists Loans Act, as he thought the time for this would not come until April.

Gratuitous relief.—His Honour inquired what arrangements had been made for giving gratuitous relief.

The collector replied that there had been no applications for it yet. Actual distress had only just started. He had sent out seven men to verify the police reports as to scarcity, and had supplied them with money to meet cases where gratuitous relief was necessary. He had not yet, however, received their reports.

His Honour remarked that there was a balance of some Rs. 34,000 in the Bengal Relief Fund, and that he hoped to secure this for Bengal alone, in which case he would distribute it among the various districts for gratuitous relief. He pointed out that the distress which gratuitous relief was intended to meet always began in a very insidious manner, as the high-caste women were very loath to come forward to obtain it. The best method of obtaining information as to places where gratuitous relief was required was to make inquiries from local native gentlemen. The police reports on this subject were not to be trusted.

The collector stated that he only relied upon police reports to show where further inquiries should be made by other agency. He had sent out, among others, the Deputy Inspector of School and two Sub-Inspectors to make these further inquiries, and he proposed to send out the kanungoes* shortly.

Stocks.—His Honour inquired whether any estimate had been formed as to stocks.

The collector stated that he was obtaining information from indigo-planters and zamindars as to local stocks.

Mr. Bell stated that he thought it would be very difficult to get any reliable information upon this point. He had not been satisfied with the reports he had already received, and had asked his sub-managers to submit second reports from information obtained from their own personal observation.

The collector's impression was that stocks were very large, but that they were all in the hands of the well-to-do raiyats and zamindars. The poorer raiyats had not sufficient stocks to support them after February or March, and the labouring classes and very small raiyats had none even at present. Mr. Webb, of Muktapur, estimated that there were 200,000 maunds in his *dehat.* This information was probably reliable, as he had made inquiries in the large marts. The collector said that he had formed estimates on the lines laid down in Sir A. P. McDonnell's report, and he believed that an estimate prepared on such lines would be far more accurate than any figures based on local reports, though he would of course utilise these as a check upon the figures he arrived at in that estimate. The chief difficulty would be not in obtaining information as to the stocks in the hands of the banias, but as to those in the hands of the raiyats. Reliable information upon the latter point could only be obtained by house-to-house inquiry.

His Honour inquired whether the local zamindars were laying in stocks of grains.

Mr. Bell replied that he had bought 75,000 maunds locally, and the Maharaja had just telegraphed to him to make large purchases of *dhan.*

His Honour remarked that it was a pity to buy up the local stocks. He was informed there were 80,000 tons of old rice in Rangoon, and forward purchases of the new rice were being made to be delivered in January at about Rs. 3–8 per maund in Rangoon. Paddy would cost still less. It would be a good thing if people requiring grain would at once make arrangements to secure some of this stock through some Calcutta house.

Mr. Bell remarked that a Calcutta firm had already offered him American wheat at Rs. 5 per maund, delivered in Darbhanga.

* Kanungo is a Revenue official whose business is to supervise the village officers of his charge, and on whom devolve specific duties under the Famine Code in some province.

His Honour remarked that this was the finest Californian white wheat, which was extensively purchased in Calcutta for the manufacture of white bread. It was rather too expensive for ordinary use.

Mr. Bell stated that the same firm had also offered to import maize from England to be delivered in Calcutta within six weeks at Rs. 3–8 per maund, which would cost about Rs. 4–2, delivered in Darbhanga.

His Honour stated that it was much better to import rice and and paddy from Burma than to buy up district stocks. This information about Burma rice should be spread as widely as possible, especially among zamindars and mahajans.*

Mr. Bell remarked that he thought rice would go out of the district.

His Honour said that Mr. Izat had informed him that 200 waggons a day were now leaving the district, carrying 400 to 500 tons of grain a day. A fortnight ago, something like 1,000 tons a day were being exported.

The collector stated that both the imports and the exports of the district were very large. During the last fortnight the net excess of exports over imports was only 750 tons.

His Honour stated that the general opinion among the native merchants in Calcutta was that stocks were much lower than had been estimated. The President of the Native Chamber of Commerce had lately informed him that he considered the Government estimate of the present stock (12 lakhs of maunds), to be nearly twice as high as it ought to be. His Honour was surprised to hear this, as the Government estimate had been carefully made, and he had thought, when comparing it with the figures for 1873–4, that it was very low.

Communications.—As to facilities for communication, the collector stated that there was no place in the district more than 30 miles from a railway station, but that the trade from the north and centre of the district was an export one, and that it might take a little time to convert an export into an import trade. The same difficulty would not arise in Samastipur, as grain was always imported there. He did not see why private trade should not be able to supply the whole district with grain. He would appoint a bania at each work. He did not think that there would be any want of grain at any place in the district for the next two or three months.

His Honour asked whether he thought that there was any necessity at present for reducing railway rates as had already been done on the Eastern Bengal State Railway.

The collector replied that he did not think that it was advisable at present.

Mr. Bell remarked that he should not like to have the question shelved at present, as he was quite sure that if the rates had been found to be too high on the Eastern Bengal State Railway, it must be necessary to reduce them on the Bengal and North-Western Railway.

His Honour remarked that he only mentioned the matter at present. It would be kept in reserve.

Mr. Izat stated that he had asked the East Indian Railway to give the Bengal and North-Western Railway the same concessions regarding rates as had already been granted to the Oudh and Rohilkund Railway. The rates on the Bengal and North-Western Railway were 50 per cent. lower than those on the Eastern Bengal State Railway, and considerably lower than those on the East Indian Railway. He had no doubt that this concession would be granted, and the merchants had told him that, in that case, there would be large importations of pulse, rice, and peas.

Fodder.—With regard to fodder the collector stated that there was no difficulty at present, as the cattle were grazing upon the paddy which had failed.

General.—His Honour said that he wished that Mr. Bourdillon would extend the system that he had formerly introduced into Saran of obtaining weekly information by means of post-cards from all classes as regards rainfall, prices, stocks and general condition of crops.

Mr. Bell remarked that he had already given Rs. 1,000 to each circle officer to distribute in charity. He was afraid that the old and infirm who had formerly been dependent upon their fellow-castemen for support, would be the first to suffer.

His Honour said that he feared there would be much distress among the lower middle classes which it would be difficult to meet.

The collector stated that, calculating upon the figures of 1873–4, he estimated that there would be an average of 200,000 people upon relief works from February to October.

* Money lenders and grain sellers.

MUZAFFARPUR.

Mr. Hare, the collector, produced a map showing the areas of Muzaffarpur district which are considered liable to famine, and explained that all the tracts shown in this map were affected, but not quite in the same relative degrees as shown in the map. The worst tracts are the Sitamarhi subdivision, the Katra thana, and the north part of the Sadar thana. But Paru, Lalgunge, and the north of Mahuwa thanas are also seriously affected. The estimated outturn of the *bhadoi* and *aghani* crops in each thana is given in his last fortnightly report. Subsequent information led him to make a slightly more favourable estimate of the outturn of *aghani* crops in Paru and Katra thanas.

Mr. Russell, who had recently been all over the Sitamarhi subdivision, explained his views of the outturn of the *bhadoi* and *aghani* in connexion with a special map of that subdivision, prepared in the Settlement Office from information received from the Settlement camps. He was of opinion that the bad area, as shown in the map, should be somewhat extended, and held to his former report that six annas *bhadoi* and three annas *aghani* represented the outturn for the subdivision.

His Honour, after hearing Mr. Bell's remarks about the reports of Darbhanga villages at Parihar, about which a European manager had recently reported more favourably than the patwaris generally had previously reported, was of opinion that the *aghani* crop had been in all probability under-estimated.

Works.—The collector put before His Honour the Lieutenant-Governor the district board schedule of relief works prepared under the Famine Code. This schedule hardly provided for the probable requirements, especially in the Katra thana. But it indicated a large amount of work which could be undertaken.

Large Works.—With regard to large works, a scheme had been mooted for an irrigation canal to carry the water of the Bagmati all along the north of the district, and to use the smaller streams, which carry very little water in a year like the present, as distributary channels. Most of these streams have numerous *bahars* or cuts for carrying the water from the streams to the fields. This scheme, however, was not ready, and would have to be carefully planned and considered. It might be that the Bagmati did not carry enough water in a dry season to feed so large a system.

There was a smaller irrigation scheme to tap the Bagmati river and to carry some of its water only as far as the Lakhandai river. This would irrigate about 100 square miles. It was impossible to "bund" the Bagmati river, but a cut had already been made to let the water into the canals. This would be of great advantage for the irrigation of the *rabi* crops. This could not, however, be used as a relief work, as it would be necessary to press on with the work as quickly as possible by means of skilled labourers, who would earn full wages, and not according to the relief rate. The larger scheme would, if approved, require a great deal of excavation, and would afford much relief work. If carried out, it would be necessary to have control over the "bunds" made in the distributary rivers.

His Honour stated that the Embankment Act would give all the control necessary. If this work were undertaken, men could be drafted from the smaller relief works on to this larger scheme.

Railway Works.—With regard to the new railway from Hajipur to Begum Serai, Mr. Izat remarked that there was delay in getting the land.

The collector stated that he could give the land over to the railway officials at once, but that the land had been very badly surveyed, and the plans given to him did not agree with the lands marked out. Men could be drafted to the earthworks there, but he did not yet know if it was to be done on contract rates or not. If the former, it was not a relief work.

Mr. Izat stated that he had laid down 145 miles of railway in the Deccan entirely by relief labour, which was sent to him in drafts by the collector of the district. It afforded relief to 50,000 men. It was all done by petty contracts with each gang. He was quite willing to work on that scheme here.

The collector stated that he could do a great deal of relief by the excavation and cleaning out of tanks, especially in the north of the district, where they could be used for irrigation, and the able-bodied persons could be collected on these works and drafted off to the railway works.

Mr. Izat stated that the people on his relief work in the Deccan were allowed to form their own gangs, which they did usually by families. They brought their

women with them. They were paid at the ordinary rates, about Rs. 1–8 per 1,000 cubic feet, but varying according to the height of the bank. This worked out that each family earned from 2½ annas to 4 annas a day, which was little, if at all, above the famine rates.

The collector stated that he had already opened test relief works, but that so far very few people had stayed on at them, because they were not allowed to work as long as they liked, and so earn as much as they otherwise would be able to do.

Sir William Hudson remarked that his experience was that Nunias would earn about 2½ annas a day, but that high caste men could not earn so much as 1 anna.

Mr. Izat remarked that he had at first met with the same difficulty in the Deccan, but that they quickly got into the work, and that at the end of a fortnight their hands were as hard as those of the ordinary labourers.

Funds.—The collector remarked that there was no immediate difficulty about funds. The District Board had a cash balance of about Rs. 80,000, and about Rs. 60,000 could be appropriated from works shown in the budget of the present year, and Rs. 85,000 could be anticipated, if necessary, from the budget of 1897–8 if the Board were allowed to overdraw.

His Honour said that Mr. Bourdillon should inform him, as soon as possible, how much help each district would want, so that he could make the necessary arrangements.

Trade.—With regard to trade the collector remarked that it was very brisk, and he thought it would meet the requirements. No place in the district is much more than 20 miles from a railway station. The trade, however, in the Sitamarhi distressed tracts was ordinarily in the wrong direction, viz., outwards instead of inwards.

Mr. Izat corroborated the remark about trade activity, and said that rice was going out from Darbhanga and Bajpatti to the extent of 100 waggons a day. This was mostly Nepal rice, however, and as the export of it had been stopped lately, no doubt this traffic would diminish. The collector stated that the prohibition had not stopped the export entirely, as rice was still coming over the frontier in every direction on the heads of coolies, and put into carts in waiting on this side of the frontier.

The collectors of Champaran and Darbhanga confirmed this statement.

Food Stocks.—The collector also stated that he had made an estimate of the food stocks on the lines laid down in Sir A. P. MacDonnell's report, which tended to show that in an ordinary year the exports of food stocks of the district were only slightly larger than the imports, so that this year there would be a heavy deficiency which would have to be met by importation.

Mr. Macnaghten stated that he had consulted almost all the planters, and the general opinion was that the conditions now are about the same as they were in 1873–4. The *rabí* is very fair now, and with winter rain will be as good as, if not better than, the crop in 1873–4. The *bhadoi*, however, had been somewhat worse.

Champaran.

Mr. Macpherson, the collector, produced a scarcity map prepared on the same lines as in other districts, but explained that the conditions of individual villages varied very much within each tract. The tracts where at present scarcity is most felt were, an area of about 430 square miles in the thanas of Shikarpur, Ramnagar, and Bagaha, and smaller tracts towards Govindganj and east of Madhuban. Test works had already been started in all these tracts, but only one, namely, the excavation of tanks in the Ramnagar outpost, had been opened sufficiently long to enable an opinion to be formed upon it; but so far everything went to show the existence of distress requiring relief. The wage given is based on a grain-equivalent as laid down in section 104 of the Famine Code. The collector thought that in the distressed tracts the poorer cultivators had only sufficient grain to carry them on to the end of the current month, while the labourers were already in need of special employment, and the richer raiyats had no large stocks. His inquiries into stocks, however, were not yet complete. At the commencement of the operations the banias had been supplying grain at 11 seers per rupee, but now the price had contracted to 9 seers.

The collector mentioned that the exports by rail had been very heavy, but that there had been a decided check during the last ten days. This export accounted for the rise in price mentioned above.

In estimating the condition of tracts, the collector had been mainly guided by the character of the current year's *bhadoi* and *aghani* crops, as last year's surplus had been almost all exported. He had considered the condition of the poorer rather than of the

richer classes. In the distressed tracts the outturn of the *bhadoi* crops had been two annas, and that of the *aghani* crops would be nil, except where irrigation had taken place.

Fodder.—There was ample fodder at present, and later on the cattle will be sent into the hills to graze. Sir William Hudson handed in figures showing that 46 per cent. of the population in an area of 35 square miles east of Seeraha in Madhuban thana had no stocks left, although they had had a fair *bhadoi*. This was the result of their having parted with their stocks while the winter rice crop was still promising. Within the tract there were 6,417 cultivators and about 3,500 labourers. The banias had only 20,000 maunds of grain in stock. The labourers had no work except that to be obtained in the factory where 1,300 persons a day were employed.

The collector stated that the district engineer had just opened test relief works in the distressed tracts east of Seeraha.

The collector stated that the district was chiefly owned by large zamindars, the Maharani of Bettiah being the most important. The villages of the Bettiah Raj are all over the district, except in the extreme north of Bettiah, which is owned by the Ramnagar Raj.

Mr. Lowis said that the Raj would be ready to spend much money upon relief works if it were allowed to take a loan from Government for the purpose.

The collector stated that the Ramnagar Raj, which owned the greater portion of the worst area in the north of Bettiah, was completely impoverished, and no help could be expected from it. The Madhuban Babu had expressed his readiness to provide relief. Much could not be expected from the Sheobar Raj, which owns a considerable number of villages in the south-east of the district. The Tikari and Hathwa Raj areas were very small.

Sir William Hudson expressed his belief that landlords would readily come to the assistance of their tenants, if any advances made by them to keep their raiyats alive in the present emergency were by law given a precedence similar to rent over all other encumbrances on their holdings; but otherwise no landlord would venture to give advances, as he could never hope to recover them, nine-tenths of the holdings being already mortgaged to mahajans.

The collector stated that he expected the distress would be worse than it was in 1873–4, because there was no stock to go on with; there was not more than four annas of *rabi* in the ground, and much of this would come to nothing unless rain fell shortly, as little irrigation from wells was carried on in the district.

Sir William Hudson stated that the present outlook in Champaran was much the same as in 1866, and distinctly worse than in 1873–4, and Mr. MacLeod agreed in this opinion. Sir William Hudson stated that the population of the district had more than doubled since 1866.

Mr. Finucane stated that there had been no State relief in 1866, but the collector remarked there had been much more gratuitous relief than would be given now.

The collector stated that, calculating from the population of the distressed tracts, if everything continued to be unfavourable, he would not be surprised if the number of persons requiring relief amounted to 500,000.

His Honour remarked that Champaran was at present evidently in a much worse position than any of the other districts, and that the rainfall chart showed that the distress there would probably be worse than it had been in 1873–4. There was already a deficiency of 20 inches in the rainfall.

Relief Works.—The collector mentioned that at a meeting of the District Board held on the 16th of November, which was attended by a number of planters who were not members, the planters and the Bettiah Raj agreed to open works at their own expense on the first appearance of distress in the localities in which they were interested, to pay the labourers at a wage that would not exceed what is allowed under the Famine Code, and to communicate to the collector the daily results and information as to the classification of labourers, the wages paid, and the amount of work done.

Sir William Hudson explained that the work would be done on the following system:—A rate would be fixed for earthwork, and payment would be made according to the *haziri* system so long as the total cost did not exceed that rate. If that occurred, the rate would be altered. He had no difficulty in getting grain at present from the local mahajans. The chief works undertaken would be tanks, wells, and irrigation channels. Of ordinary factory work, only a little weeding remained, which would be completed by the 15th of December. After that there would be no work at the factories until April.

The collector stated that the reports which he would receive from the planters regarding the test works started by them would enable him to judge in what localities

regular relief works were required; and while the private works were still going on he would be able to arrange for the staff necessary for the larger operations proposed.

Large Works.—As regards these, the scheme of railway extension from Bairagnia to Bagaha, across the north of the district, for which Sir William Hudson was prepared at once to provide funds through a private company, was considered.

The collector stated that the line was 86 miles long, and that he estimated the earthwork would cost $1\frac{3}{4}$ to 2 lakhs of rupees, and that the eastern portion of the line from Bairagnia to Baltha would cross the drainage of the country, and the bridging would be very heavy. The other portion, however, would go through the most distressed tract.

Mr. Lowis proposed an alternative scheme for extending the present line from Bettiah to Bagaha viâ Chainpatia.

Mr. Izat stated that he hoped that eventually both lines would be constructed. The collector said that he had already arranged to send drafts from relief works to the Segauli-Raxaul Railway now under construction.

Mr. Izat said that he could arrange to have the survey of the Bairagnia-Bagaha line taken in hand at once, and that if Government could supply the surveyors, he would find the supervising staff.

His Honour remarked that the services of the students of the Sibpur College, or, as Mr. Bourdillon suggested, of those of the Patna Survey School, might be utilised. He stated that Champaran seemed to be the worst tract, and some large works there was necessary.

Mr. Izat stated that if the Bairagnia-Bagaha line were started, he would be able also to start the line from Gorakhpur to Bagaha, which the Government of the North-Western Provinces had already asked him to undertake as a relief work, but which he could not take in hand until the Tirhut section was continued to Bagaha.

His Honour pointed out that the Segauli-Raxaul extension would, when constructed, link the existing line with the proposed Bairagnia Bagaha line, and therefore he thought this scheme much the more natural, as it dovetailed with the scheme of relief for the North-Western Provinces.

He thought the earthwork on the western portion, which passes through the distressed tract, ought to be taken in hand as early as possible.

The collector stated that tank work would be the most beneficial form of minor relief work.

Mr. Lowis stated that in many of the newly-settled villages in the north of the district there were no tanks at all, and that there was a general want of tanks throughout the area. In other parts there were many tanks which wanted re-excavating.

His Honour remarked that tank work could be extended indefinitely, and the tanks would form useful gathering-grounds for people who could afterwards be drafted to larger works.

The collector stated that the programme already provides work for 120,000 people for 90 days. Another large work was an inundation canal from Tribeni to the Harahar river, near Bagaha. The district engineer had already taken levels for this, but no definite plan has yet been drawn up.

His Honour stated that, if necessary, Colonel McArthur could come up and discuss this project with the local officers. He also suggested that the Bettiah Raj might construct this, as it was solely for the benefit of their property.

The collector stated that, if the Raj were not prepared to meet the whole cost, the canal could be constructed under the Act, and a water-rate levied.

Another scheme is to connect the Gandak river with the Dhanauti. This would be in the main a drainage project.

The District Engineer (Mr. Sealy) stated that, in his opinion, the fall was sufficient, and that it would largely benefit the health of the tract through which the Dhanauti flows, a large portion of which has remained depopulated since 1866, owing to the malarial character of the tract.

His Honour stated that these irrigation schemes were too big to pass an opinion upon off-hand, but that he would press forward the railway projects as much as possible.

Funds.—The Collector stated that the District Board balance was at present very low. The total road-cess was only Rs. 85,000, and the Board would at once have to overdraw in anticipation of the realisation of the January kist.

The Commissioner informed him that orders had already been passed authorising the District Board to overdraw to the extent of Rs. 25,000.

His Honour stated that he would place the sum of Rs. 1,00,000 at the Board's disposal whenever it was required. The Darbhanga District Board had made itself practically insolvent by taking a loan in 1892, which had hampered the work of the Board ever since, while there was now no probability of its being paid off. He would therefore prefer to grant money for relief work rather than that the District Board should take a loan.

Gratuitous Relief.—With regard to gratuitous relief, His Honour stated that he wanted each district to inform him as to the sum that it would require. He observed that this should be administered as much as possible by private agency.

Stocks.—Mr. Finucane suggested that the zamindars might be urged to lay in stocks of grains for themselves.

His Honour thereupon stated that the new crop of rice shortly expected in Rangoon would be 1,400,000 tons, and that there were old stocks there besides.

Mr. Macnaghten said that on behalf of the Behar Indigo Planters' Association, he had already ordered 1,60,000 maunds from Rangoon, which certain planters had ordered, to be used instead of money for their labourers' remuneration.

General.—Sir William Hudson drew attention to the provisions of section 79 of the Famine Code, and asked what course should be adopted in the event of a failure of supply of grain at a relief centre.

His Honour explained that a grain contractor would be arranged for, and that he would be given advances to import grain, and that he hoped that the contingency contemplated would not arise.

The collector thereupon inquired what action he could take under section 80 of the Code in the event of prices being forced up at the relief works.

His Honour replied that as the grain would be supplied by a contractor working under advances, the District Officer would have full authority.

With reference to a remark from Sir William Hudson, His Honour requested Mr. Finucane to arrange for the supply of copies of the Famine Code to planters and other persons to whom they would be useful.

With regard to payments, the collector mentioned that he had already indented for a supply of copper coin, and that the planters at the District Board meeting had agreed that, if all relief works were paid for in Government coinage, they would gladly adopt and continue the same system in paying their own labourers in the hope of driving Lohia pice out of circulation.

His Honour said that, if necessary, token money could be used.

Mr. Izat said he would like to have the question of the acquisition of land for railways discussed, as he anticipated that there would be great delay in receiving it. He did not expect to receive any within the next six months if the ordinary procedure were followed. His department merely sent in plans of the ground they were to acquire, and the Deputy Collector had to mark upon them the various plots of the raiyats. He would suggest that a Settlement Officer should be appointed to carry out this work speedily. Mr. Carlyle agreed, stating that his Land Acquisition Deputy Collector had had no previous experience, and would be quite unable to cope with any large work.

Mr. Hare stated that his Deputy Collector was quite capable of coping with the work, but that the line plans sent in by the railway company, and sanctioned by the Government of India, did not agree with the dog-bells on the ground, in some places showing land which was not in existence. If Mr. Izat would point out any piece of land, he would give it over to him in 15 days. He had pointed out the difficulty above mentioned to the Company, and they had asked him to follow the dog-bells on the ground. His difficulty was that he could not certify that he had made over to the Company the land, the acquisition of which had been sanctioned by the Government of India.

His Honour said that the Deputy Collector and the Engineer ought to work together, and, in consulation on the ground, get any mistakes of this kind rectified. The maps ought to be followed unless substantially incorrect, and no delay should be allowed to occur in giving over the lands.

Saran.

Mr. Earle, the collector, produced a scarcity map of the district, and pointed out the worst tracts. These were mainly in the Kateya outpost in the north-west corner which was nearly all *chaur*, in part of the land west of the Jharahi river in the Darauli thana,

and a tract through the centre of the Siwan thana. These tracts were mostly paddy lands, and the crop had been about two annas there, while the *bhadoi* had varied from five annas to eight annas. Along the south-west of the district, too, there was a bad tract, where there was a succession of *chaurs*, and the *dhan* had nearly all failed.

The *rabi* crop throughout the district was germinating well, and there was extensive irrigation going on, which would save a considerable portion of the crop in any event. If rain fell in December, the crop ought to be 12 annas.

He proposed to open one small test relief work shortly in the area west of the Jharahi, but no others until December.

Funds.—The District Board was well off for funds. It had Rs. 70,000 in hand now, and could appropriate Rs. 80,000 from next year's budget.

His Honour stated that he was not at present anxious about Saran. All that would have to be done at present was to meet all distress that might arise with local funds and by local agency, but to watch carefully and report later if distress appeared likely to become acute, and extra help was wanted.

The collector remarked that the planters in the district were strongly of opinion that money spent on new roads and tanks in this district was wasted, as the district was very well off for roads, and the tanks so quickly silted up. Only one new road had been proposed, the others would be put in good repair. It was thought that money might be spent in extending the distributaries of the Saran canals. Water would nearly always be taken from these for the irrigation of rice, and it was thought that the old scheme had chiefly failed because it had not been carried far enough.

His Honour remarked that it was not at all probable that Government would sanction any extension of the Saran canals, which had been a complete failure. He had been searching for some time for some person to take a lease of them without success. It was an immature scheme which had been taken up under the wrong Act.

Patna.

Mr. Inglis, the collector, stated that he anticipated little or no distress. He had had another inspection made of the tract formerly considered bad, and the rice crop there was now estimated to be from 8 to 10 annas.

In answer to an inquiry by His Honour, he remarked that the scheme started in the city of Patna for buying rice and selling it at cheap rates still continued.

His Honour said that he could not altogether approve of it on economic grounds, and that it must be merely regarded as a charitable work. The only thing which led him to expect any distress was the extremely high prices now prevalent.

Gaya.

With regard to Gaya, His Honour stated that he was quite satisfied, as the collector was, with the state of the district, that the District Board had Rs. 1,20,000 in hand, and could easily deal with any distress that might arise.

Shahabad.

With regard to Shahabad he understood that Bhabhua was the only bad tract.

Mr. Egerton, the collector, stated that he had just received a letter from the district engineer who was inspecting the bad area, and that the report was distinctly reassuring. The numbers of men on the relief works had fallen to 296, and all the professional labourers had gone to earthwork on the railway. The District Board had Rs. 54,000 in hand.

His Honour thought that all distress at present could be dealt with locally.

Agency Circles.

His Honour then proceeded to discuss the question of agency circles, etc., and Mr. Finucane produced a statement showing the names of the circles in 1873–4, of the persons in charge of them and other particulars.

His Honour remarked that the survey parties would be available for relief works after March, and that they had been transferred from North Darbhanga to South Darbhanga and Saran where distress was not imminent. He did not see any necessity for stopping settlement work at present.

Mr. Macpherson asked if the work ought to continue in the tracts where distress had already shown itself.

Mr. Stevenson-Moore explained that he proposed to exclude all such areas from his operations. No work would be undertaken in one camp in Champaran, and in another work would be stopped about the end of December.

Sir William Hudson was strongly of opinion that attestation work ought not to go on while there was distress, as one could not expect a raiyat to assert his rights under such conditions.

Mr. Stevenson-Moore stated that he hoped to finish all the work that he is now starting in Champaran and Muzaffarpur by the end of January before the distress had made itself severely felt.

Mr. Macpherson said that he quite agreed with Sir William Hudson, and that no work ought at least to be started in the distressed tracts. But apart from that he wanted to utilize the settlement staff at once so as to make use of their intimate knowledge of the country.

Mr. Bell stated that three settlement camps had been opened in the Parihar circle, and he wanted his sub-manager there to devote nearly all his time to famine work, and he could not do both works at once.

Mr. Lowis stated that he had to look after his interests in nine settlement camps.

His Honour stated that these were matters to be settled locally.

Mr. Stevenson-Moore said he would arrange the work locally so as to meet the convenience of Mr. Bell and Mr. Lowis.

Mr. Stevenson-Moore pointed out that, if his work was stopped now, he could no doubt take up the work again at the point at which he left off, but that it would necessitate the work going on in each district for another year which would considerably add to the cost, as the fixed establishment could not be curtailed. He expected most of the work in Champaran would be finished by the 25th of January. He proposed to recover costs only from the factories by zamindars and the Bettiah Raj.

His Honour said that if the worst came to the worst, the work would have to be stopped, and that at present work in all the distressed tracts should be left to the end.

The Commissioner stated that the question of agency would depend very much upon the pay to be given and the class of men available. The chief need at present was for an adequate engineering staff. The division of the circles might start from the thana unit while distress was not acute, and then divide it into sub-circles as the work became heavier with the increase of the distress.

His Honour remarked that the great difficulty with regard to agency was that distress was so prevalent all over India that it would be almost impossible to indent upon other Provinces for officials.

The Commissioner remarked that in the planters they had a great European agency for the supervision of sub-circles.

Mr. Hare thought that the work of a circle officer would be more than a planter would have time to undertake.

Sir William Hudson stated that in his opinion a Government official ought to be placed in charge of each thana or circle.

Mr. Carlyle stated that he thought a man on Rs. 200 or Rs. 300 per month ought to be employed for that purpose.

His Honour said that each collector should draw up a scheme of circles on the lines of the scheme of work proposed, and the list of circles in 1873–4.

Sir William Hudson observed that in 1873–4 Government supplied the grain, and much of the time of the circle officer was taken up with supervising its receipt and distribution.

His Honour said that the circles now could be nearly twice as large as they were in 1873–4.

Mr. Finucane observed, however, that no circle ought to be so large that an active circle officer could not reach any part of it from head-quarters within a morning's ride.

His Honour agreed with this, and said that the best unit to work upon at present was the thana, and that the collectors should draw up schemes of circles according to the views now put forward. Of course all existing work of the district board should be stopped that it might be done later on by relief agency.

The Commissioner observed that the subdivisional officers ought to be left very free to move about their subdivisions, and that a 1st grade deputy magistrate ought to be sent to each head-quarters to carry on treasury and criminal work.

His Honour's Summary of Results of Discussion.

His Honour in summarising the results of the discussion said that, as the Commissioner and the district officers had told him that it was unnecessary and even undesirable for him to visit the distressed tracts at present, he would return to Calcutta, but was leaving behind him Mr. Finucane, who knew the districts thoroughly and had had much experience of former famines. Mr. Finucane would visit the various districts with the Commissioner, Mr. Bourdillon, and they would discuss with the district officers the relief works necessary, the rates of wages, the requirements of the various districts, and the size of the circles, &c. The results would be focussed in a report which would be submitted to him and which he would carefully consider.

In considering the subject it must be remembered that the distress is not confined to Bihar. To his mind the prices in Eastern Bengal at present were a cause for serious anxiety, and it was doubtful whether the stocks now in hand were sufficient. It might be necessary to give relief in places where distress had never been thought of before. Thus Khulna was one of the five districts which had not had to prepare any scheme of relief under the Famine Code, as it was considered absolutely safe. He had just heard from the Commissioner that relief must be started in one subdivision, that the price of rice in the bazars was from six to seven seers per rupee, and that these were merely fancy prices, as the grain was not forthcoming in any quantities even at that price. If the state of things is so bad in Khulna with its abundant waterways and its proximity to Calcutta, it is very probable that the condition of things in more distant places may be equally bad.

The distress, too, was almost all over India, and the Imperial Government had to provide for famine in the North-Western Provinces, the Punjab, Central India, a large part of Bombay, and now parts of Madras. There would therefore be some difficulty in obtaining the necessary staff, but it must be remembered that, although they had a smaller stock of officials to draw upon than they had had in 1873–4, yet the work to be done was much smaller. The collectors must send up their minimum requirements, and he would sanction whatever he possibly could.

He was very glad to say that he was able to retain Mr. Bourdillon's services as Commissioner. If necessary, he would be willing to sanction an extra officer to aid Mr. Bourdillon specially with relief work. He already had an additional Commissioner, however, and he hoped he would try and manage without additional assistance at present. Everybody would have to work hard. He was glad to be able to say that the prospects of the division as a whole were not quite so bad as he had anticipated. The three southern districts would be all right unless the winter rains should entirely fail. The condition of Champaran, as explained to-day, was worse than had been anticipated. But, if the railway project were sanctioned by Government, and he would do all in his power to press that forward, with the aid of the district board things ought to go on fairly well. The district boards had, first of all, to exhaust all the funds at their disposal before they applied to the Bengal Government for relief. He, in the same way, had to exhaust all his surplus, which amounted to Rs. 41,00,000, before applying to the Imperial Government. He was ready to sacrifice all other schemes, and to devote this sum entirely to relief work. If it proved to be insufficient, he would have to ask for aid from the Imperial Exchequer; and even though it had many calls upon its funds at present, yet, with flourishing trade and a rising rupee, he had no doubt that it would be able to render assistance, if necessary, and would be willing to do so.

He was glad to say that the state of things in the North-Western Provinces and in the Punjab was, according to the latest reports, not so bad as it had been thought to be.

We do not yet know exactly where we are. Rain now or in December or January would materially improve prospects. If good rain falls in December, the *rabí* crop would help very effectively, much more than was anticipated. Without rain things would be very bad indeed. The collectors should keep themselves fully informed as to the state of things in their districts.

He would wish Mr. Bourdillon to extend the system of obtaining information from all classes, especially from the Settlement Department, by postcards as to rainfall, prices, state of stocks and crops. He was going to put all the facts frankly and unreservedly before the public, so that the trade might know exactly what was required. He had every confidence that the trade would be able to supply all that was wanted.

Even in 1873–74 the 480,000 tons imported by Government were supplemented by 600,000 tons imported by private trade. If private trade could do this against such a

powerful competitor as Government, he had every hope that now, with a fair field and every favour, it could do all that was required. He had no doubt the officials would carry on their duties with the same zeal and energy that they had already displayed.

He wished to thank the non-officials present very specially for coming to this Conference, and would ask them to give the officials, as they had already done, that advice which, from their daily intercourse with the people, they were particularly well fitted to supply. Any proposals which they might have to make would be carefully considered by the collectors and the Commissioner.

CENTRAL INDIA.

No. 3522 I. A., dated Simla, the 18th November 1896.

Endorsed by the Foreign Department.

A copy of the following is forwarded to the Revenue and Agricultural Department for information.

No. 9512 G., dated Indore Residency, the 13th November 1896.

From LIEUT.-COLONEL D. W. K. BARR, C.S.I., AGENT TO THE GOVERNOR-GENERAL IN CENTRAL INDIA, to the SECRETARY TO THE GOVERNMENT OF INDIA, FOREIGN DEPARTMENT.

IN continuation of the correspondence ending with my letter No. 8713 G., dated the 21st October 1896, regarding scarcity in the Baghelkhand Agency, I have the honour to submit, for the information of the Government of India, a report by the political agent in Baghelkhand which has been prepared in accordance with instructions given by me during my recent visit to Sutna.

No. 2725, dated Sutna, the 31st October 1896.

From CAPTAIN A. F. PINHEY, POLITICAL AGENT, BAGHELKHAND, to the FIRST ASSISTANT TO THE AGENT TO THE GOVERNOR-GENERAL IN CENTRAL INDIA, INDORE.

WITH reference to your No. 8384, dated the 12th October 1896, I have the honour to forward herewith notes regarding the scarcity which at present prevails throughout the Agency.

2. These remarks are based chiefly on reports received from each State during the last few weeks, and not, except in a very few instances, on personal observation, as I have not yet been on tour.

3. I have arranged to make a tour with a light camp next month through the minor states of the Agency, after which I trust I shall be in a position to submit detailed reports about each State separately, as requested in paragraph 6 of your letter under reference.

4. As regards Rewah, I consider that the information that I receive from the Durbar from time to time is thoroughly to be relied upon, and it will be unnecessary as well as impossible to inspect the whole district within the very short time that is now left before remedial measures must be undertaken. After visiting the smaller States, however, I intend to see as much of the Rewah districts as possible from December to March.

FAMINE.

Rewah.

1. *Condition of Kharif Crop—*

(*a.*) The small crops of maize and "sama"* which were grown early and ripened were only expected to last two months, and are now almost exhausted.

(*b.*) The *rice* crop has failed nearly everywhere. "Kodo"† is about a 4 or 6 anna crop and has only ripened where sown quite early in the season.

* A small millet eaten by the poor.

† A small grain grown chiefly on hill slopes and eaten by the poor and by forest tribes.

(*c.*) *Jowar* is a poor crop, 4 or 6 anna at the outside. An unusually large area was sown with this crop, and it was growing well until the rain ceased in August; since then more than half has withered.

(*d.*) *Cotton* is about an 8-anna crop, and is now being gathered.

2. *Rabi Prospects.*—No grain can be sown for the spring crop unless it rains before the end of November, except in isolated patches where water has been retained by "bundhs." Where possible, the land has been ploughed ready for sowing.

3. *Seed Grain.*—Unless rain falls soon, seed grain will not be required. If at least an inch falls before end of November, cultivators will be encouraged in every way to sow over as large an area as possible. It will be difficult to obtain wheat and linseed in large quantities, and pulses and gram will have to be sown instead.

There are now no large stores of grain in the country; but no doubt small quantities can still be obtained from the larger zemindars and "Beopars"* sufficient for sowing two or three biswas per bigha of cultivable land. Any amount can be purchased in the markets at Sutna, Unchehra, Maihar, Majhgawan, and the stations on the Bengal-Nagpur Railway.

4. *Famine Area.*—Rewah has an area of 13,000 square miles and a population of 1,500,000. The whole of this area is more or less affected by scarcity.

The *Teonthur* Pergana to the north, with a population of 139,697 and an area of 819 square miles, is most affected. There has been no autumn crop here at all, and there is even a scarcity of drinking water in some villages. The Durbar have already given orders to start a relief work and dig wells where required in this district. This is the only district in Rewah where there is any irrigation for crops at all, *i.e.*, 138 acres of opium crop are grown. This irrigation should be extended if possible, and instead of opium wheat and barley should be grown.

In *Madhogarh*—area 977 square miles, population 154,705—there is also great distress. But an 8-anna cotton crop is being now gathered, and I see that some jowar is ripening. In some few localities where bundhs have been constructed on high ground, the jowar crop growing lower down the slope has been irrigated and thus saved by cutting the bundh above. Rice and kodo have withered. Wheat and gram and other spring crops can only be sown in a few isolated spots.

Huzoor Tehsil—area 1,201 square miles, population 328,932—has had a slightly more favourable rainfall than some other parts of Rewah, and the jowar crop looks fairly healthy and strong. There is no rice or "kodo."

Ramnagar and *Sohagpur* taken together have an area of 6,307 square miles and a population of 513,153.

The condition in both these perganas is very similar. Parts of Sohagpur have been less affected than any other part of Rewah. A small quantity of rice has been grown successfully, and a very fair crop of maize. The latter product was even being exported by the Bengal-Nagpur Railway until the Durbar stepped in and offered to buy it up for feeding people in other parts of Rewah.

Bardi—area 2,912 square miles, population 243,203—has been badly affected, and being situated in a very remote and comparatively inaccessible part of Rewah, grain can only be imported at very high prices. The Durbar will be obliged to relieve the people by making special arrangements for carrying grain to this district.

Rewah Finances as affected by Scarcity.—Actual income for 1895–6 - Rs. 16,52,988

	Rs.
Estimated income for 1896–7 - - - -	14,80,550
Actual receipts, April to September, six months of 1896	5,21,570
Revised estimate for next six months - - -	5,00,000
Total - - -	10,21,570
Actual expenditure for 1895–6 - - -	13,47,736
Estimated expenditure for 1896–7, including Rs. 1,22,148 for relief works - - - - -	14,79,797

* Merchants.

	Rs.	Rs.
Actual expenditure from April to September 1896	6,84,407	
Revised estimate for next six months after making every possible deduction - -	5,75,622	
Total - -		12,60,029
Probable balance of ordinary expenditure over income for 1896–7 - - - - - -		2,38,459
On 1st April 1896 there was a cash balance in the treasury and Bank of Bengal amounting to - -		10,00,000
Besides Government Promissory Notes - -		12,95,700
Total - - -		22,95,700

The following items directly due to the scarcity will have to be met out of these savings, viz. :—

	Rs.
Deficit for 1896-7 - - - - -	2,38,459
Estimate for famine relief during next six months - -	3,00,000
Compensation to be paid to officials - - -	1,00,000
Advance of seed grain before next rains - -	2,00,000
Total - - -	8,38,459

Although, therefore, it will be unnecessary for Rewah to borrow any money, the Durbar will incur very serious losses in the diminution of their land revenue and the reduction of their accumulated savings.

6. *Export and Import.*—There is no necessity for prohibiting export, as there is very little grain in the country. The ordinary export duties will prevent merchants from exporting grain after having once imported it in order to get a better price elsewhere.

The Durbar have decided to take off all import duties on grain throughout the State.

7. *Remedial Measures.*—It is impossible to calculate at present how many persons will have to be employed on relief works throughout the State. Reports are being called for from each tehsil on the subject.

Relief works on a small scale are already being started in Teonthur, and they will be taken in hand as required in other tehsils. If no rain falls soon, some large central relief work will be started in January or February.

(*a.*) *Irrigation Works.*—These would, under favourable circumstances, be the most important and useful. But in Rewah there is practically no irrigation except on a very small scale in Teonthur, and the people are so apathetic on this subject, and the ground in most places so unsuited for the purpose, that the Durbar consider it would be quite useless to construct wells or even tanks for purely irrigation purposes. If the various tehsildars were to take a real interest in this subject, and try to personally persuade cultivators to irrigate small patches of ground to start with, I cannot help thinking that the system might be gradually introduced. But it would be waste of money and labour to take up any extensive scheme of irrigation at the present time. The only method employed approaching irrigation in Rewah is to store up water during the rains behind rough banks of earth called "bundhs," and to sow the spring crop in the saturated ground after cutting the "bundh" and letting the water out. Many hundreds of "bundhs" were constructed as relief works last year, and more will, no doubt, be constructed again this year, as being the best means of employing labour locally in and around the various villages.

(*b.*) *Roads.*—Several projects for improving internal communication by means of roads were mentioned in paragraph 12 of this office report No. 1502, dated the 20th June 1896. Labour can be employed on those roads whenever the necessity arises, as the schemes have been carefully prepared and all details worked out on paper.

(*c.*) *Railway* from Sutna to Rewah (see separate report No. 2695, dated the 30th October 1896).—If this scheme should prove remunerative, it would be by far the best work that could be undertaken as a relief work and would be thoroughly appreciated by all concerned.

(*d.*) A scheme has been made out for a *large tank* near Sutna with a dam nearly a mile long and 30 feet high. There is nothing, however, to be said in favour of this scheme except that the Maharaja would like to have his name connected with some large ornamental work of the kind, and it would certainly give employment to a very large number of unskilled labourers.

8. *Gratuitous relief* continues to be dispensed at all important centres to the starving and helpless members of the community.

9. No grain riots have occurred at present; any signs of disturbance will be at once reported.

A. F. PINHEY,
Political Agent, Baghelkhand.

FAMINE NOTES.

Minor State.

The condition of the smaller States in this Agency is, as far as my present information goes, very similar in all important respects to that of Rewah.

The separate reports called for in Central India Agency letter No. 8384, dated the 12th October 1896, will be submitted, if required, after I have visited each of these States during the next month and have had some personal experience of their conditions.

In the meanwhile I trust the following special remarks in the case of each State, from which a separate report has been lately received, will suffice:—

(1.) *Nagode.*—Area, 501 square miles; population, 84,097.

(*a.*) *Kharíf.*—A 4 to 6 anna crop. *Rabí* prospects bad, unless rain falls up to middle of November.

(*b.*) *Seed Grain.*—If rain falls in time, the State will have to advance wheat and linseed for sowing. For this purpose Rs. 3,000 worth of wheat has been bought at Sutna and stored up.

(*c.*) *Finances.*—The failure of the *kharíf* crops has thrown out all the Dewan's calculations as regards his estimate of revenue for the year. The crops looked so promising at one time that the Dewan, with the sanction of the Political Agent, did not hesitate to come to terms with several creditors and to pay off a large amount of old debts. Under ordinary circumstances a considerable balance credit had been provided for out of the year's revenue after paying off Rs. 35,000 of debt. Owing to the failure of the *kharíf* and the possible loss of the *rabí* crop also, the ordinary expenditure which must be incurred will exceed the income, and the State will probably have to borrow up to Rs. 10,000 or Rs. 12,000. The credit of the State is now, however, very good, and I consider it will be unnecessary to apply to Government for a loan on behalf of Nagode.

(*d.*) *Relief Works.*—A report is now being called for on this subject. At present there are no relief works going on. There are 155 persons receiving gratuitous relief at Nagode.

2. *Kothi.*—Area, 168 square miles; population, 22,636.

(*a.*) *Advances.*—A small quantity of gram, barley, and pulse is left over from last year, as the export of these grains was prohibited by the Durbar.

Advances of other seed-grains will be made on the security of the Durbar.

(*b.*) *Finances.*—During the last two years only about half the estimated revenue has been collected, and this year there is little hope of collecting any revenue at all. There is, however, no debt, and if Government will allow the Durbar to postpone payment of second instalment of nazrana* (*see* report No. 2130, dated the 21st August 1896), no money need be borrowed.

(*c.*) Small relief works will be taken in hand as required. No calculation has been made as to the number who will probably require relief in one form or another.

3. *Maihar.*—Area, 406 square miles; population, 77,546.

The prospects are slightly better than in other parts of the Agency, as there was a good rainfall one day in September which saved a fair proportion of the crops.

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* Tribute-money.

The Raja, moreover, is a careful man and well-to-do, and a number of his subjects having migrated to work on the Kutni-Saugor line close by, he will be able to keep the remainder at work and alive. He has asked for no assistance in the way of a loan.

4. *Sahowal.*—Area, 212 square miles; population, 43,853.

This State is very badly off for funds and the Raja is in debt. He has not, however, yet applied for a loan.

5. *Jasso.*—Area, 72 square miles; population, 8,830.

Has received a loan of Rs. 2,500 from the Nowgong College Funds in July last. The *kharíf* has been a 4-anna crop, and a 4-anna crop is expected from the *rabí* even if it does not rain, as there are a large number of bundhs, and in these wheat and gram have been already sown.

6. *Baraundha or Pathar Kachar.*—Area, 217 square miles; population, 18,596.

About a 3-anna *kharíf* crop and only a 1-anna *rabí* crop expected if no rain falls. No loan has been applied for.

7. *Chobi Jagirs.*—Area, 68 square miles; population, 23,300.

Paldeo and Kampta Rajaula have asked for loans, about which I am about to make personal inquiries at these places when on tour.

Bhaisaundha has received a loan from the Nowgong College Fund.

A. F. PINHEY, Captain,
Political Agent, Baghelkhand.

No. 1766/40–8, dated Simla, the 10th October 1896.

From DENZIL IBBETSON, Esq., C.S., C.S.I., Officiating Secretary to the Government of India, to THE SECRETARY TO THE GOVERNMENT OF THE NORTH-WESTERN PROVINCES AND OUDH.

Sir,

I am desired to acknowledge the receipt of your letters.* Before these letters reached the Government of India, I had already been directed to address you on the subject of the possible utilisation of railway projects as relief works, should further distress declare itself in the North-Western Provinces and Oudh, as there seems to be grave reason for apprehending may be the case, unless rain falls almost immediately.

2. In the "special rules for railways," which were appended to Circular Resolution No. 8–52, dated 21st March 1892, in this Department, it was laid down that, save for very exceptional reasons, railway projects should not be included in programmes of relief works; and the reasons for this decision were explained. These reasons still hold good; and the Government of India are of opinion that railway works should not be proposed as famine works except when no other suitable means of affording employment to the distressed population can be devised. In the case of a railway some four-fifths of the total expenditure is not available for purposes of relief; while, in the case of unmetalled roads, canals, and their distributaries, drainage works, and the like, from nine-tenths to the whole of the expenditure is upon work which is eminently suited to those purposes. Such works should therefore be exhausted before work upon railways is proposed. Should they, however, prove anywhere to be insufficient, it may be necessary for the Local Government to suggest the inclusion of railway projects in their programme of relief; and the object of this letter is to assist it in the selection of such projects if that necessity should arise.

3. In the case of the projects noted below, the Government of India are prepared, if necessary, to sanction the immediate carrying out of the earthwork, on the understanding that this does not pledge them to any decision regarding the completion of the line. Other lines have been projected in the North-Western Provinces and Oudh, but the Government of India are not disposed to sanction, unless the very strongest case of necessity is made out, the construction of any of them as famine-works; in some cases, because on general grounds, it is not thought desirable to construct them, at any rate for some time to come; in other cases, because such survey as is necessary

* No. 3576 S., dated 30th September 1896, No. 3593 S., dated 2nd October 1896.

before the alignment can be finally decided has not been made, and cannot be completed in time for the present emergency.

1. Ghaziabad-Moradabad—

   Surveys ready—would give a considerable quantity of employment on earth-works, &c.

2. Shekoabad-Mainpuri-Farruckabad—

   Survey ready—would give a fair quantity of work.

3. Agra-Delhi chord (North-Western Provinces section)—

   Surveys not ready—would probably give a fair amount of work between Agra and Muttra.

4. Hardwar-Dehra Branch—

   Surveys made some years ago, but will have to be gone over again—would afford a considerable amount of earthwork. This line will probably be started in ordinary course about January.

5. Perhaps one or more of the several extensions or branches of the Bengal and North-Western Railway in Oudh, as may be arranged by North-Western Provinces Government with the agent.

4. It will be observed that this list includes the projects numbered 2, 3 and 4 in paragraph 7 of your letter of the 30th September 1896, while No. 7 is already in progress. As regards the remaining projects there enumerated, the Government of India are not prepared at present to sanction any step towards the construction of No. 6, the Fyzabad-Allahabad Railway; while they would require a very strong case to be made out before they approved of any work being undertaken on No. 1, the Bareilly-Soron Railway, No. 5, the branch from Azamgarh to Shahganj, stands in a somewhat different category. The financial responsibility will, of course, rest with the Bengal and North-Western Railway, and no work could be undertaken until the company definitely pledged themselves to purchase the line when constructed. Meanwhile I am to ask his Honour the Lieutenant-Governor to consider whether the 211 miles of line already under construction in the Ganges-Gogra Doab will not sufficiently meet the requirements of the case. If not, the Government of India will have no objection to a survey being made, which could be completed in a very short time.

5. In the above list the projects are arranged in the order in which, on general considerations, irrespective of local conditions of distress, the Government of India would wish to see them carried out, the more important preceding the less important. It will be advisable, in the construction of any line that may be selected, to adhere as far as possible to the system of petty contract, and not to change this for the task-work system except in case of absolute necessity. Thus the railway would supplement, rather than form a part of the famine works proper, which it would relieve by affording suitable employment for able-bodied men. Viewed in this aspect, it is not essential that the line should actually run through or close to the distressed tract in the relief of which it is intended to assist. From what distance labour will be attracted by it, it is probably impossible to say beforehand. But in choosing between two lines, one of them may be preferable, on general grounds, to the other, but at a greater distance from the distressed tract. If not so distant but that it may reasonably be expected to attract labour and afford relief, the Government of India would prefer that the former of the two lines should be taken in hand in the first instance, and that work upon the latter should be postponed until experience had shown that the former was unable to afford the relief required. In such a case, however, it seems desirable to complete the survey and plans for the latter line also, in case it should be found necessary to begin work upon it.

6. I am to point out that the preparation of surveys and plans and estimates takes time; that any railway work that may be undertaken will require supervision by officers of the railway establishment; that that establishment is limited; and that it is therefore essential that the Government of India should have the earliest possible notice of the probability that it may be necessary to propose any given railway project as supplementary to, or a part of, the programme of relief works. If such probability should become apparent, the report on the subject should include the information specified in Rule X., clauses (*a.*) to (*f.*) of the rules referred to in paragraph 2 of this letter, with such measure of completeness and accuracy as may be possible under the circumstances.

7. Finally, I am to make the following suggestion for the consideration of his Honour the Lieutenant-Governor. The great value, in suitable localities, of light railways or tramways (whether with steam or animal haulage) as feeders to existing railways is universally recognised, not only as bringing traffic to the railway, but also as adding to the general prosperity of the tract which they traverse. It has, however, been decided that, for the present at any rate, the construction of such lines must be left to private, which would in most cases mean local, enterprise. Accordingly, wherever other works, the construction of which at the cost of the public revenues is more legitimate, are available for the relief of distress, these should first be undertaken. But if no such works should be available, it might perhaps be found possible to induce private capital to embark on the construction of a light railway or tramway, on the condition that the Government did the earthwork as a relief work and made it over to the company free of charge. Especially might this be so in the case of lines which involve an amount of cutting or embankment so considerable as to discourage private enterprise from undertaking their construction. Such lines are peculiarly suitable for purposes of relief, since in a line that is mainly a surface line the amount of work included in a unit of length is so small that it is necessary constantly to shift the labour employed from point to point.

I have, &c.
DENZIL IBBETSON,
Officiating Secretary to the Government of India.

No. 1756/40–7, dated Simla, the 9th October 1896.

From DENZIL IBBETSON, Esq., C.S.I., Officiating Secretary to the Government of India, to THE SECRETARY TO THE GOVERNMENT OF THE PUNJAB.

Sir,

I am directed to address you on the subject of the possible utilisation of railway projects as relief works, should further distress declare itself in the Punjab, as there seems to be grave reason for apprehending may be the case, unless rain falls almost immediately.

2. In the "special rules for railways," which were appended to Circular Resolution No. 8–52, dated 21st March 1892, in this Department, it was laid down that, save for very exceptional reasons, railway projects should not be included in programmes of relief works; and the reasons for this decision were explained. These reasons still hold good; and the Government of India are of opinion that railway works should not be proposed as famine works except when no other suitable means of affording employment to the distressed population can be devised. In the case of a railway some four-fifths of the total expenditure is not available for purposes of relief; while in the case of unmetalled roads, canals, and their distributaries, drainage works, and the like, from nine-tenths to the whole of the expenditure is upon work which is eminently suited to those purposes. Such works should therefore be exhausted before work upon railways is proposed. Should they, however, prove anywhere to be insufficient, it may be necessary for the local government to suggest the inclusion of railway projects in their programme of relief; and the object of this letter is to assist them in the selection of such projects if that necessity should arise.

3. In the case of the projects noted below, the Government of India are prepared, if necessary, to sanction the immediate carrying out of the earth work, on the understanding that this does not pledge them to any decision regarding the completion of the line. Other lines have been projected in the Punjab, but the Government of India are not disposed to sanction, unless the very strongest case of necessity is made out, the construction of any of them as famine works; in some cases, because, on general grounds, it is not thought desirable to construct them, at any rate for some time to come; in other cases, because such survey as is necessary before the alignment can be finally decided has not been made, and cannot be completed in time for the present emergency—

1. Lyallpur-Khanewal—
   Surveys ready—very light work.
2. Agra-Delhi chord (Punjab section)—
   Surveys not ready—work probably light at the Delhi end.

3. Jullundur Hoshiarpur—

Surveys ready—a moderate amount of work probably.

4. Ludhiana-Ferozepore—

Surveys ready—a moderate amount of work.

4. In the above list the projects are arranged in the order in which, on general considerations, irrespective of local conditions of distress, the Government of India would wish to see them carried out, the more important preceding the less important. It will be advisable, in the construction of any line that may be selected, to adhere as far as possible to the system of petty contract, and not to change this for the task-work system except in case of absolute necessity. Thus the railway would supplement, rather than form a part of the famine works proper, which it would relieve by affording suitable employment for able-bodied men. Viewed in this aspect, it is not essential that the line should actually run through or close to the distressed tract in the relief of which it is intended to assist. From what distance labour will be attracted by it, it is probably impossible to say beforehand. But in choosing between two lines, one of them may be preferable, on general grounds, to the other, but at a greater distance from the distressed tract. If not so distant that it may reasonably be expected to attract labour and afford relief, the Government of India would prefer that the former of the two lines should be taken in hand in the first instance, and that work upon the latter should be postponed until experience had shown that the former was unable to afford the relief required. In such a case, however, it would be well to complete the survey and plans for the latter line also, in case it should be found necessary to begin work upon it.

5. I am to point out that the preparation of surveys and plans and estimates takes time; that any railway work that may be undertaken will require supervision by officers of the railway establishment; that that establisnment is limited; and that it is therefore essential that the Government of India should have the earliest possible notice of the probability that it may be necessary to propose any given railway project as supplementary to, or a part of, the programme of relief works. If such probability should become apparent, the report on the subject should include the information specified in Rule X., clauses (*a.*) to (*f.*) of the rules referred to in paragraph 2 of this letter, with such measure of completeness and accuracy as may be possible under the circumstances.

6. Finally, I am to make the following suggestion for the consideration of his Honour the Lieutenant-Governor. The great value of light railways or tramways (whether with steam or animal haulage) as feeders to existing railways is universally recognised, not only as bringing traffic to the railway, but also as adding to the general prosperity of the tract which they traverse. It has, however, been decided that, for the present at any rate, the construction of such lines must be left to private, which would in most cases mean local, enterprise. Accordingly, wherever other works, the construction of which at the cost of the public revenues is more legitimate, are available for the relief of distress, these should first be undertaken. But if no such works should be available, it might perhaps be found possible to induce private capital to embark on the construction of a light railway or tramway, on the condition that the Government did the earth-work as a relief work and made it over to the company free of charge. Especially might this be so in the case of lines which involve an amount of cutting or embankment so considerable as to discourage private enterprise from undertaking their construction. Such lines are peculiarly suitable for purposes of relief, since in a line that is mainly a surface line, the amount of work included in a unit of length is so small that it is necessary constantly to shift the labour employed from point to point.

I have, &c.

DENZIL IBBETSON,

Officiating Secretary to the Government of India.

No. 14-C., dated Viceroy's Camp, Alwar, the 9th November 1896.

From THE SECRETARY TO THE GOVERNMENT OF INDIA to the AGENT TO THE GOVERNOR GENRAL, RAJPUTANA.

SIR,

I AM directed to address you on the subject of the possible utilisation of railway projects as relief works should further distress declare itself in Rajputana, as there seems to be grave reason for apprehending may be the case, unless rain falls almost immediately.

2. In the "special rules for railways," which were appended to the Circular Resolution* of the Government of India in the Revenue and Agricultural Department, No. 8-52, dated 21st March 1892, it was laid down that save for very exceptional reasons, railway projects should not be included in programmes of relief works; and the reasons for this decision were explained. These reasons still hold good; and the Government of India are of opinion that railway works should not be proposed as famine works except when no other suitable means of affording employment to the distressed population can be devised. In the case of a railway some four-fifths of the total expenditure is not available for purposes of relief; while in the case of unmetalled roads, canals, and their distributaries, drainage works, and the like, from nine-tenths to the whole of the expenditure is upon work which is eminently suited to those purposes. Such works should therefore be exhausted before work upon railways is proposed. Should they, however, prove anywhere to be insufficient, it may be necessary to include railway projects in the programme of relief; and the object of this letter is to assist you and the Darbars in the selection of such projects if that necessity should arise.

3. In the case of either Imperial or other railway projects not already sanctioned, but hereafter referred to, I am to inform you that although the Government of India are prepared, if necessary, to sanction the immediate carrying out of the earthwork, they can do so only on the understanding that this does not pledge them to any decision regarding the time at which, or the manner in which the railway will be completed.

In nearly all cases, the railway alignment will have to be located and the necessary plans furnished by suitable railway officers; but it is presumed that the actual execution of the earthwork in accordance with these plans will rest with the several Darbars, each providing the funds and controlling the work within its own territory.

I am, however, to say that where any such earthwork is executed on a line which is afterwards sanctioned as part of the imperial system of railways, and when such work, after being done by the Darbar as a work for the relief of distress, is subsequently utilised by a railway administration, the value of the work so taken over at the normal rates current in the district concerned (that is, the amount which it is estimated would have had to be spent as railway construction if the work had not been already done) will then be assessed and the amount so assessed then refunded to the Darbar which did the work.

4. The Gwalior State is already constructing that portion of the Goona Bara Railway which is in Gwalior territory. Arrangements are already under consideration for completing the line through the Tonk and Kotah States, and the Government of India hope to be able to authorise the commencement of the earthwork on these sections of the line on receiving from you an intimation of these arrangements having been completed.

The projected Ratlam-Bara-Muttra Railway passes through the territories of Jhalrapatan, Kotah, Jaipur, Karauli and Bhartpur. The alignment from Nagda to Bara is definitely settled, and the line can be located and earthwork commenced upon this section as soon as it is considered necessary for famine relief purposes. There is still some doubt as to the best alignment from Bara to the crossing of the Banas river, and no work on this section can at present be started. But the alignment from the east side of the Banas river through Gangapur, Hindan and Bhartpur to Muttra can be located, and earthwork may be commenced when the necessity arises.

Portions of the Jaipur-Chambal branch line are also ready to be started. The section from Jaipur to Nawai (a point opposite the town of Tonk) can be utilized at once if necessary, but the rest of this line should, it is considered, await the investigation of

* *Vide* Endorsement from the Government of India in the Foreign Department, No. 3160-I., dated the 12th August 1892.

the best point of junction with the main line of the Rutlam-Bara-Muttra Railway, which may perhaps be changed between Bara and the crossing of the Banas river. The earthwork of the Balotra-Shadipalli line within Jodhpur territory is already in progress, and its prolongation through British territory upon the approved alignment might be located and earthwork commenced so far as your are of opinion that this additional work is necessary in the interests of the Jodhpur Darbar.

In Bikanir, the projected railway from Bikanir to Bhatinda is in progress as far as Khari. The plans and estimates for its extension from Khari to Bhatinda have not yet been submitted to the Government of India for approval, but it is understood that they are under preparation, and that arrangements can, if necessary, be made for their speedy completion.

5. In addressing the Governments of the North-Western Provinces and of the Punjab upon this general question, I have been directed to inform them that it will be advisable, in the construction of any line that may be selected, to adhere as far as possible to the system of petty contract, and not to change this for the task-work system except in case of absolute necessity. Thus the railway would supplement, rather than form a part of the famine works proper, which it would relieve by affording suitable employment for able-bodied men. Viewed in this aspect, it is not essential that the line should actually run through or close to the distressed tract in the relief of which it is intended to assist. From what distance labour will be attracted by it, it is probably impossible to say beforehand. But in choosing between two lines, one of them may be preferable, on general grounds, to the other, but at a greater distance from the distressed tract. If not so distant but that it may reasonably be expected to attract labour and afford relief, the Government of India would prefer that the former of the two lines should be taken in hand in the first instance, and that work upon the latter should be postponed until experience had shown that the former was unable to afford relief required. In such a case, however, it seems desirable to complete the survey and plans for the latter line also, in case it should be found necessary to begin work upon it. I am to commend these instructions to your consideration in dealing with the different conditions in Native territory. I am to explain that the petty contract system is not adapted to the employment of any but able-bodied men, and therefore, as explained in sections 29 and 34 of the Famine Code for Rajputana, is not applied in the case of work undertaken for the relief of a famine-stricken population. If other purely famine works are not available, the earthwork in connexion with the railway alignments enumerated in the preceding paragraph may be undertaken; but in that case it will be necessary to bring them into the scheme of relief work proper, and to substitute for the contract system, the gang and task-work system described in paragraphs 35 and 49 of the Famine Code.

6. Finally, I am to point out that the preparation of surveys, and plans, and estimates, takes time; that any railway work that may be undertaken will require supervision by officers of the railway establishment; that that establishment is limited; and that it is therefore essential that the Government of India should have the earliest possible notice of the probability that it may be necessary to propose any given railway project as supplementary to, or a part of, the programme of relief works. If such probability should become apparent, the report on the subject should include the information specified in Rule X., clauses (*a.*) to (*f.*) of the rules referred to in paragraph 2 of this letter, with such measure of completeness and accuracy as may be possible under the circumstances.

I have, &c.,
H. DALY,
For Secretary to the Government of India.

No. 132–C., dated Viceroy's Camp, December 2, 1896.

From THE SECRETARY TO THE GOVERNMENT OF INDIA, to the AGENT TO THE GOVERNOR-GENERAL IN CENTRAL INDIA.

SIR,

I AM directed to address you on the subject of the possible utilisation of railway projects as relief works, should further distress declare itself in Central India, as there seems to be grave reason for apprehending may be the case, unless rain falls almost immediately.

2. In the "special rules for railways," which were appended to the Circular Resolution* of the Government of India in the Revenue and Agricultural Department, No. 8-52, dated 21st March 1892, it was laid down that, save for very exceptional reasons, railway projects should not be included in programmes of relief works; and the reasons for this decision were explained. These reasons still hold good; and the Government of India are of opinion that railway works should not be proposed as famine works except when no other suitable means of affording employment to the distressed population can be devised. In the case of a railway, some four-fifths of the total expenditure is not available for purposes of relief; while in the case of unmetalled roads, canals, and their distributaries, drainage works and the like, from nine-tenths to the whole of the expenditure is upon work which is eminently suited to those purposes. Such works should therefore be exhausted before work upon railways is proposed. Should they, however, prove anywhere to be insufficient, it may be necessary to include railway projects in the programme of relief; and the object of this letter is to assist you and the Darbars in the selection of such projects if that necessity should arise.

3. The Gwalior State is already constructing that portion of the Goona-Bara Railway which is in Gwalior territory, and arrangements are already under consideration for completing the line, and it is hoped that earthwork will be commenced shortly. The projected Rutlam-Bara-Muttra Railway passes through Jaora and the alignment of this section is definitely settled, so that earthwork can be commenced as soon as it is considered to be required as a relief work, and extended northwards into Rajputana. I am to request you to report whether, after consideration of the views expressed in paragraph 2 above, you consider it necessary to start either or both of these railway projects as famine relief works.

4. In addressing the Governments of the North-Western Provinces and of the Punjab upon this general question, the Government of India have informed them that it will be advisable, in the construction of any line that may be selected, to adhere as far as possible to the system of petty contract, and not to change this for the task-work system except in case of absolute necessity. Thus the railway would supplement rather than form a part of the famine works proper, which it would relieve by affording suitable employment for able-bodied men. Viewed in this aspect, it is not essential that the line should actually run through or close to the distressed tract in the relief of which it is intended to assist. From what distance labour will be attracted by it, it is probably impossible to say beforehand. But, in choosing between two lines, one of them may be preferable, on general grounds, to the other, but at a greater distance from the distressed tract. If not so distant but that it may reasonably be expected to attract labour and afford relief, the Government of India would prefer that the former of the two lines should be taken in hand in the first instance, and that work upon the latter should be postponed until experience had shown that the former was unable to afford the relief required. In such a case, however, it seems desirable to complete the survey and plans for the latter line also, in case it should be found necessary to begin work upon it. I am to commend these instructions to your consideration in dealing with the different conditions in Native territory. I am to explain that the petty contract system is not adapted to the employment of any but able-bodied men, and therefore is not applied in the case of work undertaken for the relief of a famine-stricken population. If other purely famine works are not available, the earthwork in connexion with the railway alignments enumerated in the preceding paragraph may be undertaken; but in that case it will be necessary to bring them into the scheme of relief work proper, and to substitute for the contract system, gang and task-work systems under which a limited task is exacted from the labourer, and he is not allowed to do more, while if he does less, he receives less than the full wage prescribed.

I have, &c.
W. J. CUNINGHAM,
Secretary to the Government of India.

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* *Vide* Endorsement from the Government of India in the Foreign Department, No. 3160-I., dated the 12th August 1892.

DESPATCH from SECRETARY OF STATE to GOVERNOR-GENERAL OF INDIA IN COUNCIL, No. 9 (REVENUE), dated 15th January 1897.

MY LORD,

DURING the continuance of distress from the failure of the harvests in India, it is important that I should have the earliest possible information of any considerable rise of the death-rate above normal, and also a periodical report of continued mortality of an unusually high rate in any province. A rough calculation, which can doubtless be prepared from the local registers of deaths, will suffice for my purpose; but it is essential that the information should be prompt, and therefore the death-rate per thousand in each month, recorded in every tract where the mortality is abnormal, should be telegraphed as soon as practicable after the end of the month with a few words of explanation as to the causes.

I have, &c.
GEORGE HAMILTON.

DESPATCH from GOVERNMENT OF INDIA to SECRETARY OF STATE FOR INDIA, No. 64, dated Calcutta, the 23rd December 1896.

MY LORD,

WE understand that the Lord Mayor of London, the Blackburn Chamber of Commerce, and others have been in communication with your Lordship on the subject of opening subscription lists in England in connexion with the distress which is now threatening India. We feel assured that the suffering which, in spite of all that the Government may do to relieve it, must necessarily be in store during the next few months for many millions of Her Majesty's subjects, will deeply move the sympathies of the British public; and we are convinced that it needs but an indication on your Lordship's part that money will be gratefully received and can be usefully applied, to ensure a generous response from that liberality of which India has already had experience, and of which she still preserves a grateful recollection. We therefore deem it right it right to place your Lordship in possession of our views on the subject without further delay.

2. On a former occasion, when Southern India was suffering from famine in 1877, a sum of something like 700,000*l.* sterling was collected in England to be applied in India to the alleviation of distress. The application of this money led to a correspondence between Lord Lytton's Government and the Secretary of State of that time, which terminated with Lord Cranbrook's Despatch No. 46, dated 16th May 1878, and which the Famine Commissioners had before them when they discussed the subject in paragraphs 187 and 188 of their report. In the course of that correspondence it was laid down "that the Government is responsible, as far as may be practicable, for the "saving of life by all the available means in its power," and that "it is not proper or "expedient that the Government should ask for private subscriptions to supplement "its own expenditure on famine, especially as it is clear that such subscriptions can "make no appreciable difference" in the amount of an expenditure which must be reckoned by millions. To these principles we stedfastly adhere. To invite subscriptions which are to be spent in the performance of a task for which we have undertaken the responsibility, would be to invite them for the relief of the Indian exchequer—an end towards which we could neither ask nor receive contributions with propriety. For this reason we think that anything that might bear the appearance of an appeal for assistance on the part of the Government of India to the people of England, should be scrupulously avoided as being liable to serious misconception.

3. To ask, however, is one thing, and to receive with gratitude and apply to the best possible advantage money which may be spontaneously offered is another. As Lord Lytton wrote in 1877: "while it is not desirable, in the circumstances above mentioned, for the Government itself to take any part in the collection or distribution "of subscriptions, every encouragement should be given to the spontaneous flow of "private charity." There is, as we shall presently show, ample scope for the operation of private charity outside the definite task of saving people from starvation which the Government has taken upon its own shoulders. And should the English people at any time think fit to send of their benevolence aid to those who are in distress, not only will it be most welcome, and most useful in the mitigation of very real suffering,

but the fact will be of the greatest political value, as tending to draw together in the bond of sympathy the peoples of the two countries. We would prefer, however, that anything that may be in contemplation in the shape of public organisation for the collection and receipt of subscriptions should be deferred till the situation has more definitely declared itself; and we have already suggested this to your Lordship in our telegram of the 17th December.

If the winter rains wholly fail us, India will be involved in a calamity which will, we believe, equal if not transcend in magnitude any similar calamity that has befallen her during the present century. If, on the other hand, they are timely and plentiful, the area in which serious famine may be anticipated, though still large in itself, will be by comparison small; while a large part of the tracts which are still in danger will probably escape anything worse than that distress, in itself sufficiently serious and widespread, which high prices must occasion among the poorer classes of labourers and artisans, and others with incomes fixed in cash. At the present moment, save in parts of the North-Western and Central Provinces, we have present with us nothing more serious than distress, which is, however, slowly deepening into famine; while whatever relief may come to us in the shape of rain must come within the next few weeks. Thus, we shall shortly know with some certainty whether the calamity is to be of the gravest magnitude, or of limited, if still very serious gravity. In either case contributions will be welcome. But if anything in the shape of an invitation is to be addressed to public charity, it would, we think, be well to postpone it until the case for assistance can be stated more definitely, and (should the worst befall us) more powerfully than is at present possible.

4. In the correspondence to which we have already alluded, it was laid down that before an appeal was made to the charity of an English public "the Governor-General "in Council should in the first instance define the objects to which (as distinct from "the obligation devolving on the Government) such charity will be devoted." We enclose a concise statement of those objects as we understand them, which may be of use should any public action be taken in the matter. As we have said, we accept as our own the responsibility of saving life. But life once secured, our responsibility to the afflicted ceases and our responsibility to the tax-paying public begins. In order to ensure that the public revenues are not devoted to any less emergent purpose than the saving of life, we exact from those who apply for relief (with due regard for sex, age, infirmity, and the customs of the country) tests of the reality of their need of such a nature that only those who are genuinely impelled by want will submit to them. And we rigorously limit the assistance given to what is really necessary for the preservation of life. It is evident that there is the widest possible margin of suffering and distress outside these limitations, in the relief of which private charity will find an ample field.

5. It was pointed out in the correspondence of 1877–78, that the Government being responsible for the saving of life by all available means in its power, and an official agency having been organised for this purpose, "it is not desirable that another agency or the same agency under another name should be employed on the same lines in the "distribution of private charity;" and that "the Government and the Government "alone should in the last resort have the direction of whatever volunteer agency may "be organised, and should exercise some control over the expenditure of such sums "as the liberality of the nation may contribute." The Secretary of State therefore ruled that "to inspire confidence in the public, as well as to secure the efficient "administration of the funds, local committees should conduct their operations under "the control of Government, and with the co-operation of its officers." These principles are, we think, indisputable. The necessary control should, however, be exercised without giving it undue prominence; and we enclose a sketch of the organisation which we propose to recommend for the administration of any funds which we may receive from England. We enclose also, for your Lordship's information, copies of a letter which we have caused to be addressed to Local Governments on the subject of the organisation and control of private charity in India.

6. Meanwhile we will keep your Lordship duly informed of the progress of events. Should private purses open spontaneously, India will gratefully receive the aid thus proffered. But we should prefer that anything like a public call for subscriptions should, if possible, be deferred until we are able to furnish your Lordship with a somewhat more definite estimate of the gravity of the situation. And we are strongly

of opinion that, should such a call be decided upon, it should be made perfectly clear that the appeal is for money to be lspent in the alleviation of that distress which cannot properly be relieved at the cost of the State, and is in no sense an appeal by the Government of India for assistance in its struggle with starvation.

We have, &c.

ELGIN.
G. S. WHITE.
J. WESTLAND.
J. WOODBURN.
M. D. CHALMERS.
E. H. H. COLLEN.
A. C. TREVOR.

Enclosure No. 1.

STATEMENT of the OBJECTS to which PRIVATE SUBSCRIPTIONS may legitimately be devoted.

Government fully accepts general responsibility for saving the lives of the people in tracts in which famine prevails; and it is essential that private charity, while working side by side with, should not interfere with or overlap the operations which are organised for this purpose. There is, however, ample scope for its exercise in supplementing these operations, in mitigating suffering, and in relieving distress which falls just short of absolute destitution. Especially, private contributions might usefully be expended on the following objects:—

Firstly: *in supplementing the subsistence ration which alone is provided from public funds, by the addition of small comforts, whether of food or of clothing, for the aged or infirm, for the patients in hospitals, for children, and the like.*

As guardian of the public purse, and in view of the magnitude of the calamity, Government is obliged to limit its assistance to what is absolutely necessary for the preservation of life.

Secondly: *in providing for the maintenance of orphans.*

Every famine leaves behind it a number of waifs who have lost or become separated from those who should be responsible for them, and for whose maintenance it is necessary to provide till they are of an age to support themselves.

Thirdly: *in relieving the numerous poor but respectable persons who will endure almost any privation rather than apply for Government relief, accompanied as it must be by official inquiry into, and by some kind of test of the reality of the destitution which is to be relieved.*

The feeling of the sacredness of the "purdah" or domestic privacy is intensely strong in India; and it is most difficult for any official organisation to reach, or even to ascertain with certainty the existence of distress of this nature.

Fourthly: *in restoring to their original position, when acute distress is subsiding, those who have lost their all in the struggle, and in giving them a fresh start in life.*

The peasant cultivator may often thus be saved from losing his holding through sheer inability to cultivate it, and from sinking to the position of a day labourer.

Enclosure No. 2.

Sketch of the organisation which is suggested for the collection and administration of private subscriptions:—

(1.) A Central Committee, to be termed the Indian Committee for the provision and administration of charitable relief, to be established in India. The General Committee to be unlimited in numbers, and nominations of representatives from each province likely to be affected by famine to be invited.

The General Committee to nominate an Executive Committee consisting of not more than members to undertake the actual administration of the business of the Committee.

The head-quarters of the Committee to be at Calcutta. The functions of the Central Committee will be—

(*a.*) To receive moneys transmitted from England or other countries, and also moneys that may be subscribed in India for the general purposes of the Committee. The fund so created to be termed the "Indian Famine Charitable Relief Fund, 1897."

(*b.*) To apportion these moneys between the different provinces.

(*c.*) To arrange, in concert with the Government, the system upon which charitable relief is to be applied.

(2.) A Committee to be formed in each province, which will receive the moneys apportioned to that province by the Central Committee, and also any moneys subscribed specially to meet the needs of the province, will distribute these moneys to Local Committees, and will generally direct the action of the Local Committees. The Provincial Committee will act in concert with the Local Government, and will be responsible for seeing that the money allotted by the Central Committee is spent on the declared objects of the Fund and with the approval of the Local Government.

(3.) Local Committees to be formed as the Provincial Committees may determine. The detailed administration of the Relief Funds will be in the hands of these Local Committees acting in concert with the local authorities.

(4.) The collection of money in England to be in the hands of a Committee or other agency which will be set on foot in such manner as the Secretary of State may deem advisable.

Enclosure No. 3.

Circular No. 1 F./66-2. Dated Calcutta, the 22nd December 1896.

From DENZIL IBBETSON, Esq., C.S., C.S.I., Secretary to the Government of India.

SIR,

WITH endorsement No. 1323—1332, dated 28th June 1878, in the Public Works Department (Famine) of the Government of India, was forwarded certain correspondence with the Secretary of State on the subject of the collection and administration of the contributions of private charity for the relief of distress in time of famine. I am now to forward, in continuation of that correspondence, and for the information of a copy of a despatch which is being addressed to the Secretary of State on the same subject.

2. The Governor General in Council is of the opinion that the same general principles should, so far as they are applicable, be applied in the case of the charity of the Indian public as have been laid down in the case of contributions from England. Individual and purely local benevolence will of course follow its own course. The evils which may arise from its faulty administration, if it should assume any considerable magnitude, are discussed in paragraph 187 of Part I. of the Famine Commission's Report. But there will seldom be any difficulty in dealing locally with such cases.

3. When, however, any general public appeal is made for money to be expended throughout the province or throughout India, the same considerations apply in the main as in the case of English charity. Government officials may very properly associate themselves with such an appeal; but it must be made clear that they do so merely as sympathising with and sharing in the feelings of benevolence that have suggested the appeal, and that they are in no sense its author; that it is spontaneous, and not officially prompted or promoted. As regards the question whether the time for such an appeal has arrived in any province, the point must be determined in each case in view of local conditions. Should it at any time be decided to make such an appeal, the objects to which private charity is to be devoted should be clearly defined so as not to trench upon the field of Government operations; and it should be made clear that Government reserves to itself such power of control as may be necessary to ensure the fulfilment of this condition.

I have, &c.
DENZIL IBBETSON,
Secretary to the Government of India.

Despatch from SECRETARY OF STATE to GOVERNOR-GENERAL OF INDIA in Council No. 10 (Revenue) dated 15th January 1897.

My Lord,

On learning from your Excellency that the probable extent of the famine could now be defined, and that public subscriptions were being invited in India, I informed the Lord Mayor of London that your Government gratefully accept his offer to open a Mansion House Fund for subscriptions in aid of the relief of sufferers from famine in India; and on the receipt of your letter, No. 64 (Famine), dated the 23rd December 1896, I have communicated to his lordship your views regarding the objects to which private charity can best be devoted, and regarding the way in which charitable funds can best be administered. Since the month of October, your weekly telegrams have kept me informed regarding the condition of affairs, while your present Despatch, and your detailed telegram of the 10th January 1897, give the latest information concerning the extent of the calamity and the measures that have been taken for the relief and mitigation of suffering.

2. The famine has been caused by the absence of the usual rainfall during part of the autumn of 1896. Over a great part of India no rain fell from the middle of August to the middle of November, during which period more than one-third of the year's rainfall is usually expected. The failure of the rains stunted or destroyed the growing autumn food crops, such as millets, rice and pulse, the yield of which on unirrigated lands is estimated to range from nothing to nearly half an average crop. The irrigated autumn crop lands, about 14 per cent. of the whole, are expected to yield about three-quarters of an ordinary harvest. The drought also prevented or impeded ploughing and sowing for the spring crops such as wheat, barley, gram and pulse. The effect of the failure upon the people was aggravated, especially in the North-West Provinces and the Central Provinces, by the circumstance that food-stocks had been reduced and the resisting power of the people had been impaired by previous short harvests.

3. In the month of October all the Local Governments considered the situation and made preparations for meeting the calamity in the several ways prescribed by the Famine Codes. The great extension of railways and the increase in the irrigated area made the country and the people better able to resist famine, while the existence of the Famine Codes and the preparations made under those Codes placed your Government and your officers in a better position for administering timely relief than they had been on any previous occasion. During October the commoner food grains became dearer over a great part of India than had ever been known before at that time of the year and over so great an area. In 74 districts the cheaper kinds of grain were dearer than ten seers per rupee. The detailed reports which have reached me from the several provinces show that in the North-West Provinces, Oudh, and Bengal, timely and complete preparations had been made; while in the Punjab, where pressure was less severe, in Bombay, where the need arose later, and in Madras, where subsequent rainfall removed cause for anxiety, adequate precautions appear to have been taken.

4. At the beginning of November it was apparent that, if the cold weather rainfall should be wanting, there must be serious famine over a large area of India, inhabited perhaps by 80 to 90 millions of people, and that it would be most severely felt in the North-West Provinces, in four districts of which the famine organisation had been fully tried, and had achieved a very satisfactory success during the previous season of 1895–96. But the situation was much relieved by the rainfall of November, which secured a full winter harvest over the greater part of Madras and Mysore; and which spread in an unusual way to the Deccan, the Central Provinces, and Northern India. In December and January also, cold weather showers have fallen over Central and Northern India, over Bengal and over parts of Bombay. The sowings for the spring crops have everywhere been extended, though the breadth of these crops is reported to be still considerably short of the normal area. The spring crops, however, where they have been sown and have germinated, are said to be practically safe; and it is certain that by April next a large addition will have been made to the food-supply of the people over the greater part of the affected area. In some tracts, however, such as North Behar, and some of the districts in the Central Provinces and

Oudh, where the people depend mainly upon the autumn harvests for their food, the relief given by the spring crops will be less considerable.

5. According to your latest information on the 10th January, the position was that famine was felt or expected over districts inhabited by about 37 millions of people, while more or less distress was feared over other tracts containing 44 millions. In British India the expected famine areas and the distressed areas appear to be distributed somewhat thus:—

	Famine.		Distress.	
	Square Miles.	Population.	Square Miles.	Population.
Punjab	16,800	4,139,000	30,100	6,559,000
North-West Provinces	26,200	11,273,000	50,600	26,013,000
Bengal	6,700	5,281,000	9,900	8,265,000
Burma	2,600	212,000	8,600	555,000
Madras	8,500	1,206,000	—	—
Bombay	43,000	7,009,000	9,300	2,064,000
Central Provinces	60,200	7,824,000	13,200	1,019,000
Total	164,000	36,944,000	121,700	44,475,000

In the famine areas full relief organisation under the Famine Codes either has been or is being established as need arises; and in the distressed areas relief works have been or are being opened in order to test the extent of the pressure. If hereafter in parts of the distressed area famine should appear, the relief organisation will be at once extended.

6. The number of people in receipt of relief during the first week of January was 1,200,000, of whom about 248,000 were receiving gratuitous relief. It is expected that these numbers will increase until April; during March and April pressure will, it is hoped, abate in tracts where the spring harvests on large areas prove good; but in some parts the numbers on relief may go on increasing until the end of May. And in no case will anxiety be over until favourable rains have fallen in July and August next.

7. Besides organising relief works and the distribution of gratuitous relief, you have sanctioned suspensions of revenue where pressure is greatest; you have made available for irrigation as much water as possible; you have sanctioned large advances or loans to land-holders who are ready to give work on their estates, and to ryots who are ready to dig wells; you have opened the Government forests to grazing in places where fodder is scanty, and you have reduced the railway rates for carriage of food.

8. You believe that the stocks of food are practically sufficient for the needs of the people, Burma and perhaps South India having a large surplus of food. You are relying on private trade to carry food to places where it is wanted, and you have made public your decision to abstain from any Government interference with the operations of the grain trade. But you have given Local Governments authority to arrange through local dealers for sending food to any relief work or relief centre, where the supply of food is apparently running short. I do not gather that supplies of food are yet coming into the distressed districts from Burma, Madras, or Siam; and I question if Indian prices are, as yet, high enough to attract wheat or even maize from the west. I observe that the Famine Codes provide that the relief wage, or the gratuitous dole, shall be fixed at the value of a certain ration of food on the spot; so that if food becomes still dearer, the relief wage will be proportionately increased. I agree in your view, which was that expressed by the Famine Commission, that the trade, as a whole, can supply the food demand better and more effectively than Government could; and, if reliance is placed on the trade, its operations, so long as they are effective, must not be subjected to competition by Government agency. No doubt careful watch will be kept by your Government not only on the food supply generally, but its local distribu tion. The area in India possessing a surplus of food is unhappily not so extensive this year as it was in 1876–77.

9. I approve the orders you have given regarding the undertaking of canals and railways as relief works. I hope that local capitalists or local bodies will be found ready in many places to construct light railways under the liberal terms which you

have offered in order to meet the present necessity. I understand that, if anywhere sufficient large relief works are not available in particular tracts, recourse will be had to village works, a system which appears to have been prosecuted very successfully in the Bundelcund relief operations of 1895–96. Whether for these petty works, or for other relief duties, a largely increased staff will certainly be required; and I gather that the Local Governments are taking early steps to organise a sufficient temporary staff of relief officers. In the Bundelcund report I observed with satisfaction the excellent service done by Indians, official and non-official, as well as by European relief officers, and I greatly regret that some of these excellent officers should have died or broken down in the struggle.

10. As I intimated by my telegram of the 28th October last, I shall be ready to sanction the expenditure needed to make your relief operations as complete and effective as possible. During a considerable number of years the Government of India has set apart a portion of its revenue to enable it more effectually to deal with such an emergency as has now arisen. You are therefore in a better position to provide the necessary funds for effectual relief without unduly burdening your finances. I am confident that public sentiment in India will support your Government in spending the public money ungrudgingly, though prudently, in the relief of distress. I can assure you of the sympathy of Her Majesty's Government and of your countrymen at home in the task before you.

11. On your Excellency and the officials in India must primarily rest the burden of battling with the grave calamity before us, and constant interference from home in the detailed working of the vast and complicated organisation you are controlling would be useless and mischievous.

12. It is, however, necessary that I should receive prompt periodical information as to the progress, adequacy, and results of these relief works, so that I may be able to judge and advise upon the general conduct and course of your operations.

13. The courage, decision, and promptitude with which the outset of this visitation has been met by your Excellency and your coadjutors inspire me with every confidence and hope in the eventual success of your proceedings.

I have, &c.

(Signed) GEORGE HAMILTON.

FAMINE CODE

OF THE

NORTH-WESTERN PROVINCES AND OUDH.

[REVISED EDITION 1895.]

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NORTH-WEST PROVINCES AND OUDH FAMINE CODE.

[REVISED EDITION, 1895.]

CHAPTER I.

Duties of Revenue and Village Officers and others in ordinary Times.

1. *Definitions.*—Throughout this Code the terms collector and tahsildár are respectively equivalent to the terms district authority and sub-divisional officer as used by the Government of India in dealing with famine questions. The circle of a patwári shall be known as a "local area."

2. *Duties of the Patwári.*—Every patwári is required, under the standing orders contained in Part III. of the Extant Circulars of the Board of Revenue, to note in his diary, and to report, the general condition of crops in his circle; the occurrence of any calamities, such as hail, fire, frost, flood, locusts; the prevalence of cattle disease or epidemic; and the emigration or settling of cultivators.

3. *Duties of Registrar Kánúngo.*—The registrar kánúngo is, under the standing orders contained in Part III. of the Extant Circulars of the Board of Revenue, responsible for transmitting to the collector of the district through the tahsildár the reports received by him from patwáris.

4. *Duties of Tahsildár.*—The tahsildár is, under the orders contained in Circular No. 16–IX., Extant Circulars of the Board of Revenue, required to report to the collector of the district or assistant collector in charge of a subdivision, all calamities of season affecting the crops, and any outbreak of sickness, epidemic, or mortality among either men or cattle; to see that the kánúngos and patwáris duly perform the duties required of them in this respect; and to gauge the rain register and report on the prescribed dates to the collector all falls of rain.

5. *Duties of the Collector of the District.*—The collector of the district is bound to keep himself at all times informed of the agricultural condition of every part of his district, and to enforce the observance of all rules laid down by the Government for the collection of agricultural statistics and information.

6. *Weekly and Monthly Reports on the State of the Crops and Weather to be submitted.*—In ordinary times collectors of certain districts are required to submit direct to the local Government weekly telegraphic reports, which should summarise all facts which have an important bearing on the character of the season and the crops, *e.g.*, information should be given of the character of the rainfall, of the progress of agricultural operations, of the standing crops, and of the probable outturn of the harvests; of the condition of the opium and other crops of commercial importance; of any serious damage caused by insects, blight, hail storms, floods, or other natural calamities; and of the condition of agricultural stock, and the supply of water and fodder for them. The use of vernacular terms in these reports should be carefully avoided, except when they are indispensable to convey the meaning. Any marked fluctuations in prices should be duly noted.* Collectors of all districts are required to submit a similar monthly written report during the first week of each month to the Director of Land Records and Agriculture, who prepares a provincial monthly summary for publication in the Gazette.

7. *Explanations in Cases where Prices exceed Normal Rates.*—The collector shall submit, through the Commissioner of the Division to the local Government, an explanation in all cases where the prices of any staple food grains show a rise of 25 per cent. above the normal retail rates, a schedule of which is prepared and periodically revised by the Department of Land Records and Agriculture. For the schedule now in force *see* Appendix A. (The form in which the report is to be submitted is appended to the schedule.)

8. *Duties of Director of Land Records and Agriculture.*—If imperfections appear in the system under which information supplied periodically in normal times regarding prices, rainfall, the state of the crops and agricultural stock, and other circumstances from which the approach of scarcity and agricultural distress can be detected, it is the duty of the Director of Land Records and Agriculture to submit to the local Government suggestions for the improvement of the system.

9. *Periodical Inspection.*—It is his duty and that of his assistants to ascertain by periodical inspection in normal times that the system for the supply of information prescribed in Chapters I. and II. is being efficiently and properly worked in each district, and to report to the collector any defects in its working.

10. *Compilation of Facts and Statistics.*—It shall be the duty of the director to compile and collate periodically in an intelligent form the facts and statistics which are derived from the system established for the provision of the information of the character above described. For this purpose he will have full access, under such rules as may be laid down by the local Government, to any statistical and agricultural returns and reports which are submitted by collectors to the higher revenue authorities.

* NOTE.—For the present telegraphic reports are received from the under-mentioned districts:—Agra, Aligarh, Allahabad, Almora, Ballia, Bánda, Bareilly, Benares, Cawnpore, Farukhabad, Fyzabad, Gorakhpur, Jhánsi, Lucknow, Meerut, Moradabad, Partábgarh, Rae Bareli, Saháranpur, and Sitapur. In times of scarcity and famine the number will be temporarily increased.

11. *Agricultural Information.*—It shall be his duty to prepare from time to time, after an examination both of settlement reports and other similar sources of information which may be available, as well as of the information periodically collected in his own office, a statement of the agricultural circumstances of each tract of the provinces, and of the measures, if any, which are, in his opinion, required to improve the agricultural efficiency thereof.

12. *Duties of the Commissioner in regard to the above.*—The Commissioner shall transmit to the local Government all reports which he may receive from the collector under the preceding rules.

13. *Collector to maintain Programme of small Works.*—It is the duty of the collector to maintain for his district, under the sanction of the Commissioner, lists of works falling under classes (*a.*) and (*b.*) of section 65. The list of works to be maintained under class (*a.*) of section 65 shall, as far as circumstances admit, consist of agricultural works calculated to increase the outturn of the proximate harvest or harvests; *e.g.*, the construction of wells, the digging and clearing of village tanks, the construction of village reservoirs.* [These works shall, however, as far as possible, be executed by private agency assisted by takávi advances, in which case they shall cease to be considered relief works.] The collector shall submit to the Commissioner, by 15th March at latest in each year, a copy of the lists, and an estimate of the number of persons for whom such works will provide employment. The estimate and lists will be drawn up as nearly as may be in Forms I. and II.B.

14. *The Commissioner to decide Number of Persons for whom Relief Works should be provided, and the Programme of such Works.*—The Commissioner will decide, after communication with the collectors of the division, the Public Works Department, and the Director of Land Records and Agriculture—

(i) the number of persons for whom it is requisite that relief works should be provided in the event of serious famine;

(ii) the programme of relief works which is to be adopted.

The estimate (i) shall be drawn up in Form I. and the programme (ii) in Forms II.A. and II.B.

15. *Necessity for sufficient Number of sanctioned Works.*—If through paucity of sanctioned works the number of persons entered under the head of "Sanctioned works" in Form I. is small in proportion to the total number for whom provision is made in other columns, measures should be taken to bring more large works under sanction as soon as possible, and information should be given in the column of remarks to show what steps are being taken for the purpose.

16. *Estimate and Programme to be revised Annually.*—The estimate (i) and programme (ii) will be revised annually, due regard being given (1) to the increased protection afforded during the past year by new irrigation works, improved communications, or otherwise; (2) to the exhaustion of relief works since the issue of the last programme.

17. *Chief Engineer to maintain Programme of all Works.*—It is the duty of the chief engineer in charge of the Public Works Department, Buildings, and Roads Branch, in communication with Commissioners and district authorities, to maintain for each division and district, under the sanction of Government, a programme of all relief works and to see that for each work there is a project in such detail as is suitable to the class of the work. For this purpose he will be furnished annually by the Commissioner, by 15th April at latest, with the estimate and programme referred to in section 14 drawn up in Forms I., II.A., and II.B. After such revision as is found necessary, the chief engineer shall furnish one estimate and programme for the Province to the local Government in the Revenue Department on 15th May in each year.

18. *Special Rules for Railways.*—The following rules have been prescribed by the Government of India with regard to including railway projects in the programme of relief works. The rules are applicable also to other works requiring Imperial sanction:—

I. A railway project should not, except for grave reasons, be included in a programme of relief works in view—

(1) of the small ratio which the expenditure on unskilled labour bears to the total cost of a railway, about one-third of the whole cost being incurred in England, and of the balance only a small per-centage being spent on unskilled labour;

(2) of the large financial liabilities which the commencement of railway works involves;

(3) of the loss which may be incurred if, after being commenced as a relief work, the project or alignment may be subsequently abandoned or condemned.

II. When for reasons considered sufficient it is desired to include a railway project in the programme of relief works, a report should be submitted to the Government of India in the Revenue and Agricultural Department showing—

(*a*) the liability of the districts through which the railway passes to famine;

(*b*) the advantages of the railway as a permanent protection of the districts affected by it against famine;

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* The digging of fields is recommended as a most useful agricultural work in lands which are not injured by disturbance of the sub-soil, and as a class of work which admits of the easy control of gangs moved backwards and forwards over the fields in a compact body, and of the organisation of a system of light labour in the vicinity of each village. It is desirable that if arrangements can be made with the owners of villages or fields, the experiment of employing labourers in this way should be tried. The baling or carrying of water for standing crops is another class of work of the same kind.

(*c*) the number of persons for whom it is requisite that relief works should be provided in the event of serious famine;
(*d*) the number that can be provided for by works other than the railway;
(*e*) the reasons why the railway is required as a relief work in supplement or preference to other works;
(*f*) the number of persons for whom work of suitable kind can be provided by the railway;
(*g*) the proportion of the cost of such relief work to the whole cost of the line.

III. If the railway or any part of it is accepted by the Government of India as admissible in the programme of relief works on general grounds, the necessary reconnaissances or surveys should be undertaken and the alignment submitted to the Government of India in the Public Works Department, and their approval obtained to the project before it is finally entered in the programme of relief works.

IV. If the alignment is approved, measures should be taken to secure the land required for the railway.

V. If after the inclusion of the project in the programme it should at any time be, in the opinion of the local Government, desirable that the railway should be utilised as a relief work, a report should be submitted to the Government of India in the Revenue and Agricultural Department setting forth the reasons why the work should be commenced.

VI. In the event of such sanction being accorded, the local Government should transmit punctually and regularly to the Government of India in the Public Works Department the ordinary monthly and quarterly "Narrative Progress Reports," together with a memorandum showing the maximum, minimum, and average number of labourers employed, and the total cash issues during the month; and should also communicate with that Department upon all professional and engineering questions, and submit all the usual estimates, accounts, &c., as in the case of a railway in progress under ordinary circumstances.

Chapter II.

Duties of Revenue and Village Officers when Scarcity is imminent.

19. *Duties of Patwári.*—When serious scarcity is imminent, every patwári shall report through the supervisor kánúngo to the tahsíldár—
(*a*) the condition of the crops and the state of the people of the local area;
(*b*) the existence of any scarcity or distress, whenever it may occur;
(*c*) any unusual influx of strangers or emigration of residents;
(*d*) the condition of the grain stocks;
(*e*) any failure in the supply of fodder, the presence of disease, or the occurrence of any unusual mortality among the cattle.

20. *Duties of Supervisor Kánúngo.*—The supervisor kánúngo shall be required to make a special report to the tahsíldár, for transmission to the collector, whenever he has reason to believe that serious failure in crops, fodder, or food stocks is imminent.

21. *Duties of Collector.*—The collector shall submit such report, with his own remarks, to the Commissioner of the division.

22. *Duties of the Commissioner.*—When the Commissioner of a division has reason to believe that scarcity prevails or a famine is imminent in any part of his division, he will report the fact to the local Government, stating, as far as possible,—
(*a*) the ground of his belief;
(*b*) the area and population likely to be affected;
(*c*) the character of communications in the affected area;
(*d*) the condition of the grain stocks;
(*e*) sources from which supplies of food may be obtained;
(*f*) proposed measures of relief;
(*g*) an estimate of any extra expenditure likely to be incurred, and the local sources from which it can be met;
(*h*) any measures for the due strengthening of the normal staff of each district; the subdivision, where necessary, of administrative areas in view to the proper administration of famine relief; the improvement of local communications; the employment of the Divisional Public Works Agency to the best advantage; and any other matters necessary for the due information of the Government.

23. *Impending Distress to be met by Advances under Agriculturists' Loans Act and by Suspension and Remissions of Revenue.*—Impending distress may at the outset be met by the grant of advances under the Agriculturists' Loans Act (XII. of 1884) in accordance with the rules contained in Circular 5A and B–IV. of the circulars of the Board of Revenue, or by the suspension and remission of revenue under the rules in Circular 8–III. of the Board's circulars.

24. *Opening of Test Works.*—District officers are required to use their discretion in determining whether there is scarcity or whether famine is imminent. The proper course is, with the first

indications of distress, to open one or more test works, according as the area which seems affected is small or large, regulating them strictly according to the provisions herein-after contained as to relief works. Ordinary works in progress under the district board or required by it should be opened and should be utilised as test works, wages and the quantity of work to be done being regulated according to the rules for relief works. Employment should be offered to the needy, on the strict condition that the labour is paid for at task work rates, not daily rates, and that the wage given does not exceed the famine wage according to the Code. If such test works attract labourers in large numbers, then it may be considered proved that distress exists.

25. *Employment of additional Staff.*—When in consequence of the apprehension of imminent and serious scarcity application is made by the local officers for the immediate strengthening of the district staff, the local Government is empowered to sanction the employment of such additional staff as may appear to be necessary, provided that all such appointments as ordinarily require the sanction of the Government of India or the Secretary of State are reported at once to the Government of India for confirmation.

Chapter III.

Duties of Superior Revenue and Engineer Officers during Famine.

26. *The First Charge on Relief Works to fall on District Boards.*—District boards must be regarded as forming an integral part of the administration, and it becomes their duty, as it is that of other departments of Government in time of serious scarcity, to subordinate the ordinary objects and methods of their expenditure to the special consideration of saving life. District boards are the primary agency for coping with famine, and must be expected in such crisis to direct all their available resources, subject only to the maintenance of absolutely necessary works in non-affected tracts, to affording relief. This primary obligation having been carried out, it remains for Government to supplement the resources of boards, if necessary, so as to enable them not only to combat famine, but also to perform their ordinary functions connected with the upkeep of district communications. Before then an appeal is made by the boards to Government for funds all possible expenditure, beyond that absolutely necessary for bare maintenance and establishment charges, should be diverted from non-affected to affected areas, and on the opening of relief operations the district budgets should be remodelled with this object.

27. *Duties of Collector.*—The district will be the unit of relief administration, and the collector will be the agent of Government for carrying out the measures of relief which may be determined on. He will exercise general supervision over all works and arrangements for giving relief within his district, and will be responsible to Government for their efficiency. His decision should be accepted in all matters relating to the employment and wages of the labourers, the opening or closing of works, and generally in all matters which are not of a merely technical nature. Officers of all departments employed on famine duty within the limits of his district will take their orders from him on all points not strictly professional.

28. *Submission of Monthly Statements.*—When relief measures have been undertaken the collector shall submit to the local Government direct the monthly Statements A. and B. (Forms VIII. and IX.), together with the map described in the footnotes to those statements. Copies of the statements should at the same time be despatched to the Commissioner.

29. *Duties of Commissioner.*—When it is determined to take any action for the relief of famine in the division, the Commissioner shall exercise administrative control over all measures undertaken for such purpose, except so far as may be hereinafter provided in such portion of Chapter VI. as relates to the conduct of large works.

30. *Duties of Chief Engineer.*—The chief engineer is responsible for seeing that provision is made for the necessary funds to meet the cost of carrying out relief works which may be decided on.

31. *To decide what ordinary Works shall be converted into Relief Works, and to arrange for redistribution of Funds.*—When the local Government decides that relief works are to be undertaken, the chief engineer shall, in communication with the Commissioner, determine, with reference to section 60, what ordinary works shall be converted into relief works, and what additional work should, if required, be undertaken as a relief work. He shall then arrange for the redistribution of funds and establishments accordingly and such redistribution may in urgent cases be carried into effect in anticipation of the local Government's sanction.

32. *To determine what Works should be carried out at ordinary Rates.*—The chief engineer shall also, with the sanction of the local Government, determine whether any portion of the work selected under the last section is of such a character or requires to be executed with such urgency as to demand the employment of ordinary public works labour at market rates. Such portions shall be separated from the remainder of the work, and shall be carried out under the ordinary rules of the Public Works Department without reference to the provisions of this Code. The remaining portions of the work only shall be treated as a famine relief work.

33. *Supplementary Programme to be submitted when Relief Works have been opened.*—When relief works have been opened in any district, a supplementary programme shall, while such works are

open, be submitted to the local Government by the chief engineer on the 1st August, 1st November, and 1st February, showing—

(i) to what extent works on the programme are exhausted;

(ii) what new relief works, if any, are added to the programme.

Supplementary programmes will be submitted to the chief engineer by Commissioners a fortnight previous to the dates prescribed above. These programmes will be drawn up in Forms IIA. and IIB. (*cf.* section 17).

34. *Character and Number of Works to be opened at one time.*—In deciding upon the character and number of works to be opened at any one time, regard shall be had to their prospective utility, and to the possibility of their completion within or soon after the period of scarcity.

35. *Emergent Budget.*—If the funds assigned in the Public Works Department budget for the current year, or if the existing establishment be insufficient, the chief engineer shall submit an emergent budget with as little delay as possible for the sanction of the local Government.

36. *Provision of Tools, &c.*—The chief engineer shall be responsible for issuing timely and ample instructions to the proper officials for the provision of tools, treasure chests, small coin, and other requisites for the conduct of the selected works.

37. *Report to Collector by Officer in Charge.*—The engineer or other officer in charge of a relief work shall give timely notice to the collector—

(*a*) of the date on which such work will be ready for the admission of the labourers;

(*b*) of the date on which it will probably close;

(*c*) of any sickness or other occurrence which renders it advisable to stop admissions to such work;

and shall keep the collector informed, from time to time, of the condition of the work, the number of labourers on it, and the number which can be admitted to it.

38. *Weekly Progress Return to form the initial Voucher for the Expenditure.*—The engineer or other officer in charge of a relief work shall prepare for each work in Form III. a progress return for each week ending on Saturday night. This progress return will form the initial voucher for the expenditure incurred by him in paying relief workers.

39. *Report to be Prepared with Progress Return.*—With the return he shall prepare a report showing—

(*a*) the physical condition of the labourers and of those seeking relief;

(*b*) the numbers who have been rejected from the work and the reasons for rejection;

(*c*) the cause of any refusal to work and the action taken;

(*d*) the sufficiency or insufficiency of the scale of wages or payment for piece-work;

(*e*) the condition of the food supplies and the prices at which they are sold;

(*f*) the staple grain selected for the purpose of calculating the maximum and minimum wage;

(*g*) any other information which it is expedient to communicate to his superiors.

40. *Report and Copy of Return to be submitted to Collector.*—The report and a copy of the return shall be forthwith submitted to the collector.

41. *Government to control Rates for Conveyance of Grain by Railway.*—The Government will, if necessary, exercise the power which they possess of controlling the rates for the conveyance of grain by railway; and they will exert their influence to secure the utmost possible facilities for its distribution to the districts where it is scarce.

42.—(*a.*) *Facilities to be given for the free Action of private Trade.*—Care shall be taken that every possible facility is given for the free action of private trade, and that all obstacles, material or fiscal, are, as far as practicable, removed.

(*b.*) All interference with the action of private trade in the supply of food in time of famine shall, as far as possible, be avoided.

(*c.*) Only in very exceptional cases, and in the last resort, will Government take direct action to import grain; and Government will not interfere with private trade as long as that trade is able and willing to place food at reasonable prices within the reach of the distressed people.

(*d.*) If compelled to interfere because grain is not in, or is withheld from, a local market, Government will do so only until the ordinary course of trade is restored, and will otherwise take action only to assist and stimulate and not to supplant the business of the traders in grain.

(*e.*) No direct step to take the place of private trade shall be made by a collector without at least the sanction of the Divisional or the Famine Commissioner, as the case may be, and, if possible, of Government.

CHAPTER IV.

Circle Organisation and Duties of Circle Officers, &c.

43. *Division of Districts into Relief Circles.*—Each district will be divided into relief circles each under the charge of a circle officer. The boundaries of one or more relief circles shall be conterminous, as far as possible, with territorial divisions made for purposes of administration (such as tahsíls, parganas, kánúngos circles, and the like). Ordinarily the circle of each supervisor kánúngo will be a relief circle, and the kánúngo will be the circle officer.

44. *Duties of the Circle Officer.*—In times of scarcity or famine it shall be the duty of the circle officer—

(1) to submit weekly, and in case of urgency special reports to the collector. The reports should contain the general result of his observations, remarks on the condition of the people, and their willingness or otherwise to work; the prices of food, the supply of food, the state of communications, and any other matters worthy of notice on which he is required by the collector to report.

(2) to aid in the management of any state kitchen or poor-house established in the circle or for the relief of residents thereof.

45. *Circle Officer responsible for other Duties.*—The circle officer shall, under the orders of the collector, be responsible for the performance of the following additional duties:—

(*a.*) To visit each village in his circle once a week or as often as the collector may direct.

(*b.*) To test, as far as possible by personal inspection, and to correct the registers prepared under section 54.

(*c.*) To forward weekly abstracts of the same to his immediate superior.

(*d.*) To report the occurrence of any unusual sickness in the village.

(*e.*) To ascertain that relief has been properly and effectually distributed in the manner laid down.

(*f.*) To encourage by all the means in his power the employment of labour on agricultural operations, and to invite applications for advances to make wells, tanks, and other improvements.

(*g.*) To make known the places at which relief works are opened, the nature of each work, the wages offered, and the classes of persons to whom such work is open.

46. *Shall be supplied with Money.*—He shall also be supplied by the tahsíldár with money sufficient to meet urgent expenditure.

47. *Appointment of Contractors for Grain.*—In times of famine or scarcity one or more contractors for the supply of necessaries may be appointed for each circle by the collector. They should be chosen from among the dealers of the locality. Each contractor should be furnished with a clear description of the tract for the supply of which he is responsible.

48. The name and residence of each contractor shall be made known to the patwáris of the tract for which such contractor is responsible.

49. *Contractors to be indented on for Grain in prescribed Forms.*—When it is necessary to require a contractor to furnish supplies, the tahsíldár or other officer authorised thereto by the collector, shall indent on him, stating the amount and kind of grain required for a week's supply, the place and date of delivery, and any other matters that may be necessary for his information. He may at the same time give him an order on the nearest treasury for an advance to cover the cost of the supply indented for, reporting the fact to the collector.

50. *Payment to the Contractor.*—The contractor shall be periodically paid on presentation of vouchers for expenditure, duly signed by any of the officers specified to the section preceding.

51. *Starving Wanderers.*—The patwári in any local area to which a starving wanderer comes shall give such wanderer such food as may be necessary, and shall, if or when he is fit to move, send him to the poor-house, relief work, or police station, whichever is nearest to such village. Sums expended by the patwári under this rule shall be treated as expenditure on gratuitous relief under section 55.

52. *Treatment of Migrants.*—Migrants should not ordinarily be interfered with, except (i) when they are obviously too weak to carry out the journey they purpose; (ii) when it is known that the place to which they propose to go is unable to support them; (iii) when they are wandering aimlessly. On routes where migration is large, rest-houses should be provided. In treating applicants for relief no distinction should be made between those who come from British territory and those who have migrated from Native States.

53. *Utilisation of Local and District Boards.*—The collector may associate with himself the district board or any local board for the purpose of advising and assisting him in all matters connected with the prevention and relief of famine.

Chapter V.

Gratuitous Relief.

54. *Patwári shall prepare Register of Poor.*—In times of scarcity or famine the patwári shall prepare and maintain a correct register of persons residing in the local area, who from their circumstances are likely to require gratuitous relief in such times. The following classes of persons would at such times ordinarily receive gratuitous relief, provided that they have no relatives able and by the custom of the country bound to support them:—

(*a.*) Idiots and lunatics.

(*b.*) Cripples.

(*c.*) Blind persons.

(*d.*) All who from age or physical weakness are incapable of earning their living.
(*e.*) All persons whose attendance on the sick or on infant children in their own homes is absolutely necessary.

55. *Duties of Circle Officer.*—In times of scarcity or famine it shall be the duty of the circle officer—
(*a*) when the distress cannot be relieved by private charity, to make an application for funds to the collector and to carry out such instructions as he may receive for arranging for the supply of money or grain required to give the necessary relief;
(*b*) to keep strict and accurate accounts of all moneys expended and grain distributed in gratuitous relief, and to submit such accounts to the examination of the tahsíldár whenever that officer may call for them.

56. *Form in which Gratuitous Relief is to be given.*—It shall be in the option of the collector to give gratuitous relief in money or in grain; provided that—
(1.) If given in money, it shall suffice to buy the minimum ration prescribed in Chapter VII.
(2.) If food is not easily obtained in the local market, relief may be given in grain. The amount of the dole in such circumstances shall be the minimum ration prescribed in Chapter VII.
(3.) A committee, or a responsible officer to be appointed for that purpose by the collector, shall on the spot superintend the distribution of relief when given in money, and shall exercise supervision over the arrangements under which relief in grain is distributed by grain merchants.

57. *Duties of the Collector.*—The collector shall be responsible for directing the preparation of the register prescribed by section 54 when, in his opinion, the scarcity is, or is likely to be, sufficiently great to require this precaution.

58. *Returns of Expenditure on Gratuitous Relief.*—In addition to expenditure on objects mentioned in this chapter, all expenditure on relief under Chapter X. (except under section 127) should appear in the returns as expenditure on gratuitous relief.

Chapter VI.

Famine Relief Works.

59. *Classification of Works.*—Works will be primarily distinguished as "ordinary" and "relief."

60. *Ordinary Works.*—Ordinary works are those on which labourers are employed in the ordinary manner at the rates prevailing in the labour market and which are not brought under Famine Code rules. Although it may be desirable to expand as a temporary measure the ordinary works in tracts where distress is commencing, the additional works thus undertaken must not be confounded with relief works. When it has been decided that relief works should be opened, the whole or part of an ordinary work may be converted into a relief work and brought under the provisions of the Code.

61. *Relief Works.*—Relief works are those on which wages are given at special rates and which are brought under the Famine Code rules.

62. *Distinction between "Ordinary" and "Relief" Works.*—The main distinction between an ordinary work and a relief work is that on the former unlimited piece-work is permitted at ordinary rates, whereas on the latter only limited tasks at reduced rates are allowed.

63. *Classification of Relief Works.*—Relief works will be divided into two classes—"small" and "large." It should be borne in mind that while in the latter stage of a famine "large works" will be the backbone of the system of relief, "small works" should be utilised in the early days of a scarcity.

64. *Definition of Large Works.*—Large works are works calculated to provide simultaneous employment for three months to at least 1,000 persons.
All other works are small works.
The supervision exercised in either large or small works will, as far as possible, be professional.

65. *Small Works.*—Small works include—
(*a*) works specially intended for the relief of the agricultural population in the vicinity of their villages;
(*b*) works which are not designed for the relief of the agricultural population near their homes, but are primarily part of the administrative programme.

66. *Classification of Persons employed on Relief Works.*—Persons employed on relief works will be classed as—
A.—Able-bodied persons accustomed to labour of the kind required on ordinary works, *i.e.*, professional labourers.
B.—Able-bodied persons accustomed to labour, but not to labour of the kind required on ordinary works, *i.e.*, labourers, but not professional.
C.—Able-bodied persons not accustomed to labour, *i.e.*, able-bodied, but not labourers.
D.—Persons not able-bodied, but fit for light employment on relief work, *i.e.*, weekly.

67. *Labourers to be termed Relief Workers.*—All persons employed on relief works will for the purposes of this Code be known as relief workers.

68. *Relief Work not to be done by Contract.*—No famine relief work shall be done by contract.

69. *Employment of Relief Workers.*—It must be understood that only persons falling under Class A. in section 66 are to be employed on ordinary works, and they will receive wages according to the state of the labour market. On relief works all four classes may be employed, and they will be paid the wages fixed for each class.

70. *Definition of "Task."*—The system of payment by results, or by the "task" allotted to a particular class of relief workers, shall be invariably followed. A task is the maximum amount of work allotted to a particular class of relief workers, and though short work will entail short payment, no relief worker is expected or permitted to perform more than his task.

71. *Principles on which Maximum Task should be fixed.*—The task for relief workers under Class A. will be equal to the amount of work usually performed by able-bodied labourers on ordinary works, and it is left to the local authorities to determine what this is. The task for relief workers under Class B. will be from 10 to 15 per cent., and for those under Class C. about 25 per cent., below the task fixed for Class A. The task for relief workers under Class D. will be determined by the local authorities according to circumstances, but should be such as to give weekly persons a reasonable amount of healthy employment.

72. *Formula for calculating the Amount of Task in Earthwork.*—Suggestions for calculating the tasks to be imposed on relief workers of each class and for fixing the rates to be paid for earthwork are given in Appendix D.

73. *Transfer of Relief Workers from one Class to another.*—A relief worker may at the discretion of the officer in charge of the work be transferred from one class to another.

74. *Relief Workers to be formed into Gangs.*—Relief workers, after being duly classified, should, as a rule, be formed into gangs, under a headman or paymaster appointed by themselves. A task may then be prescribed for each gang, and on the performance of it, in whole or in part, each member of the gang shall be entitled to the wage prescribed for his class, in whole or in part, in proportion to the amount of the task performed by the whole gang; provided that the amount paid to any individual shall not be less than the minimum wage of his class. When gangs are not formed the foregoing instructions apply to individuals. The members of the family or residents of the same vicinity should be allowed to work together as far as possible.

75. *Works which can be opened by the Collector.*—Works described in section 65 which can be carried out by the collector with his ordinary staff may, under the authority of the Commissioner, be opened by the collector as relief works whenever prevailing scarcity or unfavourable seasons cause a serious decline in the demand for labour or severe distress to any portion of the labouring population.

76. *Works which should not be opened without Government Sanction.*—Works described in section 65, which can only be carried out by the collector with special professional assistance, may not be opened as relief works except with the special sanction of the Government, or of some authority duly empowered for the expenditure of funds on famine relief.

77. *Responsibilities of the Officer in Charge.*—The persons placed in charge of a separate work shall be called the "officer in charge" and shall be responsible for the following matters:—

(1.) The admission of applicants.
(2.) The classification and treatment of relief workers.
(3.) The provision of tools and shelter.
(4.) The adjustment of rates of wages.
(5.) The payment of wages.
(6.) The supply of food.
(7.) Market arrangements.
(8.) The hearing and investigation of complaints.
(9.) Hospital inspection.
(10.) The care of children and infirm persons unfit for work.
(11.) The submission of accounts and reports.

78. *Admission of Applicants to the Works.*—At every work a place shall be fixed for the submission of applicants. Such place shall be marked by a flag and shall be visited twice a day, morning and evening, by the officer in charge, or one of his subordinates, who shall classify the applicants and draft them, if fit for labour, to the relief work.

79. *Allowance to Applicants before commencing Work.*—All persons, being *bonâ fide* applicants for labour, or relatives depending on such applicants, who arrive at the relief work in the morning, shall in addition to the full working wage which will be paid in the evening, receive half the minimum wage on admission, and shall be allowed, if they desire, to take a meal before commencing work. Those who arrive in the evening shall receive on admission the full minimum wage. These extra wages shall invariably be paid in food and where practicable in cooked food, according to the scale in Chapter VII.

80. *Persons to be retained on Relief Works.*—All applicants for admission who come under Classes A. to D. of section 66 shall be received and retained on relief works. Applicants who come under Classes A. and B. should, at the discretion of the officer in charge, be drafted from time to time with those dependent on them to large works.

81. *Drafting of Relief Workers to Large Works.*—In selecting the relief workers who are to be drafted to large works regard shall be had to the distance of such works from the relief worker's home, and to the number of women, children, and infirm persons dependent on, or belonging to, the family of such relief worker.

82. *Information about Large Works.*—The collector shall, from time to time, instruct the officer in charge of a small work as to the large works to which able-bodied relief workers with their families and dependants may be drafted, and regarding the maximum number which may be so drafted.

83. *Transfer of Relief Workers.*—In drafting persons to other works the officer in charge shall observe the following rules:—

(1.) The draft shall ordinarily consist of not less than 20 persons or more than 200.

(2.) A numerical roll of men, women, and children shall be sent with all drafts, with the reason for sending them.

(3.) The draft shall be placed in charge of a trustworthy official, to whom shall be given money sufficient to support the members of the draft until they reach the work. If necessary, a police guard may be sent with the draft.

(4.) On reaching the work such official shall make over the gang, with the roll, to the officer in charge, who shall at once compare the roll with the draft, and satisfy himself by inspection and inquiry that the draft has been properly fed *en route*.

(5.) If the officer in charge finds everything in order, he shall sign the numerical roll, certify the expenditure, and return it to the official in charge of the gang.

(6.) If the draft received does not correspond with the roll, he shall note differences, and cause the official aforesaid to explain them, and then transmit the roll and the official's explanation to the officer who despatched the draft.

(7.) If complaints of ill-treatment or insufficient feeding are made by any persons in the draft, the officer in charge shall inquire into the complaints, and shall note his finding on the roll, and may refuse to certify the whole or any portion of the expenditure.

(8.) Gangs in transit shall not be paid cash wages, but shall receive food, and, where practicable, cooked food, according to the scale in Chapter VII.

84. *Camps for Relief Workers.*—The relief workers' camp or camps shall be selected with as careful regard as possible to sanitary conditions, with reference to which the sanitary and medical officials of the district or Province should, whenever an opportunity occurs, be consulted.

85. *Huts for Relief Workers.*—If it is considered necessary to make huts for the relief workers, hutting materials should be provided in sufficient quantity. The collector shall satisfy himself that shelter is provided where it is necessary. Proper arrangements must be invariably made for latrines.

86. *Residence in Camp.*—Residence in camp is compulsory for all relief workers whose homes are not within a reasonable distance.

87. *Payment of Wages.*—Relief workers falling under Classes A. and B. of section 66 should, as a rule, be paid at first daily, afterwards twice or thrice a week, for which purpose they may be divided into two or more sets, who shall be paid on different days. In no case shall payment be made less often than once in seven days.

Relief workers in Classes C. and D. of section 66 shall be paid daily.

88. *Officer in Charge responsible that Wage is paid.*—The officer in charge shall be responsible that every relief worker receives the wage to which he is entitled. Payment may be made for task to the head of each gang, but in all other cases must be made individually.

89. *Wages to be paid, as a rule, in Cash.*—All wages, unless it is otherwise provided, must be paid in cash, unless food cannot be procured in the local market, in which case uncooked rations on the scale prescribed in Chapter VII. may be given in lieu of wages.

90. *Days for which to be made.*—The minimum wage prescribed in section 105 shall be paid to relief workers or *bonâ fide* applicants for employment—

(*a*) for all days occupied in classification, medical inspection, or the like;

(*b*) for any days on which work is stopped by order on account of weather or other causes.

91. *No Work allowed on Sundays.*—Relief workers shall not be allowed to work on Sunday; but for Sunday they shall receive the minimum wage which shall be paid to them on Saturday evening, so that the establishment may not be called on either to measure work or to make payments on Sunday.

92. *No less than Minimum Wage to be earned by a Relief Worker.*—A relief worker must never earn less than the minimum wage, except temporarily in cases of contumacy; and contumacious characters will either be fined below the minimum or sent to the poor-house.

93. *Penalties for short Work.*—Fines may be imposed for short work, provided that the daily payment does not fall below the minimum wage except as provided in section 92.

It must be understood that fines are not meant to meet short work due to weakness rather than wilfulness.

94. *Supply of Food.*—When an officer receives orders to undertake any relief work he should make an immediate estimate of the amount of food which will be required for the number of relief workers to be employed, and should notify the same to the collector.

95. *Market Arrangement.*—When it is necessary to have a market for the supply of food at a relief work, the officer in charge shall see—

(*a*) that the shopkeepers are provided with suitable and healthy accommodation;
(*b*) that the weights and measures used are fair;
(*c*) that the articles supplied are fit for human food;
(*d*) that the current prices are written up and notified daily in the market.

96. *Report to be made when Prices Current are excessive.*—If it shall appear to the officer in charge that the prices current are excessive he shall report the matter to the collector.

97. *Hearing of Complaints.*—The officer in charge shall give daily opportunity to relief workers and others employed or supported at the work to make complaints or bring forward grievances, and shall make due inquiry into every case which appears to require investigation.

98. *Hospital Accommodation.*—Hospital accommodation for the sick shall be provided at every relief work where the number of relief workers is considerable. If there is no medical officer on the work, his duties will be performed, as far as may be, by the officer in charge, who will send all cases of serious illness to the nearest place at which medical treatment is obtainable. The hospital shall be inspected daily. (*See* Chapter XIV.)

99. *Care of infirm Dependents of Relief Workers and Children who are unfit to work.*—Infirm dependants of relief workers and children who are unfit to work shall either be fed in kitchens, or allowances on their account shall be paid (subject to section 100) to the members of their families who are actually employed on relief works. In the latter case the dependents and children shall be permitted to remain on the relief works so long as the relief workers on whom they are dependent are employed on the work, adult dependents being allowed the minimum wage prescribed in section 105.

100. *Relief of Children and Dependants by Allowance to Relief Workers.*—The officer in charge of the work must, before granting any allowances to relief workers in respect of adult dependents, ascertain beyond reasonable doubt that such dependents are both unable to work and really depend on the worker to whom such allowance is granted. All allowances given on account of non-labouring children and dependents must be shown in the accounts as gratuitous relief. The number of dependants and non-working children must also be shown in the monthly progress returns (Appendix G., Forms IX. and X.), and explanation must be given whenever the number of dependents exceeds 10 per cent. of the number of persons employed on the works. It should then be considered whether a separate system of relief for dependents is necessary.

Chapter VII.

Wage and Rations.

101. *Full Ration.*—The full ration prescribed under this Code as sufficient to maintain able-bodied relief workers in strength and health is—

—	For a Man.	For a Woman.	For Children.
	s. c.	s. c.	
Flour of the common grain used in the country, or cleaned rice	0 12	0 10	$\frac{3}{4}$, $\frac{1}{2}$, and $\frac{1}{4}$ rations, according to age and requirements.
Pulse	0 2	0 2	
Salt	0 $0\frac{1}{4}$	0 $0\frac{1}{4}$	
Ghí or oil	0 $0\frac{1}{2}$	0 $0\frac{1}{4}$	
Condiments and vegetables	0 $0\frac{1}{2}$	0 $0\frac{1}{2}$	

102. *Minimum Ration.*—The minimum ration for relief workers under this Code is—

—	For a Man.	For a Woman.	For Children not being Infants below 14.
	s. c.	s. c.	
Flour of the common grain used in the country, or cleaned rice	0 8	0 7	$\frac{3}{4}$, $\frac{1}{2}$, and $\frac{1}{4}$ rations, according to age and requirements.
Pulse	0 1	0 1	
Salt	0 $0\frac{1}{6}$	0 $0\frac{1}{6}$	
Ghí or oil	0 $0\frac{1}{6}$	0 $0\frac{1}{6}$	
Condiments and vegetables	0 $0\frac{1}{4}$	0 $0\frac{1}{4}$	

It is left to the local authorities to determine whether the fourth item of this ration should be ghi or oil; but the cheaper should ordinarily be selected. The local authorities will also determine the proportion of condiments to vegetables in the last item.

103. *Penal Ration.*—The penal ration prescribed for relief workers sent to a poor-house for refusing to work is—

—	For a Man.	For a Woman.
	s. c.	s. c.
Flour or rice - - -	0 7	0 6
Pulse - - -	0 $0\frac{1}{2}$	0 $0\frac{1}{3}$
Salt - - - - -	0 $0\frac{1}{8}$	0 $0\frac{1}{8}$

NOTE. The ser to be used is the standard ser of 80 tolas.

104. *Payment to be made ordinarily in Cash.*—Ordinarily payment to relief workers should be made in cash. In exceptional cases, as when the items constituting the ration cannot be bought in the local market and the only grain procurable is that imported by Government, it will be advisable to issue the whole or a part of the ration in kind.

105. *Definition of Maximum and Minimum Wage.*—The maximum wage under this Code is the amount of money which at the current prices is sufficient to purchase (*a*) the full ration or (*b*) the grain equivalent of the full ration, and the minimum wage is the amount of money sufficient at current rates to purchase (*a*) the minimum ration or (*b*) the grain equivalent of the minimum ration. Wages shall ordinarily be calculated on the basis of grain equivalents.

106. *Definition of Grain Equivalent.*—By the term grain equivalent is meant the amount of grain of which the value is in ordinary times equivalent to the total value of the various items of the ration. The grain selected as a basis for calculation must in every case be the staple or staples in ordinary consumption in the affected tracts, and not the more expensive classes of grain which, though occasionally consumed in times of plenty, are abandoned for cheaper grains as soon as pressure sets in. The data upon which the grain equivalent of the ration has been calculated are set forth in Appendix E. (1) to this Code.

107. *Calculation of the Wage by a Grain Equivalent.*—Experience has shown that the cost of the other items in the minimum adult male ration will seldom, if ever, be found to be more than three-quarters of the cost of the grain item. The value of the minimum ration for an adult male will therefore be found to be fully represented by $1\frac{3}{4}$ lbs. of the grain or grains ordinarily consumed; and this estimate allows for a moderate margin above a subsistence ration. The grain equivalent of the ration thus estimated should not be exceeded.

108. *Scale of Wages calculated on Grain Equivalents.*—The following is the prescribed scale of wages calculated on the basis of grain equivalents :—

(I.) Adult males—

Maximum	Class A.—The money value of	$2\frac{5}{8}$	lbs. or	21	chittaks of grain.			
	„ B.	„	„	$2\frac{3}{8}$	„	19	„	„
	„ C.	„	„	2	„	16	„	„
	„ D.	„	„	$1\frac{3}{4}$	„	14	„	„
Minimum -	All classes	„	„	$1\frac{3}{4}$	„	14	„	„

Adult Females—

Minimum	Class A.—The money value of	$2\frac{3}{8}$	lbs. or	19	chittaks of grain.			
	„ B.	„	„	$2\frac{1}{4}$	„	17	„	„
	„ C.	„	„	$1\frac{7}{8}$	„	15	„	„
	„ D.	„	„	$1\frac{7}{16}$	„	13	„	„
Minimum -	All classes	„	„	$1\frac{7}{16}$	„	13	„	„

Children—

Wages or allowances for children will be determined on a consideration of their ages, their powers of work, and their requirements. The wages or allowances should not be less than one quarter or more than three-quarters of the wages allowed for adult males.

(II.) Where, under the provisions of section 71, the task laid down for relief workers of Class B. is equal to the task of Class A., the wage to be paid to workers of Class B. on the performance of the task in full shall be equal to the wages fixed for Class A.

(III.) To facilitate the conversion of the ration into wage at various prices, a ready reckoner is given in Appendix E(2) to this Code.

109. *When alternative Method of calculating Wages may be used.*—If, owing to abnormal variations in the relative prices of the grain item and the other items in the ration, the margin above the subsistence ration referred to in section 107 is materially increased or diminished when wages are calculated on the basis of grain equivalents, wages may be calculated by the alternative method indicated in section 105, *i.e.*, on the basis of the actual cost of the various items of the ration.

CHAPTER VIII.

The Poor-house.

110. *Definition.*—The poor-house is an enclosure within which cooked food is distributed gratuitously to the inmates.

111. *Persons to be admitted.*—No person may be admitted to a poor-house except—
(1) persons who, being unfit for employment on works, cannot be conveniently sent to their homes;
(2) persons who, being fit for employment on works, refuse to labour.

112. *Retention of Inmates.*—Inmates once received into a poor-house shall be supported there, if of the first class, until they are fit for work or can be sent to their homes; if of the second, until they consent to work or are otherwise dealt with.

113. *Number of Poor-houses.*—The number of poor-houses to be established in any district shall be determined by the collector with the sanction of the Commissioner. Ordinarily one poor-house will be sufficient for each sub-division of a district. Weekly returns in Forms VI. and VII. should be submitted by the collector to the Commissioner.

114. *Their Supervision.*—For each poor-house the collector shall appoint a visitor or visitors, who shall inspect and supervise its administration. These shall ordinarily be chosen from the members of the local board, or shall be revenue or police officers of the locality, or some other officials of a similar position.

115. *Their Site.*—The site of the poor-house should be chosen with regard to the following circumstances:—
(1) it should be situated on the outskirts of a village or town;
(2) the situation should be healthy;
(3) the drainage should be good;
(4) an ample supply of water for drinking and bathing purposes should be available.

116. *Hospitals to be attached to them.*—To each poor-house shall be attached a hospital, which shall be placed as near the poor-house as is consistent with health. The hospital shall be in charge of a medical officer.

117. *Closing of Poor-houses.*—When it appears to the collector that a poor-house should be closed, he shall determine a date for the closing of it, and shall direct that after that date no one shall be admitted, and that all inmates who are fit for work shall be dismissed. He shall also arrange for the transmission to their homes, or the support by private charity, of such inmates as are unfit for work and incapable of supporting themselves.

118. *Suggestions for Administration, &c.*—Suggestions for the construction of poor-houses, the establishment to be maintained in them, and the treatment of inmates, are contained in Appendix B. to this Code.

Chapter IX.

State Kitchens.

119. *Relief in Kitchens.*—Experience having shown that starving parents cannot in time of severe famine safely be entrusted with the means of relieving their children, it is essential that a daily supply of cooked food should be issued to them under proper supervision. Adult dependents of relief workers who are unfit to work may also be relieved at kitchens, and supplied with cooked food. (*See* section 99.)

120. *Establishment of Kitchens.*—Kitchens with sleeping sheds attached should be established at convenient centres whenever it is found that private charity is unable to cope with the emergency.

121. *Treatment of Children abandoned by their Parents or Guardians.*—Children abandoned by their parents or guardians should, if old enough, be sent to a suitable relief work, and if too young to work, should be admitted to the nearest kitchen. A register should be kept of all children admitted to the kitchen (*see* Form IV.), and in it all the information procurable as to the parentage and village of the children should be entered, in order to facilitate the tracing out of their parents or natural protectors, and the future restoration of the children to them.

122. *Management of Kitchens.*—Proper arrangements must be made for the following matters:—
(*a.*) Sanitation.
(*b.*) Quality and distribution of food.
(*c.*) Care of the inmates.
(*d.*) Prohibition of the removal of cooked food.
Some hints for the management of kitchens are given in Appendix F.

123. *Rations to be given in Kitchens.*—Adult dependents of relief workers will be granted the minimum ration prescribed in section 102. The ration for children should be determined on the principles laid down in section 108.

Chapter X.

Other Measures of Relief.

124. *Relief to respectable Women.*—Respectable women in need of relief who are debarred by national custom from appearing in public, shall, if entitled to gratuitous relief under section 54, be relieved at their own homes. If not entitled to gratuitous relief they shall receive the minimum wage prescribed in section 105, if possible, in return for some suitable work to be performed in their homes, *e.g.*, spinning cotton.

125. *Arrangements to prevent Abuse.*—Arrangements shall be made by the poorhouse visitors or committee described in section 56 (3), in concert with the patwári in whose circle such women reside, to ensure that relief is not unnecessarily given, and that when given it reaches the persons for whom it is intended.

126. *Relief to respectable Men.*—So far as may be consideration shall be shown to persons of respectable position and family who are reduced to starvation. Such persons shall not be forced to labour on the works, but shall, wherever possible, be employed as overseers of gangs, supervisors, accountants, or clerks on the works. If no suitable work can be found for them they may be admitted, by order of the famine officials named in the section preceding, to gratuitous relief. A weekly list of all such persons so admitted shall be sent to the collector.

127. *Relief to Artisans.*—Artisans who require relief shall be employed, as far as possible, in their own trades on the several relief works, and in localities where the members of any particular trade or calling are numerous. Preference may be given to works which will provide employment for men of such trade or calling.

128. *Relief to Weavers.*—In localities where weavers are numerous, the circle officer, in concert with the patwáris, will arrange for the distribution of thread and the payment for cloth woven, at the market price. If the market price is so low that a weaver cannot support himself, the price given may be raised, with the sanction of the Commissioner, to such extent as may be necessary.

129. *Orphans and Deserted Children*—A temporary orphanage shall be established at the head-quarters of the district, to which shall be sent, on the closing of a poorhouse or children's kitchen, any children who are left without relations or whose relations are unknown, or, if known, cannot be compelled to support them.

130. *Children to be given for Adoption.*—Such orphanage shall be placed under the management of the local committee or board, who will have the power to make over the children to the care of any respectable persons who wish to adopt them. If several persons apply for leave to adopt the same child, preference shall ordinarily be given to the person, if any, who is of the religious persuasion to which such child belongs or is believed to belong.

131. *To be made over to Orphanage if unclaimed after Three Months.*—If after three months from the admission of a child to the temporary orphanage no respectable person has adopted it, such child may be sent, with the collector's approval, to any orphanage or other public institution for the care of destitute children which is willing to receive it; provided that in any case a child may be reclaimed by parents or near relations who have a legal right to its custody.

Chapter XI.

Measures for the Protection of Cattle.

132. The following measures for the protection of cattle will be put in force whenever and wherever the Local Government may so direct.

133. *Register of Cattle and of Pasturage.*—In every district to which these directions shall be applied, the collector, and in every division containing such a district or districts the Commissioner, shall prepare and maintain a register (in Form V.) showing for such district and division—

(*a.*) The approximate number of cattle depending on pasture;
(*b.*) The pasture grounds ordinarily in use.
(*c.*) The reserve pasture grounds belonging to the Government to which in times of drought the cattle can be most conveniently driven.

134. *Assignment of Reserve Pasture Grounds.*—A copy of this register (in Form V.) shall be submitted to the Local Government, which shall decide annually, in concert if necessary with the Forest Department, to what reserves the cattle from each district may be driven in case of need.

135. *Mode of sending Cattle to the Reserves.*—On receiving the orders of Government the collector shall inform the people through the tahsíldárs, from time to time, what reserves are in case of drought to be opened to them, and shall decide the routes by which the cattle are to travel.

136. *Collector shall report Scarcity of Fodder.*—When it appears to the collector that the pasture of his district or any portion of his district is about to fail, he shall report the matter through the Commissioner to the Local Government, which may open the reserve set apart for such district.

137. *People to be encouraged to send Cattle to the Reserves.*—On receipt of the order opening the reserves, the collector shall inform the tahsíldár in the affected tract, and shall cause him to impress upon the people the necessity of sending their cattle to the reserve open to them by the routes determined under section 135.

138. *Utilisation of Trees along Routes.*—The collector shall at the same time arrange, if necessary, and as far as may be, for the sale of fodder along such routes. If no fodder is procurable, and the cattle cannot otherwise be preserved, he may order the trees (if any) fit for fodder, which are on or near the routes, and which belong to Government, to be utilised to the utmost.

139. *Supply of Water.*—If water is deficient along such routes, the collector shall make such arrangements to supply the want as may be practicable.

140. *Pasture Reserves to be under the Forest Officers.*—The management of the pasture reserves and the control of the cattle admitted to them shall be in the hands of the forest officers or other officials who ordinarily have charge of such reserves. The fees ordinarily charged for pasturage may be reduced or remitted as the Local Government may direct.

141. *Production of Fodder in Canal-irrigated Districts.*—In districts irrigated by canals the Commissioner, in consultation with the canal officers, shall take such measures for the growth of fodder and for increasing the growth of grass by flooding the ordinary pasture grounds or otherwise as to him may seem advisable.

Chapter XII.

Utilisation of Forests.

142. *Forest produce utilisable as Human Food.*—In localities where forest produce is utilisable as human food, every facility should be afforded by the forest officers to persons seeking such food in forest reserves.

Chapter XIII.

Duties of the Police.

143. *They shall submit Special Returns.*—In seasons of widespread scarcity and distress the magistrate of the district shall require all police officers in charge of stations and outposts to submit special reports from time to time on the following matters :—

(1.) Increase in crimes which may be attributed to a general rise in prices or scarcity of food;
(2.) Wandering of needy, starving persons;
(3.) Migration or immigration from or to the area under their charge;
(4.) Deaths believed to be due to want of food;
(5.) Cases of starvation or severe want;
(6.) Decrease in the above symptoms of scarcity;

144. *Shall visit Lanes and Byeways.*—The police superintendent shall organise a system of patrol to visit the lanes and byeways of towns and villages, rest-houses or sarais, as well as the main roads, in order to conduct starving wanderers to the nearest relief work, poor-house, police station, or outpost; and, if they are unable to go so far without food shall first of all provide them with food.

145. *Shall take Precautions to protect Grain.*—He shall take extra precautions for the protection of markets and all places where grain is stored, and shall place special patrols on lines of communications along which grain is carried.

146. *Shall indent for extra Force if required.*—He shall report, from time to time, to the magistrate of the district what increase (if any) in the force under his command is needed. If any increase is made, he shall take the necessary steps for reducing the force when the increase ceases to be required.

147. *Shall receive an Advance to supply food in urgent Cases.*—Every police officer in charge of a station or outpost in a famine stricken area shall be furnished with a sum of money sufficient to enable him in urgent cases to supply food to starving wanderers. The superintendent of police shall obtain from the magistrate of the district the funds necessary for this purpose, and shall render an account of the same.

148. *Disposal of Dead Bodies.*—It shall be the duty of the police to see that persons found dead by the roadside are properly buried or burnt by the village authorities.

Chapter XIV.

Duties of Medical Officers.

149. *Inspector-General of Civil Hospitals shall require Special Return.*—The Inspector-General of Civil Hospitals shall in times of great scarcity require Medical Officers in cival charge of districts to submit special monthly reports on the following matters :—

(1) increase of illness and disease believed to be due to want of food;
(2) number of cases of death due to want of food or illness induced by want of food which have been brought to his notice;
(3) number of in and out patients received in special famine hospitals or treated at famine works, with such details of the cases as may be required for the information of the Local Government;
(4) the distribution of the subordinate medical staff, and any increase to it that may be required.

150. *Shall send Abstract to Local Government.*—He shall submit a monthly abstract of these reports to the Local Government.

151. *Shall regulate Diet for Famine Patients.*—He shall issue such special instructions as are necessary for the treatment of famine patients and in regard to their diet.

152. *Shall supervise Medical Arrangements.*—He shall, if necessary, personally inspect and supervise the medical arrangements for famine relief, and shall be responsible that such arrangements are duly made in all districts.

153. *Shall report when Staff is deficient.*—Whenever an increase to medical staff of any locality appears necessary, he shall report the matter to the Government, suggesting the measures necessary, with suggestions as to the means by which it can be increased.

154. *Shall submit a General Report.*—At the end of any period of severe scarcity or famine he will submit a general report on the operations of his Department in connexion with famine relief.

155. *Duties of Medical Officers in Civil Charge of Districts.*—The medical officer in civil charge of a district shall send copies of the monthly reports required under section 149 to the collector, and shall also be responsible for reporting to him all cases of death, starvation, or illness due to starvation, which may come to his knowledge.

156. *Shall inform Collector of any Defective Arrangements of Famine Institutions.*—He shall bring to the immediate notice of the collector any cases in which he has reason to believe that sanitary arrangements connected with special famine institutions are not on a proper footing.

157. *Shall inspect Relief Workers and Hospitals.*—The medical officer in civil charge of a district shall, if required by the collector, inspect the relief workers and visit the hospitals at relief works or poorhouses, and shall aid the civil authorities in making the necessary arrangements for sanitation and for the proper care of the sick.

158. *Medical Officers to be attached to Poorhouse and Relief Work.*—A medical officer or subordinate competent for independent charge should, if possible, be attached to every poorhouse and large relief work.

159. *Medical Officer to have charge of Hospital.*—The medical officer on a work shall have charge of the hospital established under section 98. He shall also constantly visit the relief work, inspecting the relief workers and treating any cases which do not necessitate the patient's removal to hospital. He should also inspect the food, the water-supply, and the sanitary arrangements.

160. *Procedure in case of Dispute between the Medical Officer and the Officer in Charge of Relief Works.*—If any dispute arises between the engineer or civil officer in charge of a relief work and the medical officer attached to it regarding any matter connected with hospital management, sanitation, or the health of the people on the works, the engineer or civil officer may, if he thinks fit, refer the matter in dispute through the collector to the Inspector-General of Civil Hospitals, but pending the reference he shall be bound to act in accordance with the medical officer's opinion.

Chapter XV.

Accounts.

161. *Distribution of Allotment.*—When scarcity prevails or famine is imminent, the Commissioner will submit to Government, under section 23, an estimate of any extra expenditure likely to be incurred. An application for funds or for re-appropriation of funds should also be submitted. When orders on the estimate have been received from the Local Government and an allotment has been made, the Commissioner shall distribute at his discretion sums sufficient to meet the requirements of the affected districts on estimates which will be submitted by collectors not later than the 15th of each month for the following month.

162. *Communication of the Distribution to the Account Office.*—The Commissioner shall, after making any alterations that may be necessary, countersign and return the estimate, to show the correct sum assigned to the collector and forward at the same time to the Accountant-General a consolidated statement of the total amount assigned in each month, or on each occasion to each district, registering the same in his own office.

163. *Accountant-General to communicate the Allotments to Treasury Officers.*—The Accountant-General shall advise each Treasury Officer concerned what amount has been assigned to his district, and the Treasury Officer shall make payments within the amount so advised. The unexpended balance of a monthly assignment shall not lapse, but should be added to the next assignment and may be drawn against by the authorised disbursing officer at any time before the close of the official year, or before the close of the relief operations of the district, whichever may be earlier.

164. *Sub-division of District Allotments.*—Collectors are authorised to sub-divide their district assignments amongst responsible disbursing officers (circle officers and others) who may be authorised to draw bills upon the treasury or sub-treasuries direct. The collector shall inform the

treasury officer of the amount placed at the credit of each disbursing officer, who shall draw money on bills signed by himself against the credit from the treasury or sub-treasury as required. The treasury officer shall see that the amount thus assigned to each disbursing officer is not overdrawn, and that the total of all does not exceed the district assignment.

165. *Supplementary Allotment.*—In case a collector finds his assignment insufficient he should make a supplementary application to the Commissioner, who may sanction the amount out of the balance of his divisional assignment, or, if that be exhausted may sanction the amount in anticipation of the approval of Government, advising the several officers concerned in the manner indicated in sections 165 and 166.

166. *Register of Sanctions.*—The Accountant-General will keep a register of all sanctions for expenditure accorded by Government, and of all charges incurred in anticipation of sanction, and will submit monthly to Government an account showing the charges incurred up to the end of the previous month for each district.

167. *Assignment of Funds in anticipation of Sanction.*—Should any special grant of funds applied for be delayed from any cause by the Government of India, or should immediate further expenditure be essential for the preservation of life, or for the prevention of suffering dangerous to life, the Local Government will make such assignments of funds as may be requisite. All such grants of funds as would ordinarily require the sanction of the Government of India or the Secretary of State must be reported at once for confirmation.

168. *Permanent Advances.*—Permanent advances on a suitable scale to be fixed by Government shall be allowed to the Commissioner, the collector, the circle officer, and any other special officers appointed to administer relief or conduct work requiring immediate payment. The permanent advance is to be employed in paying charges which, from the nature of the case, cannot be held over until a regular bill is cashed at the treasury, and officers who are granted permanent advances are at liberty, on their own responsibility, to allot portions of their permanent advances to subordinates who have to carry out executive details on their behalf.

169. *Advances how drawn.*—Permanent advances should be drawn from the treasury by the officers authorised by Government on receipts stating the purpose and authority therefor, and should be refunded into the treasury at the close of relief operations.

170. *Permanent Advances how accounted for.*—Charges met from such permanent advances shall be accounted for in the manner prescribed for contingent charges in Chapter 6 of Volume I. of the Civil Account Code, fifth edition.

171. *Relief in Grain.*—The contractor appointed under section 49 will draw out a bill weekly or more often as prescribed by the collector, for the value of the grain supplied by him, attaching the receipts received by him for the grain so supplied to the bill, and present it to the officer by whose authority the grain was supplied. An abstract of the bill may, after check, be passed for payment at the Treasury to the contractor, or the amount may be drawn from the Treasury for payment to the contractor, or *in exceptional cases* he may be paid from the permanent advance. All charges drawn from the Treasury during the month should be accounted for by a monthly detailed bill to be countersigned by the Commissioner of the division. The detailed bill should be forwarded to the Commissioner as soon after the close of the month as possible, and it should be transmitted by the Commissioner, after countersignature, to the Accountant-General before the 20th of the month following that to which the charges relate.

172. *Civil Account Head "Famine Relief" not to be opened without Sanction.*—No expenditure may be debited to the Civil Department for adjustment against the head "Famine Relief" Imperial without the previous sanction of the Governor-General in Council; but provincial expenditure may be recorded under the head with the sanction of the Local Government.

173. *Direct and Indirect Expenditure how Recorded.*—When the head "Famine Relief" is opened only expenditure incurred directly and immediately for the relief of distress, as, for instance, upon relief (not public works) camps, may be recorded under that head. Expenditure indirectly due to famine, however plainly it may be traceable to this cause, must be recorded under the appropriate service heads. Examples of such indirect expenditure are compensation to Government servants for dearness of provisions; extra travelling allowances; pay of additional medical officers; extra hospital accommodation, and extra public works undertaken, not directly for the employment of famine stricken people, but which, but for the occurrence of famine, would not have been undertaken.

174. *Expenditure incurred on Relief Works in the Public Works Department.*—When expenditure is incurred in the Public Works Department on a work undertaken directly and immediately for the relief of distress, it will, in the first instance, be recorded under the suspense head "Famine Relief," which will be eventually cleared by the transfer of the value of the work executed, at normal rates, to the Imperial or Provincial grant for public works, the infructuous balance being debited to the Civil Department under the head "Famine Relief" (Form No. VIII., Appendix G). The share charged to public works must never, without the sanction of the Government of India, be less than

the cost of the Public Works establishment recorded against the work, which, if it cannot be precisely distinguished, may be taken at one-fourth of the outlay.

175. *Expenditure on ordinary Public Works.*—As regards ordinary public works, which may be under execution during the occurrence of a famine, but which are not specifically sanctioned as relief works, any expenditure in excess of normal rates incurred in consequence of the employment for relief purposes of unskilled and unprofitable labour, may be debited to the Civil Department.

176. *Extra Establishments.*—The pay of extra establishments only which may be employed in connexion with relief operations shall be a famine charge. Bills for establishments must be always made out in full detail on the usual establishment form, and must cite the authority of Government under which the establishment has been entertained, except when, under emergent circumstances, the previous sanction of Government could not be obtained, in which case the bill shall be paid, but the charge shall not be finally passed until the sanction of Government subsequently obtained is communicated to the account office. These charges are not to be paid from permanent advances.

177. *Accounts of Relief Works.*—The accounts of all relief works placed in charge of officers of the Public Works Department under section 66 will be kept and submitted in accordance with the rules laid down in the Public Works Department Code, fifth edition, Volume II., Chapters I. and II.; those of relief works placed in charge of civil officers will be subject to the orders contained in Volume II., Chapter III., paragraphs 73 to 85 of the same. In both cases Form No. III., Appendix G., is prescribed for the purpose of recording initial accounts.

178. *Advances and Loans.*—Advances and loans for land improvement, &c., shall be regulated under the general rules laid down by Government. The payments shall not be debited to famine, but to the ordinary heads provided for such disbursements. Advances and loans of this nature shall not be made from permanent advances, but direct from the treasuries, on orders signed by the collector or other officer who may be authorised to grant such advances or loans.

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APPENDIX A.

Schedule of Normal Retail Rates in the North-Western Provinces and Oudh.

(Published with Resolution No. 466S/I. 8, dated 21st February 1894.)

[*Vide* Section 7, Chapter I.]

District.	Staple.	Normal Rate.	Rate at which Report to Government is necessary.
Dehra Dún — Eastern and Western Dún	Wheat	13·75	11·00
	Gram	18·00	14·40
	Tohar dál	12·50	10·00
	Rice (common)	9·00	7·20
	Maize	17·00	13·60
	Barley	18·50	14·80
	Mandua	17·25	13·80
Dehra Dún — Jaunsar Bawar	Wheat	12·50	10·00
	Gram	17·00	13·60
	Rice (common)	9·25	7·40
	Maize	15·25	12·20
	Mandua	15·50	12·40
Saháranpur	Wheat	16·75	13·40
	Gram	22·50	18·00
	Rice (common)	11·75	9·40
	Juár	21·00	16·80
	Maize	23·50	18·80
Muzzaffarnagar	Wheat	15·00	12·00
	Gram	21·00	16·80
	Rice (common)	11·00	8·80
	Maize	17·50	14·00
Meerut	Wheat	15·00	12·00
	Gram	22·50	18·00
	Rice (common)	12·50	10·00
	Juár	22·50	18·00
	Maize	22·50	18·00
Bulandshahr	Wheat	16·25	13·00
	Gram	20·75	16·60
	Juár	18·75	15·00
	Maize	20·75	16·60
	Barley	19·50	15·60
	Bajra	15·75	12·60
Aligarh	Wheat	16·00	12·80
	Gram	24·00	19·20
	Arhar dál	13·00	10·40
	Rice (common)	10·00	8·00
	Juár	24·00	19·20
	Maize	25·00	20·00
	Barley	25·00	20·00
	Bajra	22·00	17·60
	Urd	20·00	16·00
Muttra	Wheat	15·50	12·40
	Gram	23·25	18·60
	Arhar	25·50	20·40
	Juár	19·75	15·80
	Maize	23·50	18·80
Agra	Wheat	14·00	11·20
	Gram	21·25	17·00
	Arhar dál	15·00	12·40
	Juár	21·25	17·00
Parukhabad	Wheat	13·00	10·40
	Gram	18·00	14·40
	Arhar dál	15·00	12·00
	Juár	18·00	14·40
	Maize	20·00	16·00
	Barley	18·00	14·40
Mainpuri	Wheat	14·00	11·20
	Gram	16·00	12·80
	Arhar dál	18·00	14·40
	Juár	14·00	11·20
	Maize	15·00	12·00
Etáwah	Wheat	15·50	12·40
	Gram	21·00	16·80
	Arhar dál	15·00	12·40
	Juár	20·00	16·00

* This schedule has been corrected up to 1st October 1895, but is liable to revision from time to time.

SCHEDULE OF RETAIL RATES—*continued.*

District.	Staple.	Normal Rate.	Rate at which Report to Government is necessary.
Etáh	Wheat	15·00	12·00
	Gram	22·00	17·60
	Arhar dál	15·00	12·00
	Juár	21·00	16·80
Bareilly	Wheat	15·25	12·20
	Gram	20·75	16·60
	Arhar dál	15·25	12·20
	Rice (common)	12·50	10·00
	Juár	19·50	15·60
	Maize	22·00	17·60
	Úrd	18·00	14·40
Bijnor	Wheat	16·25	13·00
	Gram	21·00	16·80
	Rice (common)	12·75	10·20
	Juár	55·50	12·40
Budaun	Wheat	16·00	12·80
	Gram	22·75	18·20
	Arhar dál	16·75	13·40
	Rice (common)	13·00	10·40
	Juár	22·00	17·60
	Maize	22·50	18·00
Moradabad	Wheat	14·50	11·60
	Gram	20·00	16·00
	Rice (common)	11·50	9·20
	Bájra	16·00	12·80
Sháhjahánpur	Wheat	15·00	12·00
	Gram	21·00	16·80
	Rice (common)	11·75	9·40
	Juár	19·50	15·60
Pilibhít	Wheat	15·00	12·00
	Gram	19·00	15·20
	Arhar dál	14·00	11·20
	Rice (common)	15·00	12·00
Cawnpore	Wheat	14·00	11·20
	Gram	22·00	17·60
	Arhar dál	15·00	12·00
	Juár	19·00	15·20
	Barley	20·00	16·00
Fatehpur	Wheat	14·00	11·20
	Gram	18·00	14·40
	Arhar dál	15·75	12·60
	Rice (common)	13·00	10·40
	Juár	22·00	17·60
Bánda	Wheat	15·50	12·40
	Gram	23·00	18·40
	Arhar dál	17·00	13·60
	Rice (common)	12·50	10·00
	Juár	23·00	18·40
Hamírpur	Wheat	16·00	12·80
	Gram	23·00	18·40
	Arhar dál	16·00	12·80
	Juár	22·50	18·00
Allahabad	Wheat	13·50	10·80
	Gram	20·50	16·40
	Arhar dál	18·75	15·00
	Rice (common)	12·75	10·20
	Juár	18·75	15·00
	Maize	18·75	15·00
Jhánsi	Wheat	16·00	12·80
	Gram	20·00	16·00
	Arhar dál	13·22	10·58
	Rice (common)	12·00	9·60
	Juár	21·00	16·80
Jalaun	Wheat	16·00	12·80
	Gram	22·00	17·60
	Arhar dál	17·00	13·60
	Juár	20·00	16·00
Benares	Wheat	13·00	10·40
	Gram	18·00	14·40
	Rice (common)	11·55	9·40
	Juár	17·75	14·20
	Maize	20·50	16·40
	Barley	16·50	13·20

Schedule of Retail Rates—*continued.*

District.	Staple.	Normal Rate.	Rate at which Report to Government is necessary.
Mirzapur	Wheat	13·00	10·40
	Gram	18·00	14·40
	Arhar dál	12·00	9·60
	Rice (common)	13·00	10·40
	Juár	17·00	13·60
	Maize	20·00	16·00
Jaunpur	Arhar dál	13·00	10·40
	Rice (common)	12·00	9·60
	Barley	18·00	14·40
Gházipur	Wheat	14·00	11·20
	Gram	19·00	15·20
	Arhar dál	14·75	11·80
	Rice (common)	12·00	9·60
	Juár	18·00	14·40
	Maize	19·00	15·20
Ballia	Wheat	14·25	11·40
	Gram	19·50	15·60
	Arhar dál	13·00	10·40
	Rice (common)	13·50	10·80
	Maize	20·50	16·40
	Barley	20·00	16·00
Gorakhpur	Wheat	13·00	10·40
	Gram	19·00	15·20
	Arhar dál	16·00	12·80
	Rice (common)	14.00	11·20
	Maize	20·00	16·00
Basti	Wheat	15·75	12·60
	Gram	19·00	15·20
	Arhar dál	14·37	11·50
	Rice (common)	16·75	13·40
	Maize	18·75	15·00
	Juár	10·50	8·40
Azamgarh	Wheat	14·00	11·20
	Gram	18·00	14·40
	Arhar dál	14·00	11 20
	Rice (common)	13·00	10·40
	Maize	18·00	14·40
	Barley	18·75	15·00
Almora	Wheat	10·00	8·00
	Arhar dál	8·50	6·80
	Rice (common)	9·00	7·20
	Barley	11·75	9·40
	Mandua	12·50	10·00
	Jhangara	15·50	12·40
Garhwál	Wheat	14·00	11·20
	Rice (common)	11·00	8·80
	Barley	21·00	16·80
	Mandua	22·00	17·60
	Jhangara	27·00	21·60
Naini Tal — Hill Parganas	Wheat	10·00	8·00
	Mandua	15·00	12·00
	Barley	18·00	14·40
Naini Tal — Tarái and Bhábar	Wheat	15·00	12·00
	Rice (common)	13·00	10·40
	Maize	20·00	16·00
	Barley	18·00	14·40
	Sawan	18·00	14·40
	Ganara	20·00	16·00
	Jhangara	20·00	16·00
Lucknow	Wheat	16·00	12·80
	Gram	20·00	16·00
	Arhar dál	16·00	12·80
	Rice (common)	12·00	9·60
	Juár	25·00	20·00
	Maize	25·00	20·00
	Barley	25·00	20·00
	Bájra	20·00	16·00
	Úrd	18·00	14·40
	Mandua	25·00	20·00
Unao	Wheat	14·20	11·20
	Gram	19·25	15·40
	Arhar dál	14·75	11·80
	Rice (common)	12·50	10·00
	Juár	19·25	15·40
	Maize	20·00	16·00
	Barley	19·00	15·20

SCHEDULE OF RETAIL RATES—*continued.*

District.	Staple.	Normal Rate.	Rate at which Report to Government is necessary.
Rae Bareli	Wheat	16·00	12·80
	Gram	22·00	17·60
	Arhar dál	15·00	12·00
	Rice (common)	14·00	11·20
	Juár	21·00	16·80
	Barley	20·00	16·00
Sitapur	Wheat	16·00	12·80
	Gram	26·00	20·80
	Arhar dàl	19·00	15·20
	Rice (common)	14·00	11·20
	Úrd	19·00	15·20
Hardoi	Wheat	15·75	12·60
	Gram	21·50	17·20
	Arhar dál	14·00	11·20
	Rice (common)	11·75	9·40
	Juár	20·50	16·40
	Maize	19·50	15·60
	Úrd	17·00	13·60
Kheri	Wheat	18·00	14·40
	Gram	22·00	17·60
	Rice (common)	15·00	12·00
	Maize	26·00	20·80
	Barley	24·00	19·20
Fyzabad	Wheat	13·50	10·80
	Gram	19·00	15·20
	Arhar dál	14·00	11·20
	Rice (common)	13·50	10·80
Gonda	Wheat	16·00	12·80
	Rice (common)	14·00	11·20
	Maize	24·00	19·20
Bahrich	Wheat	15·00	12·00
	Rice (common)	12·75	10·20
	Maize	22·00	17·60
Sultánpur	Wheat	16·00	12·80
	Rice (common)	14·50	11·60
Partábgarh	Wheat	16·00	12·80
	Gram	23·00	18·40
	Arhar dál	16·00	12·80
	Rice (common)	15·00	12·00
	Juár	22·25	71·80
Bara Banki	Wheat	15·00	12·00
	Gram	25·50	20·40
	Arhar dál	14·75	11·80
	Rice (common)	12·00	9·60
	Juár	23·50	18·80
	Maize	24·00	19·20
	Úrd	17·00	13·60

REPORT IN CASES WHERE PRICES EXCEED NORMAL RATE BY 25 PER CENT. FOR WEEK ENDING 189 .

District.	Staple.	Normal Rate.	Rate at which Selling.	Cause of Increase.

Submitted to Chief Secretary to Government, North-Western Provinces and Oudh, through the Commissioner, Division,

Forwarded.

Dated 189 . } Commissioner. Collector.

APPENDIX B.

Suggestions for the Construction, Management, &c. of Poor-houses.

[*Vide* Section 118, Chapter VIII.]

Extract from the Draft Famine Code of the Madras Presidency, Appendix A.–II., as modified to suit the North-Western Provinces and Oudh.

III. Hints for the Management of Poor-houses.

1. *Superintendent.*—The poor-house will be placed in charge of a superintendent, who will be the immediate subordinate of the sub-divisional officer. He should be acquainted with English and the vernacular. He will be held responsible for the maintenance of discipline and enforcement of sanitary regulations within the poor-house, and will see that all forms and registers are properly kept up to date; his constant attention must be given to the prevention and detection of fraudulent practices or misappropriation of food issued to inmates; and he will be present at the receipt and issue of rations at meal times, and also at the house and lock-up; he will visit the latrines morning and evening after each cleaning, and the sleeping quarters after they have been swept; he will see that the filter chatties are filled, and that the materials for filtration are removed once a week.

2. *Storekeepers.*—One storekeeper should be appointed to the poor-house and one to the hospital. They must be able to read and write and to keep accounts in English, and should be thoroughly acquainted with the vernacular.

3. *Their duty.*—Their duty is to procure supplies on indent furnished to them by the superintendent and medical officer, and to keep an account of receipt and issue.

4. *Orderlies.*—One orderly should be detailed for duty with the superintendent and one with the medical officer.

5. *Gatekeeper.*—One gatekeeper is always to be on duty to receive applicants for admission, or persons brought to the poor-house, and to direct them to the medical officer's quarters.

6. *Petty Establishment.*—The strength of the establishment given below will vary with the number of the paupers.

7. *Warders.*—Six warders will be appointed to the poor-house and six to the hospital, three of whom must be always on duty. They will prevent the committal of nuisances within the sleeping or feeding enclosures, and unlawful egress or ingress; will maintain order and report all cases of sudden sickness to the superintendent or medical officer; they will superintend the sweeping up of their divisions and will ascertain that all inmates turn out of their sleeping quarters at the appointed hour; they will escort the inmates to the latrines, and those on duty during the night will visit the sleeping huts once every hour and report any case of sickness.

8. *Scavengers.*—Two scavengers will be appointed to every hundred inmates.

9. For any fraction of one hundred more than twenty-five and less than fifty, one additional scavenger; and for any fraction over fifty, two scavengers will probably be required.

10. *Mess Gumashta's Duties.*—Inmates of poor-houses should be fed in messes of one hundred members. To each mess must be appointed a gumashta not an inmate of the poor-house; he must be able to read and write the vernacular; he will keep a nominal roll of his mess, and will be present at the issue of raw rations to his mess cooks; he will muster his mess at the first meal drum in the space assigned to it; will call the roll and give in to the superintendent a report in form; he will also be present during the issue and consumption of the cooked food, and will see that each member receives his proper ration; he will maintain order during meals, and will prevent any food being taken away; messes should be made to sit down in ranks of fifty, facing inwards, with an interval between them of eight feet so as to afford a passage for the food distributors.

11. *Duties of Scavengers.*—At 5 a.m. the scavengers will remove the night chatties and clear out the latrines, and in the evening they will replace the chatties and again cleanse the latrines, and will fill up the latrine waterpots. During the day they will remove the sweepings from the enclosure and will be employed in digging pits for the reception of night-soil.

12. *Burials.*—Two chamars or sweepers should be attached to the poor-house to remove and dispose of corpses, either by interment or cremation, unless the deceased has friends who are willing to perform the funeral rites of his caste. The usual fees for cremation or burial should be paid at the kachahri on voucher furnished by the superintendent.

13 *Cooks.*—One male and three female cooks should be appointed to every mess in the poor-house; they must be strong and willing, for their duties are heavy; they have to cook and distribute the rations twice a day to one hundred persons and to cleanse the cooking and eating utentils; they must be Brahmans; and, as a rule, it will be found advisable not to select them from among the inmates of the poor-house. In addition to their food they should receive a monthly wage at the rate of 1½ annas per diem to males and of one anna to females, and they will be liable to fines for misconduct, or to stoppage of pay for short delivery of rations.

14. *Water-carriers.*—Water-carriers for carrying drinking water should be selected from among the appropriate castes; their duty is to fill up morning and evening the filter posts in the sweeping quarters and feeding enclosures, and to supply the cook-room. *The water supply should be protected from contamination and, if possible, drawn from a tap or other sanitary appliance.*

15. *Sweepers of the Poor-house Areas.*—Sweepers should be selected from the females in the poor-house and convalescent ward of the hospital; every morning, on return from latrines, they will sweep up the whole area of the poor-house under the superintendence of a warder; after meals all rubbish collected should be deposited outside the enclosure in some selected spot, whence it will be removed by the scavengers.

16. *Rules as to Hours of Rising, Feeding, &c.*—At 5 a.m. all inmates in the poor-house should be turned out to the latrines by the warders on duty; then they will be escorted by the warders to the places set apart for ablution; at 8 a.m. they should return, and at 8.45 the first drum is to be beaten; the paupers will then fall in by messes in the feeding enclosure and food will be distributed to them; the sweepers will afterwards sweep up the camp enclosure, and the water-carriers will fill up the filters and supply the cook-room; those whose turn it is to wash clothing will go in charge of a warder to the place set apart for this purpose; all inmates should return at 4 p.m.; at 4.30 p.m. first drum for evening meal will be beaten; after this the enclosure is to be swept up; at 6 p.m. the inmates will fall in by messes for roll-call, and then be turned into the sleeping quarters.

17. *Sick Cases how taken to Hospital.*—A couple of blanket doolies should be ready at the quarters of the superintendent; in ordinary cases of sickness some of the inmates should be made to carry the sick person if unable to walk; but in cases of cholera or small-pox it will be necessary to send for the hospital doolie-bearers or chamars.

18. *Work on which Inmates can be employed.*—Work will be of a light description, such as supplying water, sweeping enclosures, repairing fences or huts.

19. *Cooking Vessels, what material.*—Earthen vessels for cooking are difficult to clean, liable to fracture, and awkward to move. Degchis with handles are preferable; each degchi should hold 38 measures of raw rice and seven gallons of water; two such pots and one containing 6 measures of dal and 12 gallons of water would probably be required for each gang of adults.

20. *Eating Utensils.*—Eating vessels should be supplied to messes on the indent of the gumáshta countersigned by the superintendent. When any member of his mess leaves they should be returned, a receipt for them being taken by the gumáshta; those that are in use will be in the charge of the mess cooks; after the evening meal they should be placed in a shed set apart for their reception and for that of the mess cooking pots; this shed will be locked by the storekeeper and be under police guard at night; the eating vessels of each mess should be kept in strong baskets provided for the purpose; if any vessel is missing at meal time, the mess gumáshta will report to the superintendent and after each meal he will personally see that the mess cooks get back the proper number.

21. *Issue of Cooked Rations.*—A quarter of an hour before meal time a drum is to be beaten. The mess gumáshtas should then go to the spaces assigned to their respective messes in the feeding enclosures and call their rolls; as soon as the members of the mess are assembled the mess gumáshtas will hand in to the superintendent their reports; the mess gumáshtas will then go with some members of their gangs to fetch the eating utensils; as soon as these are distributed the second drum is to be beaten, and the cooks of each mess should then bring out and distribute the rations; they are to be furnished with tin measures holding respectively the rations of rice and condiment soup; the rice is to be carried in a large open basket by one or two of the gang and the male cook is to serve it out.

22. As the rations are given out to the messes by their own cooks, the responsibility is limited to them, and should any deficit exist it is at once to be made good by a minor indent on the storekeeper, and the cost is to be recovered from the pay of the cooks. The mess gumáshtas should supervise the issue of each ration, and it is their duty to report at once any deficiency.

A.

Number of ticket . To Master of Poor-house.
Date
Admit the bearer.

No. of Ticket Holder.	Name of Ticket Holder.	Age.	Sex.	Caste.	Village.	Occupation.	Road Batta Paid.	Cart-hire Paid.	Remarks.
							Rs. a. p.	Rs. a. p.	

Place of issue
Signature of witness to payment of batta or cart hire.
Signature of Officer issuing ticket.
Office.

NOTE.—Inhabitants of different villages and members of different castes must never be included in the same ticket.

MEMO.

Examined by me.
No. retained in hospital.
No. sent to ordinary poor-house.
Date
Medical Officer.
To Master, Poor-house.

MEMO.

The general register number of No. is
Date
Master, Poor-house.
To Medical Officer

MEMO.

The general register number of No. has been entered in my register.
Date
Medical Officer, Poor-house.
To Master

MEMO.

Nos. have arrived and have been duly entered in my register.
Date
Master, Poor-house.
To Division Officer

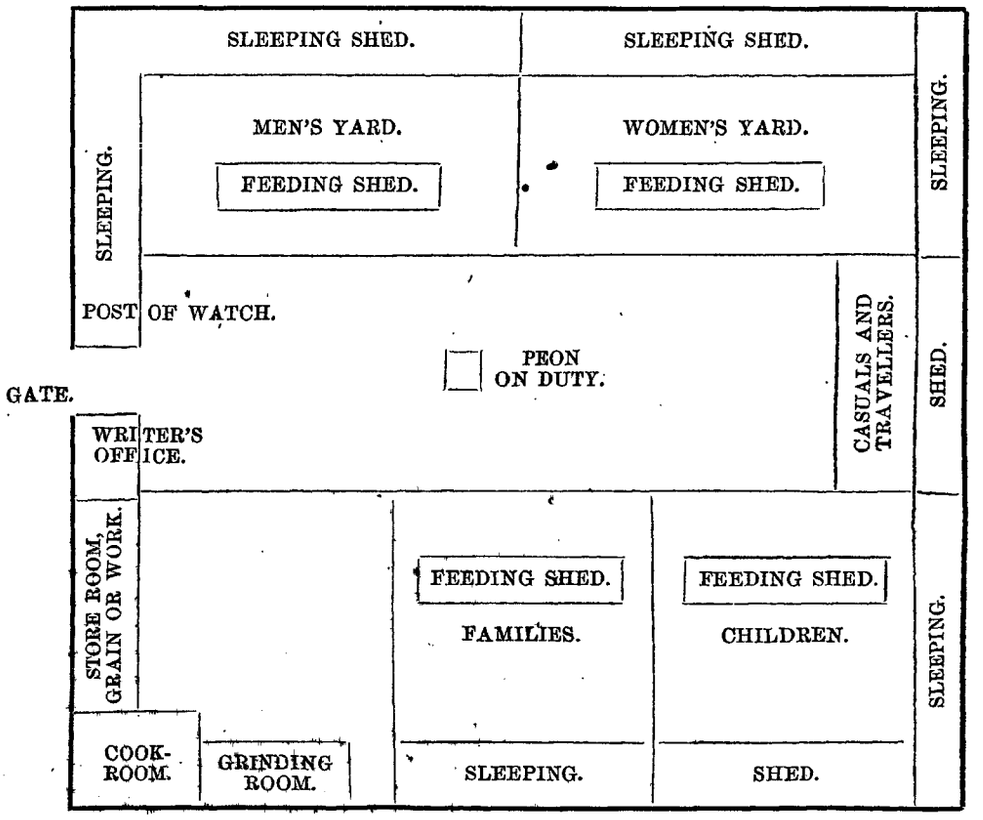
Extract from Mr. Elliot's Draft Code of Famine Relief, Chapter III., Part II., as modified to suit the North-Western Provinces and Oudh.

THE POOR-HOUSE.

1. The poor-house is the name given to an institution in which cooked food is distributed gratuitously on the conditions of residence within the enclosure and of conforming to the rules of discipline and order. The people for whom this provision is intended are mainly those who have no homes or have cut themselves adrift from their homes, and who are unfit for employment on works. They are mostly to be found wandering on roads or bypaths, and a special system of patrol should be organised to bring them in and prevent their dying in out-of-the-way corners. There is also the class of professional beggars who cannot be made to work, and of whom the streets of towns should be swept by a daily patrol. Lastly, there will be a few people in villages, regarding whose necessities the circle officer cannot satisfy himself, and to whom he may say that if they are really in want of relief they must go to the relief house and get it there. The people who are thus received into a relief house should be kept there compulsorily until the famine is so far at an end that private charity can again be relied on to feed the beggars; excepting two classes, those who improve in strength with the food given them and who are relegated to the relief work, and those who have homes and who, after proving their necessity by submitting to the conditions of the relief house, may be sent back there and placed on the out-door relief list of their village. The relief camp may also be used as a rest-house for gangs, on their way to a relief work, who come with an order from the relief officer entitling them to food and shelter for the night. There is, further, the case of the emigrants' rest-houses, which will be treated separately.

2. *Organisation of the Poor-house.*—The best site that can be selected for a poor-house would be in a grove of trees on tolerably high land, with open ground between it and the town, with a water supply near at hand, distant about one mile from a town in which a superior official resides, so as not to be near enough to allow of illicit communication with the town, nor so far as to make supervision by the officials difficult. As a rule, there should not be more than one poor-house in a tahsíl, and it should be situate at the headquarters of the tahsíl. In some cases one poor-house at the headquarters of the district may suffice. It should be surrounded by an enclosure such as not to be easy to surmount, but not so formidable as to make it resemble a jail, since the authorities, for the keeping the residents inside should rely not so much on the wall as on the certainty that the patrol will catch and bring back wanderers and beggars. There should be only one entrance to the poor-house: a peon should always be on duty there to check ingress or egress. There should be to every relief house a superintendent and a writer, with sufficient assistance to enforce discipline and keep the accounts and registers. The menial establishment should consist of cooks, water-carriers, sweepers, &c., the paupers themselves being utilised in this work as in grinding the flour for their food as far as possible.

3. *Interior Accommodation.*—The poor-house should be divided into sleeping sheds, working yards, and offices. The sleeping shed should ordinarily be erected round the sides of the enclosure, the working yards being in front of them, and the officers collected in one corner or along the side nearest the gate. The walls of the sheds should be of earth or of wattle, according as is most suitable to the climate of the locality and the time of year. They should be thatched so as effectually to keep out rain. A free current of air should pass through them, but the sheds allotted to families may have spaces divided off into cubicles or apartments for each family. Superficial space should be allowed to each sleeper, 7 feet by 4, a mat provided to sleep on, and a ticket hung up over the mat corresponding in number to that worn by the pauper. The area of the poor-house should be staked off, so as to provide separate enclosures for men, women, children, and for entire families. Families should not be broken up, but otherwise the sexes and ages should be separated. Each of these enclosures would contain the sleeping sheds and working yard of the class to which it belongs, and where this is found necessary separate enclosures should be provided for those of good caste and those of low caste. The offices will consist of a store-room for the grain required for food, another for the work done by the paupers, a grinding shed, a cook-room, and an office in which the accounts would be written up and the records and registers kept.



The above sketch may serve as a suggestion as to the way in which a poor-house should be laid out and arranged.

Reception of Applicants for Relief.—Either inside or (which is better) outside the enclosure there should be a well used solely for washing purposes. A trough or bath should be attached to it, which should be filled from the well, and to which the paupers should be marched in detachments to bathe as often as is thought good with reference to the climate and time of year.

In front of and near the door of each relief camp an enclosure shall be railed off, in which all fresh applicants for relief shall be received, whether they present themselves voluntarily or are sent in by the police or by relief officers. In this place some superior relief officer shall attend at a fixed hour every day; either the special relief officer of the sub-division, or the village relief officer, or the tahsildár, or, in the absence of all these, the peshkar, to receive the applicants, and either forward them to a relief work or admit them into the relief camp.

If the severity of the famine render it necessary, some official, with a supply of cooked food, should be present at all hours of the day.

4. *Food.*—The food should be distributed twice a day, and should consist of *the ordinary minimum ration prescribed in section* 102 *of the North-Western Provinces and Oudh Famine Code, except in the case of persons subjected to the penal ration prescribed in section* 103.

If thought necessary a stock of food can be laid in to guard against contingencies, but ordinarily it will be sufficient to contract with a merchant to provide the daily requirements. Care should be taken that every evening enough grain is in store for two days' supply, and enough flour for the food of the next day; the grain should be ground every day for the food of the day after. The flour should be carefully weighed out for cooking, and a definite relation fixed by experiment

between the weight of the raw and the cooked food, and the latter should be tested constantly by weighment by the Superintendent as well as by the visiting official.*

They should also see that the food is thoroughly cooked and is served in a state as palatable as possible. The pulse should contain a certain quantity of pepper and of spices, to be fixed in each province according to the local custom. The paupers should be arranged in rows in the feeding sheds in their own enclosures, and the number of rations required for each enclosure should be taken to them, after being counted by an official at the cook-room door, and distributed. A plate or pot should be given to each in which to receive the liquid portion of the meal. They should be supervised while eating it, and not allowed to get up till it is eaten or to give any away; especial watchfulness is required in the case of the children who are liable to have the food snatched from them by other children, or by adults, or who may be induced by fear to save a part of it to give to their parents.

5. *Employment during the Day.*—A certain number of the residents should be selected as water-carriers, sweepers, grinders, &c., and as monitors or orderly peons to enforce discipline. For the rest such employment as they are capable of should be provided; for instance, rope-making, spinning, stone-breaking, basket-making, &c.

6. *Establishment.*—The establishment should consist of paupers as far as possible. The only paid officials should be the superintendent, the accountant, and the hospital assistant; but Re. 1 per month may be paid to the overseers and to the head cook in addition to food. Carpenters and blacksmiths, if required, may be called in and paid in cash. But all other servants in the poor-house should be paid in food, or in raw grain if their caste requires it, and should, as far as possible, be appointed from among the paupers themselves, not from outside.

7. *The Superintendent.*—The duty of the Superintendent is general supervision. He is responsible for examining the supply of grain received from the contractor, testing its quantity and quality, and entering it in the stock register; also for seeing that it is securely kept in a safe chamber under a good lock or sufficient guard. He is bound to be always present at feeding time, to see that the food is well cooked and the amount of it correct; to see that the paupers are properly organised into gangs and parties, are set to work at labour suitable to their capacities and do a sufficient quantity of work, and that all members of the establishment do their duty punctually and thoroughly. He will muster the establishment every day and record their attendance in a register. He will also receive daily from the Sub-divisional officer all new admissions, and see that their names are entered by the overseer on his muster roll.

8. *The Accountant.*—The Accountant must always be a member of the tahsíldár's permanent establishment, and must be selected for this work because of his special qualifications, a temporary officiating man filling his place. He has to keep up the returns and registers.

They consist of—

(1.) The stock register of rice or grain;
(2.) The daily register of paupers fed in the poor-house;
(3.) The daily abstract statement of paupers fed in the poor-house;
(4.) The pay register of establishment;
(5.) The cash book and register of contingent expenditure.

9. *The Overseer.*—The Overseer will keep the nominal register of the paupers in the poor-house. If there are more than 400 inmates, a second overseer may be appointed. He should ordinarily be a respectable, literate inhabitant of the tahsíl, Muhammadan or Bráhman, or of other good caste, who is in distressed circumstances, and is glad to do the work for a payment of one rupee a month, *plus* half as much again as the daily ration, which may be given raw. He will marshal the people in the morning to the early meal and will take the roll-call while it is being eaten. When it is taken he will write out a slip in the following form and make it over to the Accountant:

Attendance morning of

Name of Gangsman.	Men.	Women.	Children.	Total.	Total Number of lbs. Grain.

During the day he will supervise the work of the gangs, either generally or any particular set of gangs as the Superintendent may direct. In the evening he will again marshal the people to the evening meal, and take the roll-call and give a slip to the Accountant in the same form as in the morning.

10. *Organisation of Enclosures.*—There should be a gangsman or monitor to each enclosure, a female being appointed to the female enclosure; they should be responsible for the discipline of all the residents in their enclosure at night when at work or when eating. If the numbers in an enclosure are small persons of good caste they can be allowed to sit a little apart in working

* The importance of frequent testing cannot be overrated. Under the most careful superintendence errors will creep in on this head if the cooks are not subject to constant inspection; and it must be remembered that where the daily ration is cut down to a low scale its sufficiency to sustain life cannot be ensured if the pauper can be defrauded of even a small fraction of it.

and eating from the other members of the gang, and can have a portion of the shed walled off for them. The gangsman or monitor should, if possible, be chosen from among the more respectable and capable paupers in the poor-house; if none such are available he should ordinarily be a respectable, illiterate resident of the tahsíl in distressed circumstances who is glad to accept the post for the wages of a ration half as large again as the ordinary one, *i.e.*, 1½ lbs. of grain, which may be given raw. The discipline of the party should be kept as uniform as possible, so that people may know their work and their place and each other; they should sleep in the same shed, eat meals in the same place, and after meals go together to the same work in the same place as nearly as possible. Proper arrangements should be made as to the water supply, the latrines and urinals, and the burial of those who die in the poor-house or hospital.

11. *Menial Establishment.*—This establishment, which consists of cooks, water-carriers, rice cleaners or grinders, guards, and sweepers, should be kept down to a moderate strength, and should as far as possible, be recruited from the paupers of the kitchen, or from respectable people of the tahsíl who are in distressed circumstances. As a rule they should be paid in grain, which may be given raw if desired, at the rate of 1½ lbs. or for the most onerous task 2 lbs. a day; but where the numbers are large the head cook may in addition receive Re. 1 per mensem. The number of each class of servants should be arranged on a sliding scale in proportion to the number of paupers to be attended to. In Southern India it was found that 1 per cent. of the population to be fed was a sufficient number of cooks, but that more were required where rice was cooked than where ragi; and where the resident population is very feeble more persons must be entertained to carry and distribute the cooked food than where there are able-bodied paupers who can be so employed. Great care should be taken that the persons employed in the cooking and handling the food should be of such castes that the prejudices of the inmates should not be offended. The number of water women and of sweepers should be about the same as the cooks. But for the sick in hospital probably one sweeper will be required for 25 patients. The occupation of rice cleaning or grinding is one that can be suitably given to women of respectable castes; two women in good health should easily grind 30 sers of grain a day, or enough for 60 adults; but if they are enfeebled, then two relays of two women each should be allowed for each mill. It is not intended in these rules to tie officers down to a too rigid uniformity; but every superintendent and sub-divisional officer is expected to do all in his power to combine efficiency with economy.

12. *The Hospital.*—There should be a hospital and a medical officer attached to each poor-house. The site of the hospital should be as near to the poor-house as possible subject to sanitary considerations, and it should be selected with great care by a superior medical official. Its arrangements should correspond in all important particulars with those laid down for the hospitals on large relief works. The medical official should be appointed with due consideration of the relation between his rank and experience and the difficulties and the responsibilities of the post, the most experienced men being put in charge of the largest hospitals and poor-houses. He will be responsible for seeing that all the requirements of a hospital are provided, and that the sheds are dry and ventilated. He will send in to the Superintendent a daily return showing the number of sick in hospital, the daily admission, discharges, and deaths, and the number of rations and the quantity of extra food required for his patients. He will also keep up a nominal register of all admissions, their diseases and history; and will prepare from this such return as may be called for by his own department. He will constantly go round and inspect the residents in the poor-house, and give out-door treatment to those in need of it, avoiding as far as possible any compulsion on the paupers to enter the hospital as in-patients. He should notice the condition of all the residents to see if they are improving or the reverse; and he should report at once to the superintendent or the civil relief officer if he believes the food to be insufficient or bad in quality. For those who are specially emaciated he should prescribe special diet, such as milk or ghi or other nutriment. He should also report to the superintendent if he thinks that in any case the work exacted is too severe for any of the paupers.

13. *Inspection.*—The poor-house is under the immediate charge of the civil officer of the tahsíl, and the superintendent of the poor-house is directly subordinate to him. But whenever a poor-house is established, a body of respectable native gentlemen shall be associated with the relief officer as a committee of management. They should be consulted on all matters connected with caste and social observances, and their influence should be exerted to spread abroad the knowledge that everything possible is done to prevent any offence being given to the sensitive feelings or prejudices of the inmates. They should be specially consulted as to the appointment of cooks and overseers, in order that no one may be appointed to whose caste any objection can be taken. One of them should be invited to visit the poor-house every day according to a roster, and specially to be present at feeding time; and the whole committee should, if possible, meet the relief officer weekly at the poor-house, where any suggestions may be offered or any objectionable practices brought to light and stopped. The relief officer should then, accompanied by the committee, inspect the residents and inquire into their cases and condition. Those who have improved in strength sufficiently to enable them to work should be sent to a relief work; those who have not, should, if their homes are known and there is any reasonable prospect that they will stop there, be sent back to their homes and put on village relief.

14. The exceptions who must be kept as permanent residents so long as the famine lasts are (1) incurable wanderers who have been sent to their homes more than once, but have not gone or have not stayed there; (2) able-bodied professional beggars who have been sent to work more than once, but have persistently left it; (3) persons from villages in which village relief is not given.

15. *Rest-houses for Emigrants.*—On the roads along which emigrants are known to travel in large numbers it may be necessary to keep up places at which they can be fed. At these places the conditions of residence and work will not be insisted on. Two meals will be cooked a day, morning and evening; those who arrive in the evening will receive a meal and shelter in a shed for the night, and will be sent on next day after receiving a second meal in the morning. The superintendent is responsible for seeing that they eat the meal in his presence and do not carry it away, and that this indulgence is granted only to *bonâ fide* travellers who are in want. The sub-divisional officer will pay special attention to these rest-houses, will endeavour to dissuade feeble and emaciated persons from emigrating and offer them employment on relief work, and if the number becomes at all considerable he will report the facts to the collector of the district. He will also be careful to visit these rest-houses frequently and at feeding times in order to test the superintendent's returns as to expenditure and the number of emigrants fed. The superintendent will add to his daily abstract register a note showing the number of people going to and returning from the place which is the goal of emigration. * * *

APPENDIX C.

RULES for FAMINE REPORTS required by the GOVERNMENT of INDIA.

Weekly Telegrams.

I. The first indication of failure of harvest or scarcity in a province should be communicated in the weekly telegraphic "weather and crop" reports.

II. When apprehension arises that relief measures may have to be undertaken, the telegraphic reports should be supplemented by monthly written reports.

III. When relief measures have been actually commenced the weekly telegrams should state the aggregate number of persons, without details of age or sex, (1) on relief works, (2) on gratuitous relief on the last day of any week for which district reports have been received.

IV. Although statistics are not required under Rule III. for each district, but only for the province as a whole, it will be convenient that when distress occurs in entirely different parts of a province, affected districts in each part should be grouped together and separate statistics telegraphed for each group.

V. The inclusion of a district for the first time in the affected area, whether of a province or group and similarly the exclusion of a district from the affected area, should be communicated in the weekly telegrams.

Monthly Reports.

VI. The monthly report should ordinarily consist of two tabular statements, in Forms A. and B.*

VII. The statements should be accompanied by a map in which affected tracts should be approximately indicated by a blue colour in two shades—light blue signifying slightly affected, and dark blue seriously affected, tracts.†

VIII. In the page of remarks attached to the monthly Statement A. the wages prescribed on relief works and the data on which they have been determined should be noted; any changes should be recorded and explained in subsequent reports.

IX. The report for each must be despatched to the Government of India, whether complete or incomplete, in the first half of the next month, either by the Government of the province, the Board of Revenue or other revenue authority as the Local Government may determine. Deficient information may be subsequently submitted either in the next monthly report or in a separate letter.

General Report.

X. As soon as the information is available, a general report should be submitted, giving an account of the economic condition of the affected districts or groups of districts in ordinary times, and indicating the crops affected, and the extent to which they have suffered; the contingencies on which the probable duration of distress depends; the position of the affected area as to local trade, food supply, and communications, and any other general information likely to be instructive. A fresh general report is required for all new districts or groups of districts which may become affected subsequent to the submission of the first general report.

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* See Forms VIII. and IX. in Appendix G.

† Skeleton maps of uniform size and character will be supplied, on indent, by the Imperial Survey Department for the purpose of this rule. District Officers can obtain them at the North-Western Provinces and Oudh Government Press.

Special Reports.

XI. The following matters should be separately represented, as occasion may require, in special reports, which should be submitted in sufficient time to enable the Government of India to make any provision of funds or establishments which may be necessary:—

A.—If there is any reason to believe that the Provincial Funds will prove insufficient to meet the exigencies of famine, the extent to which Imperial aid is likely to be required.

B.—The extent to which the suspension or remission of land revenue may be considered necessary.

C.—The extent to which the provincial staff requires to be increased by drafts from Imperial departments or otherwise.

XIA. A special and early report should be submitted if there is occasion to apprehend that emigration on account of scarcity is taking place in British territory to any material or unusual extent. Corresponding information should be furnished whenever emigration from the provinces to neighbouring Native States is believed to be taking place on a large scale. The report should be communicated to Darbárs through political officers, copy being forwarded to the Government of India at the same time for information.

XII. Any reports other than those required by these rules which may be prescribed by the Local Government for their own information need not be submitted to the Government of India otherwise than for exceptional reasons.

Annual and Special Returns.

XIII. A statement shall be submitted to the Government of India not later than the 1st June in each year in Form C.*

XIV. When relief works are open, a statement in Form D.† shall be submitted to the Government of India by 1st September, 1st December, and 1st March of each year.

APPENDIX D.

Suggestions for calculating Tasks and Rates.

[*Vide* Section 72.]

The following tables are framed to serve as a guide in determining the daily task that should be imposed upon the different classes of relief workers enumerated in section 66 when employed on simple earthwork, ordinarily met with in road and embankment work in the North-Western Provinces.

In accordance with Section 71, it is assumed that the tasks performed by relief workers of Classes B. and C. are 15 per cent. and 25 per cent. respectively below those performed by workers under Class A.

It is also assumed that a woman will do two-thirds and a child one-third the work of a man of the same class.

The lead is shown in feet, and the quantities in cubic feet.

The tables are intended only as a general guide and are not meant to take the place of original calculations of tasks for important works. Such calculations should be made to suit the special conditions of different localities, for earthwork, metal collection, and other classes of work likely to be employed for famine relief.

TABLE A.

Excavation.

Daily Tasks for Workers employed on Digging only.

Character of Soil	Daily Task in Cubic Feet.						Remarks.
	Men.			Women.			
	A.	B.	C.	A.	B.	C.	
Soft earth, such as sandy loam	150	125	110	100	85	—	Women will not, as a rule, be employed on excavation.
Earth of medium hardness	130	110	100	90	75	—	
	120	100	90	80	70	—	
	110	90	80	70	60	—	
Hard earth and clay	100	85	75	65	55	—	

* *See* Form X. in Appendix G.

† *See* Form XI. in Appendix G.

TABLE B.

Carriage.

Daily Tasks for Workers employed on Carriage only.

Lead.	Daily Task in Cubic Feet. 50.	100.	150.	200.	250.	300.	400.	500.	Remarks.
Men, Class A.	125	80	60	50	40	30	25	20	Children should be classed on a consideration of their ages and capabilities for work.
„ „ B.	106	68	51	42	34	25	21	17	
„ „ C.	94	60	45	37	30	22	19	15	
Women, Class A.	83	53	40	33	27	20	17	13	
„ „ B.	71	45	34	28	23	17	14	11	
„ „ C.	63	40	30	25	20	15	13	10	
Children, Class A.	42	27	20	17	13	10	8	7	
„ „ B.	35	23	17	14	11	8	7	6	
„ „ C.	31	20	15	12	10	7	6	5	

Table B. allows, in addition to the lead shown, for a lift of up to 5 feet. Every additional lift of 5 feet may be taken as equivalent to an additional lead of 100 feet.

The proportion of carriers to diggers should be such that the total of the carriers' tasks found under the appropriate lead in Table B. may be practically equal to and not less than the diggers' tasks given in Table A.

Thus, if the soil be of medium stiffness, such that an A. classman can excavate 130 cubic feet per diem, and the lead 100 feet, then the number of carriers allotted to each A. class digger should be such that the sum of their carrying tasks found in Table B. under 100 feet lead shall be approximately equal to and not less than 130 cubic feet, *e.g.*,—

1 woman of A. class carrying 53 cubic feet, and
3 children „ „ 81 „

A gang might then consist of 10 men, 10 women, and 30 children, all of class A., whose daily tasks would be 1,300 cubic feet excavated and carried 100 feet with a lift not exceeding 5 feet.

The distribution of work will be facilitated if all the men, women, and children comprising each gang belong, as far as possible, to the same class.

Taking the child as the unit, a woman represents two and a man three units. The gang in the above example will consist of 80 units, 30 of which will be employed on excavation and 50 on carriage, and any gang in which the proportion of carriers to diggers is 5 to 3, will, under the same conditions of soil and lead, be a properly constituted gang.

Extract from a Resolution by the Government of Bengal, dated the 5th October 1892.

The following formula has worked out well as regards all road work and also in tank work where the lead is short. It is, however, a little too liberal where the lead is long, and in such cases has had to be reduced. For all other works it is fair.

$$R = W\left(A + \frac{L + 50}{12{\cdot}5}\right)$$

in which—

R = the rate per 1,000 cubic feet, lift not exceeding 5 feet.
W = the daily wage (as calculated under Chapter VII. of the Famine Code).
A = a co-efficient varying from 6·66 for soft to 10 for hard soil, which can be dug with a *kodáli*.
L = the lead in feet taken in multiples of 50 feet, as 100, 150, 200, &c.

As an example, let it be assumed that in a certain case the daily wage is 5 pice; that the soil is soft, in which case A. = 6·66; and that the lead is 100 feet; then—

$R = 5\ (6{\cdot}66 + \frac{100 + 50}{12{\cdot}5}) = 93{\cdot}3$ pice = Re. 1-7-4 per 1,000 cubic feet. Here it would suffice to fix the rate at Re. 1-8-0 per 1,000 cubic feet.

The formula is based on the assumption that—

(1.) A man can cut 100 cubic feet of hard soil a day; 150 of soft soil;
(2.) A man can carry 125 cubic feet of soil for 50 feet in a day with a 5-foot lift;
(3.) He can carry the same quantity for an additional 100 feet in another day.

Allowing for a woman doing a little less carrying than a man, the following rule may be laid down:—

A man and a woman working together can cut and carry 100 cubic feet for a 50-foot lead, and a man and two women can do the same for a 150-foot lead. Therefore the piece-work rate for 100 cubic feet should be the maximum ration wages for a man and woman for a 50-foot lead, and similar wages for a man and two women for a lead exceeding 50 feet or a lift exceeding 5 feet.

In the case of task work, which is only permitted for a person of a slightly inferior physique, it will be necessary to allow a further margin; for instance, it might be said that 100 cubic feet is the daily task for one man and two women (or a man, a woman, and a child), and a similar addition should be made for any increase in the lead. Each labourer should be made to perform a certain amount of task work each day before the wage is paid.

APPENDIX E. (1).

[*Vide* SECTION 106, CHAPTER VII.]

The following table indicates the data upon which the grain equivalents prescribed in section 107 of the Code have been calculated. The price of grain assumed in the table is that of 12 sers to the rupee:—

	Item.	Rate per Rupee assumed.		Minimum Ration for Adult Male.			Maximum Ration for Adult Male.		
		In Sers.	In lbs. at 2 lbs. =1 Ser.	Weight in Ounces allowed by provisional Code.	Price of each Item in Annas	Price in Annas of (1) Grain and (2) other Items.	Weight in Ounces allowed by provisional Code.	Price of each Item in Annas.	Price in Annas of (1) Grain and (2) other Items.
	Grain	12	24	16	$\frac{2}{3}$	$\frac{2}{3}$ or ·666	24	1	1
Other Items.	Pulse	12	24	2	$\frac{1}{12}$	$\frac{59}{240}$ or ·246	4	$\frac{1}{6}$	$\frac{17}{30}$ or ·566
	Salt	10	20	$\frac{1}{8}$	$\frac{1}{60}$		$\frac{1}{2}$	$\frac{1}{40}$	
	Ghí	2	4	$\frac{1}{3}$	$\frac{1}{12}$		1	$\frac{1}{4}$	
	Condiments and vegetables.	4	8	$\frac{1}{2}$	$\frac{1}{16}$		1	$\frac{1}{8}$	

2. The above table shows that the proportion between the total price of the other items of the *minimum ration* for adult males and the price of the grain item is when grain is at 12 sers represented by the ratio of ·246 or ·666 to 369 to 1,000. The proportion assumed in the Code is $\frac{3}{4}$ to 1 or 750 to 1,000, so that ample margin is left for fuel, &c., and for fluctuation in prices. Instead of a grain equivalent of something slightly over $1\frac{1}{3}$lbs., the Code prescribes one of $1\frac{3}{4}$lbs.

3. Similarly, the proportion between the total price of the other items of the *maximum ration* for adult males and the price of the grain item is when grain is at 12 sers represented by the ratio of ·566 to 1 or ·566 to 1,000, whereas a proportion of 750 to 1,000, is assumed for purposes of calculation. The table indicates a grain equivalent of $2\frac{2}{5}$lbs., in place of which the Code has prescribed a grain equivalent of $2\frac{5}{8}$lbs.

4. In the rations, both maximum and minimum, for adult females the "other items" are the same as in those for adult men, the grain item alone differing.

The grain item of the *minimum ration* for adult females is 14oz., which, at 12 sers to the rupee, would cost $\frac{7}{12}$ths or ·583 of an anna. The relation between the price of the other items and that of the grain item may therefore be represented by the ratio of ·246 to ·583 or 422 to 1,000. This would give a grain equivalent of $1\frac{1}{4}$lbs. against $1\frac{7}{16}$lbs. allowed by the Code.

The *maximun ration* for adult females is 20oz., which, at 12 sers, would cost $\frac{5}{6}$ or ·833 anna. The relation between the price of the other items and that of the grain item may, therefore, be represented by the ratio of ·566 to ·833 or 679 to 1,000. This would give a grain equivalent of something under 2lbs. against one of $2\frac{3}{8}$lbs. allowed by the Code.

APPENDIX E. (2).

[*Vide* SECTION 108 (iii), CHAPTER VII.]

Ready Reckoner for calculating the Value of the Wage by a Grain equivalent.

Current rates. of Grain per Rupee.		Adult Males.					Adult Females.					Working Children.		Non-working Children.
		A.	B.	C.	D.	Minimum.	A.	B.	C.	D.	Minimum.	Maximum.	Minimum.	Under 7.
		21.	19.	16.	14.	14.	19.	17.	15.	13.	13.	15.	10.	5.
Sers.	Chs.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.	As. p.
*1	0	21 0	19 0	16 0	14 0	14 0	19 0	17 0	15 0	13 0	13 0	15 0	10 0	5 0
15	0	1 5	1 3	1 1	0 11	0 11	1 3	1 2	1 0	0 10	0 10	1 0	0 8	0 4
14	8	1 6	1 3	1 1	1 0	1 0	1 3	1 2	1 0	0 11	0 11	1 0	0 9	0 4
14	0	1 6	1 4	1 2	1 0	1 0	1 4	1 3	1 1	0 11	0 11	1 1	0 9	0 4
13	8	1 7	1 5	1 2	1 0	1 0	1 5	1 3	1 1	1 0	1 0	1 1	0 9	0 4
14	0	1 7	1 6	1 3	1 1	1 1	1 6	1 4	1 2	1 0	1 0	1 2	0 9	0 5
12	8	1 8	1 6	1 3	1 1	1 1	1 6	1 4	1 2	1 0	1 0	1 2	0 10	0 5
12	0	1 9	1 7	1 4	1 2	1 2	1 7	1 5	1 3	1 1	1 1	1 3	0 10	0 5
11	8	1 10	1 8	1 5	1 3	1 3	1 8	1 6	1 3	1 2	1 2	1 3	0 10	0 5
11	0	1 11	1 9	1 5	1 3	1 3	1 9	1 7	1 4	1 2	1 2	1 4	0 11	0 5
10	8	2 0	1 10	1 6	1 4	1 4	1 10	1 7	1 5	1 3	1 3	1 5	0 11	0 6
10	0	2 1	1 11	1 7	1 5	1 5	1 11	1 7	1 6	1 4	1 4	1 6	1 0	0 6
9	8	2 3	2 0	1 8	1 5	1 5	2 0	1 9	1 7	1 4	1 4	1 7	1 1	0 6
9	0	2 4	2 1	1 9	1 6	1 6	2 1	1 11	1 8	1 5	1 5	1 8	1 2	0 7
8	12	2 5	2 2	1 10	1 7	1 7	2 2	1 11	1 9	1 6	1 6	1 9	1 2	0 7
8	8	2 6	2 3	1 10	1 8	1 8	2 3	2 0	1 9	1 6	1 6	1 9	1 2	0 7
8	4	2 7	2 4	1 11	1 8	1 8	2 4	2 1	1 10	1 7	1 7	1 10	1 3	0 7
8	0	2 8	2 5	2 0	1 9	1 9	2 5	2 2	1 11	1 8	1 8	1 11	1 3	0 8
7	12	2 9	2 5	2 1	1 10	1 10	2 5	2 2	1 11	1 8	1 8	1 11	1 3	0 8
7	8	2 10	2 6	2 1	1 10	1 10	2 6	2 3	2 0	1 9	1 9	2 0	1 4	0 8
7	4	2 11	2 7	2 2	1 11	1 11	2 7	2 4	2 1	1 9	1 9	2 1	1 4	0 8
7	2	3 0	2 8	2 3	1 11	1 11	2 8	2 4	2 1	1 10	1 10	2 1	1 4	0 8
7	0	3 0	2 9	2 3	2 0	2 0	2 9	2 5	2 2	1 10	1 10	2 2	1 5	0 9
6	14	3 1	2 9	2 4	2 0	2 0	2 9	2 0	2 2	1 11	1 11	2 2	1 5	0 9
6	12	3 1	2 10	2 4	2 1	2 1	2 10	2 6	2 3	1 11	1 11	2 3	1 6	0 9
6	10	3 2	2 10	2 5	2 1	2 1	2 10	2 7	2 3	2 0	2 0	2 3	1 6	0 9
6	8	3 3	2 11	2 5	2 2	2 2	2 11	2 7	2 4	2 0	2 0	2 4	1 6	0 9
6	6	3 4	3 0	2 6	2 2	2 2	3 0	2 8	2 4	2 0	2 0	2 4	1 7	0 9
6	4	3 4	3 0	2 7	2 3	2 3	3 0	2 8	2 5	2 1	2 1	2 5	1 7	0 10
6	2	3 5	3 1	2 7	2 3	2 3	3 1	2 9	2 5	2 1	2 1	2 5	1 8	0 10
6	0	3 6	3 2	2 8	2 4	2 4	3 2	2 10	2 6	2 2	2 2	2 6	1 8	0 10
5	14	3 7	3 3	2 9	2 5	2 5	3 3	2 11	2 7	2 3	2 3	2 7	1 8	0 10
5	12	3 8	3 4	2 9	2 5	2 5	3 4	3 0	2 7	2 3	2 3	2 7	1 9	0 11
5	10	3 9	3 5	2 10	2 6	2 6	3 5	3 0	2 8	2 4	2 4	2 8	1 9	0 11
5	8	3 10	3 5	2 11	2 7	2 7	3 5	3 1	2 9	2 4	2 4	2 9	1 10	0 11
5	6	3 11	3 7	3 0	2 8	2 8	3 7	3 2	2 9	2 5	2 5	2 9	1 10	0 11
5	4	4 0	3 8	3 1	2 9	2 9	3 8	3 3	2 10	2 6	2 6	2 10	1 11	1 0
5	2	4 1	3 9	3 1	2 9	2 9	3 9	3 4	2 11	2 6	2 6	2 11	1 11	1 0
5	0	4 2	3 10	3 2	2 10	2 10	3 10	3 5	3 0	2 7	2 7	3 0	2 0	1 0
4	14	4 4	3 11	3 3	2 10	2 10	3 11	3 6	3 1	2 8	2 8	3 1	2 1	1 0
4	12	4 5	4 0	3 4	2 11	2 11	4 0	3 7	3 2	2 9	2 9	3 2	2 1	1 1
4	10	4 6	4 1	3 6	3 0	3 0	4 1	3 8	3 3	2 10	2 10	3 3	2 2	1 1
4	8	4 8	4 3	3 7	3 1	3 1	4 3	3 9	3 4	2 10	2 10	3 4	2 3	1 1
4	6	4 10	4 4	3 8	3 2	3 2	4 4	3 10	3 6	3 0	3 0	3 6	2 4	1 2
4	4	5 0	4 6	3 8	3 4	3 4	4 6	4 0	3 6	3 0	3 0	3 6	2 4	1 2
4	2	5 2	4 8	3 10	3 4	3 4	4 8	4 2	6 8	3 2	3 2	3 8	2 6	1 2
4	0	5 4	4 10	4 0	3 6	3 6	4 10	4 4	3 10	3 4	3 4	3 10	2 6	1 4

* The figures in this line divided by 15 will give the wages shown in the next line, *i.e.*, the wages payable when grain is selling at 15 sers the rupee.

APPENDIX F.

HINTS for the Management of KITCHENS.

(*Taken from the Bengal Famine Code.*)

[*Vide* SECTION 122, CHAPTER IX.]

1. *Materials to be used in construction of Kitchens, &c.*—The outer and partition walls of kitchens should be built of mud or any suitable form of fencing which may be stiff enough to prevent egress and ingress. A ditch should be dug round the whole enclosure so as to prevent superficial drainage into the enclosure and to carry it off from the interior, for which purposes small open drains can be

made leading into it from the enclosures; the floors of the eating sheds should be raised above the surrounding surface to ensure proper supervision.

2. *Maximum Number of Children in one Kitchen.*—The number of inmates relieved at any one kitchen should not exceed 300.

3. *Children's Tickets.*—Every person on first admission to a kitchen shall be furnished with a tin ticket, on which are to be stamped the number of the kitchen, the number borne by the child in the kitchen register, and the letter M, with the number of its mess.

4. *Loss of Tickets.*—These tickets must be worn suspended from the inmate's neck when it presents itself for admission at meal time. To check careless loss of tickets, an inmate should be punished for loss of its ticket by withholding one issue of condiment, soup, or sugar. Lost tickets must be replaced by the circle inspector, and in case of removal of an inmate from the kitchen register, the ticket should be returned into store and given by the Superintendent to his Circle Inspector, who shall retain it; a ticket should never be re-issued to any but the original holder.

Example.—If No. 5 has been removed, and at the time of admission there are 50 on the register, the next person admitted shall be numbered 51. The object of this rule is to ascertain the total number of the inmates who obtain relief in a kitchen.

5. *Eating Utensils.*—Utensils sufficiently large to contain the ration prescribed for the mess to which an inmate is attached will be furnished to each person on admission to a kitchen; they are not to be removed from the kitchen premises. A stout basket should be provided for each mess, in which its utensils should be kept when not required for use.

6. *Classification of Children into Messes.*—To facilitate the issue of the cooked rations, the inmates of each section may be classified into messes according to their ages. The following plan has been found to work well: divide the inmates into castes; allot to each caste a separate feeding space marked by a suitable flag—white, blue, red, or green, &c. All members of a mess will receive the same ration. There should be four messes for children:—

M. 1.—Consisting of children from 9 to 12 years of age.
M. 2.—Consisting of children from 6 to 9 years of age.
M. 3.—Consisting of children from 3 to 6 years of age.
M. 4.—Consisting of children under 3 years of age.

NOTE.—Children of the fourth mess are often unable to feed themselves; such children are usually in the charge of some bigger child; the issue of rations to such children should be deferred until the elder child has finished its meal; it will then receive the ration of the little child in its charge and feed it under the special observation of the mess cook. In the very rare cases of such a child having only an adult relation to feed it, the same course can be pursued, with this difference that the admission as well as feeding of the child will be deferred till all the other children have left the enclosure, and it will be fed under the personal supervision of the gumashta.

7. *Admission of Inmates for Meals.*—There should be two meals, morning and afternoon. Half an hour before meal time the Superintendent shall commence to call the attendance register, in the form appended to these rules. As soon as an inmate's name is called, he should enter the enclosure and obtain from his mess cook his eating utensils, and then sit down in his usual place in the eating shed of his mess. Children of the 4th class who are unable to take care of themselves should be admitted along with the child in charge.

8. *Removal of Cooked Food prohibited.*—The removal of cooked food should be strictly forbidden.

9. *Permanent Establishment.*—The establishment shall be as follows for each kitchen containing 300 inmates:—

One superintendent.	Two cooks.
Two warders.	Two scavengers.
Three water women.	

NOTE.—The number of cooks beyond the fixed minimum shall be increased in the ratio of one for every fifty or fraction of fifty inmates, up to the maximum of six for a kitchen. The members of each section shall, as far as possible, be equally divided amongst the cooks appointed to it, having regard to the retention of integrity of messes. One cook must not prepare food for a portion of a mess in addition to the mess or messes which are specially allotted to him. Otherwise, the rations of different messes are likely to get mixed up, and responsibility is not limited.

10. *Position and Duties of Superintendent.*—The Superintendent shall be under the immediate orders of the Inspector of the Circle in which the kitchen is situated. He shall obtain daily, on indent from an agent appointed for the purpose, the supplies required for his kitchen; one copy of the indent shall be left with the agent to be given upon payment of the articles indicated on it. The Superintendent shall personally weigh and distribute the raw rations for each mess; these issues shall be made twice daily. After the morning issue he shall place the remaining raw supplies under lock in the store room of the section for which they have been procured. After the issue of the raw rations he thall give out to each mess cook the eating utensils in use by his mess or messes, and after each meal he shall inspect the utensils to ascertain that they have been cleansed, and after he has seen them put into their respective baskets he shall lock them up in the store room. Half an hour before meal time he shall commence to call the roll or attendance register, and shall supervise the issue of the rations, and remain till the kitchen is closed. He shall submit weekly to the village Circle Inspector an abstract of his kitchen register, and shall be held responsible for the discipline of his kitchen, the carrying out of regulations, and the condition of the children.

11. *Duties of a Warder.*—Warders shall be appointed to each section of the kitchen; they shall maintain order among the inmates, and shall observe, as far as possible, the issue of the rations, and at once report to the Superintendent if they consider a short ration is issued. At the close of each meal

they shall carefully inspect each inmate as he goes out to see that neither cooked food nor utensils are removed: they shall also ascertain that the servants on leaving the kitchen do not take away any food or utensils belonging to the kitchen. One warder must always be on the premises of the kitchen to prevent unlawful egress or ingress; and the warders shall sleep in their respective sections every night.

12. *Duties of Cooks.*—The cooks shall carry the supplies required for their respective sections: they should be present one hour and a half before each meal to receive the raw rations and eating utensils of their respective messes, and shall cook and distribute the food. After each meal they shall collect and cleanse the eating utensils of their messes and replace them in the store room of their sections. As soon as this is done they shall leave the kitchen premises till again required to be present.

13. *Duty of Water Carriers.*—The water carriers shall thoroughly sweep out their respective sections; the rubbish they collect shall be deposited in a fixed place for their removal by scavengers. They shall also cleanse their sections after each meal; they shall supply the filters for drinking and culinary purposes and all water required in their respective sections during meal times; they shall move among the children ready to supply water to any child asking for it.

14. *Cooks and Water Carriers how to be chosen.*—The cooks and water carriers must be chosen, with reference to caste requirements.

15. *Scavengers.*—It will be found necessary to daily cleanse the ground round the kitchen, and also to have the latrine areas cleaned after each meal, and the ordure removed and buried or burnt.

16. *Contingent charges.*—Under the head of "contingent charges" are included cost of firewood, cooking pots, small repairs to sheds, fences, &c. The simplest method of supplying firewood and pots will probably be to allow the Superintendent a fixed sum for each 50 children. The Superintendent shall keep an account of the expenditure under these heads.

17. *General Remarks. Inspection of Kitchens.*—Independently of official inspections, encouragement should be given to a few men of position and reputation and residents in the circle to visit these kitchens and to record their impressions in a book which should be kept by the Superintendent.

18. *Payment of Food Contractors.*—The agent at his option can either be paid locally in cash by the Circle Inspector or at the sadar or Sub-divisional Treasury, on presentation of his copy of indent, countersigned by the Circle Inspector.

Attendance Register of Children in Kitchen No. *Circle,*
in Village of *, for week ending*

Number on Attendance Register.	Number on Kitchen Register.	To which Section admitted.	Number of Mess.	Name of Child.	*1	†2	‡3	4	5	6	7	Remarks.

* Present one meal. † Present two meals. ‡ Absent from both.

NOTE.—The same form of register should be kept up for infirm dependants on relief workers. In the heading of the register "Infirm dependants on relief workers" will be substituted for "Children," and "Name of dependant" for "Name of child" in column 5.

APPENDIX G.

LIST OF FORMS REFERRED TO IN THE CODE.

I.—Estimate of the number of persons for whom it is requisite that relief works should be provided in the event of serious famine.

IIA.—Programme of large relief works.

IIB.—Programme of small relief works.

III.—Progress return of a relief work.

IV.—Register of children relieved in State kitchens.

V.—Register of cattle and pasturage.

VI.—Weekly return showing the number of persons relieved and expenditure incurred in each poor-house.

VII.—Classification of people in poor-houses.

VIII.—Famine Statement A. to be submitted monthly to the Local Government and to the Government of India during famine.

IX.—Famine Statement B. to be submitted monthly to the Local Government and to the Government of India during famine.

X.—Famine Statement C. to be submitted annually to the Government of India.

XI.—Famine Statement D. to be submitted to the Government of India while relief works are open.

FORM I.

(*Vide* SECTION 14, CHAPTER I.)

Estimate of the Number of Persons for whom it is requisite that Relief-Works should be provided in the event of serious Famine in the *Division* *for the year* 189 .

[To be submitted by Commissioner to the Chief Engineer on 15th April in each year.]

District.	Population.	Maximum Number of Persons for whom Relief may be required Daily in the event of serious Famine.	Number of Persons provided for by Relief Works daily for 90 Days.				Remarks. (A brief description, without details of the general character and utility of works under each head and of the prospects of their completion either within or soon after the period of scarcity should be given in this column.)
			Large Works.		Small Works.		
			Sanctioned.	Not sanctioned.	Works specially intended for the Relief of the Agricultural Population in the vicinity of their Villages.	Works which are not designed for the Relief of the Agricultural Population near their Homes, but are primarily part of the administrative Programme.	
1.	2.	3.	4.	5.	6.	7.	8.

NOTE.—(*a.*) Entries in columns 4, 5, 6 and 7 should be based on calculations similar to that given in the following example:—

Example.—If a large work is estimated to provide labour for 12,000 men for nine months at the ordinary rate of progress, the estimate for purposes of column 4 or 5 will be 12,000.

If under pressure it can and is intended to be completed in six months, the estimate will be $\frac{9}{6} \times 12{,}000 = 18{,}000$.

If it can and is intended to be completed in three months, the estimate will be $\frac{9}{3} \times 12{,}000 = 36{,}000$.

(*b.*) As it is desirable that in the event of serious famine those to whom relief is given should be concentrated as far as possible on large works, care should be taken that the entries in columns 4 and 5 are materially larger than those in columns 6 and 7.

(*c.*) If through paucity of sanctioned works the number of persons entered in column 4 under the head of "Sanctioned works" is small in proportion to the total number for whom provision is made under other columns, measures should be taken to bring more large works under sanction as soon as possible, and information should be given in the column of Remarks to show what steps are being taken for the purpose.

FORM IIA.

(*Vide* SECTION 14, CHAPTER I.)

Programme of Large Relief Works in the *Division, for the year* 189 .

[To be submitted by the Commissioner to the Chief Engineer on 15th April.]

District.	Serial Number of Work.	Name of Work.	Entries regarding sanctioned Works only will be made in Columns 4–9.			Entries regarding unsanctioned Works only will be made in Columns 7–9.			Remarks. (Here should be noted the progress, if any, made in the execution of sanctioned works.)
			Estimated Cost.		Number of Persons who can be employed daily for 90 Days.	Estimated Cost.		Number of Persons who can be employed daily for 90 Days.	
			Of whole Work.	Of portion available for Relief.		Of whole Work.	Of portion available for Relief.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.
			Rs.	Rs.		Rs.	Rs.		

NOTE.—(*a.*) The totals of the district figures in columns 6 and 9 must agree with those in columns 4 and 5 of Form 1.
(*b.*) This form, with Form IIB., should also be used for the supplementary programme mentioned in section 33.
(*c.*) If through paucity of sanctioned works the number of persons entered in column 6 is small in proportion to the total number for whom provision is made under column 9 in this Form and columns 6 and 9 in Form IIB., measures should be taken to bring more works under sanction as soon as possible, and information should be given in column 10 as to the steps which are being taken.
(*d.*) Columns 6 and 9 should be totalled for each district and for the division.

FORM IIB.

(*Vide* SECTIONS 13 AND 14, CHAPTER I.)

Programme of Small Relief Works in the _____ *Division, for the Year* 189 ,

[To be submitted by the Commissioner to the Chief Engineer on 15th April.]

District.	Serial Number of Work.	Name of Work.	Entries regarding Works falling under Section 65 (*a*) of the Famine Code will be made in Columns 4-6.			Entries regarding Works falling under Section 65 (*b*) of the Famine Code will be made in Columns 7-9.			Remarks.
			Estimated Cost—		Number of Persons who can be employed daily for 90 Days.	Estimated Cost—		Number of Persons who can be employed daily for 90 Days.	
			Of whole Work.	Of portion available for Relief.		Of whole Work.	Of portion available for Relief.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.
			Rs.	Rs.		Rs.	Rs.		

NOTE.—(*a*) The totals of the district figures in columns 6 and 9 must agree with those in columns 6 and 7 in Form I.
(*b*) This Form should also be used, with Form IIA, for the supplementary programme mentioned in section 33.
(*c*) Columns 6 and 9 should be totalled for each district and for the division.

FORM III.

(*Vide* SECTION 38, CHAPTER III., AND SECTION 177, CHAPTER XV.)

DISTRICT. PROGRESS RETURN *for the week ending on the night of Saturday, the* *of* 189 *, of the following* RELIEF WORK *in charge of (name and rank of Officer in charge).*

NAME OF WORK

Day of Month.	Day of Week.	Number of Persons employed.													Number of Persons unfit for Work gratuitously relieved on the Work.				Grand Total Number of Persons on the Work.	Quantity or portion of Work done during the Week.	
		A.—Able-bodied Professional Labourers.			B.—Able-bodied Non-professional Labourers.			C.—Able-bodied, but not Labourers.			D.—Weakly.			Total of all Classes.						Nature of Work	Quantity.
		Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.		Men.	Women.	Children.	Total.			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.	22.
	Sunday																				
	Monday																				
	Tuesday																				
	Wednesday																				
	Thursday																				
	Friday																				
	Saturday																				
	Total of week																				

Day of Month. 23.	Day of Week. 24.	Amount disbursed as Wages (including Gratuitous Relief).												Total of other Items of Charge.* 29.			Grand Total paid. 30.			
		Men. 25.			Women. 26.			Children. 27.			Total. 28.									
		Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	
	Sunday																			
	Monday																			
	Tuesday																			
	Wednesday																			
	Thursday																			
	Friday																			
	Saturday																			
	Total of week																			

Remarks.—This work is likely to give employment to relief workers for days longer

Signature

Rank

Dated at , the of 189 .

Officer in charge of the work.

NOTE.—For the week in which the month changes two sheets must be prepared, one for each period, the heading being corrected accordingly.

* Where daily expenditure on "other items" shown in column 29 exceeds Rs. 10 on any one day, it must be supported by separate sub-vouchers.

FORM IV.

(*Vide* SECTION 121, CHAPTER IX).

Register of Children relieved in Kitchen No. *Circle, in Village* *, since*

Date and Number of Admission Ticket. 1.	Name and Designation of Officer issuing it. 2.	Date of Admission to Kitchen. 3.	Number in Kitchen Register. 4.	To what Section admitted. 5.	Age. 6.	Sex. 7.	Number of Mess. 8.	Name of Child. 9.	Name of Father or Mother or Relation heretofore supporting it. 10.	Village. 11.	Date of Removal from Register. 12.	Cause of Removal from Register. 13.

NOTE.—The same form of register should be kept up for infirm dependants on relief workers. In the heading of the register "Infirm dependants on relief workers" should be substituted for "Children," and "Name of Infirm Dependant" for "Name of Child" in Column 9.

FORM V.

(*Vide* SECTION 133, CHAPTER XI.)

Register of Cattle and Pasturage in the *Division for* 189 . .

[To be submitted by Commissioner to the Local Government on 1st April of each year.]

1.	2.	3.	4.	5.
District.	Approximate Number of Cattle depending on Pasture.	Particulars of Pasture Grounds ordinarily in use.	Particulars of Reserve Grounds belonging to the Government to which in Times of Drought Cattle can most conveniently be driven.	Remarks.

FORM VI.

(*Vide* SECTION 113, CHAPTER VIII.)

Statement showing Number of Persons relieved in each Poor-house in the _____ *District, and Expenditure incurred during the Week ending the* _____

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
Place at which Poor-house is open.	Number of Inmates at end of previous Week.	Admitted during the Week.	Discharged, died, or left during the Week.	Remaining at end of the Week.	Expenditure.			Expenditure in Column 8 how debited.		Amount earned by Inmates.	Remarks, with Detail of Expenditure on other Purposes.
					Food.	Other Purposes.	Total.	Debited to Municipal or Local Funds or Private Subscriptions.	Debited to Government Grant.		
					Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	

N.B.—The return should embrace the periods ending 7th, 14th, 21st, and last day of the month.

FORM VII.

(*Vide* SECTION 113, CHAPTER VIII.)

Classification of People in Poor-houses in the District of *for the Month of*

Occupation in life.	Mussalmans.			Hindus.			Ordinary Residence.	Remarks.
	Men.	Women.	Children.	Men.	Women.	Children.		
1.	2.	3.	4.	5.	6.	7.	8.	9.
1. Agriculturists							This district.	
Weavers								
Shoemakers								
Salt miners								
&c., &c.								
2. Agriculturists							Other districts.	
Weavers								
Shoemakers								
Salt miners								
&c., &c.								
Foreigners.							*Foreign States.*	
3. Agriculturists							Gwalior.	
Weavers								
Shoemakers								
Salt miners								
&c., &c.								

Column 1 should show each kind of occupation in life.
„ 8 „ „ district or foreign state.

FORM VIII.

(*Vide* SECTION 28 AND RULE VI. OF APPENDIX C.)

[NOTE.—To be submitted to the Local Government direct by the Collector not later than the 7th of the month following that to which the information relates. Copy to be sent to the Commissioner of the Division for record in his office.]

Monthly Famine Statement A. for the weeks ending Saturday evening, the

[To be submitted to the Government of India within the first half of the next month.]

District.	Area.	Population in thousands.	Affected Area.	Estimated Population in thousands of Column 4.	Numbers on Relief Works on last Day of Period under Report.					Numbers on Gratuitous Relief.	Price of one or more principal Food Grains in Sers per Rupee.			Monthly Death Rate.		Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.					For the Period under Report.	For the corresponding Period of the previous Year.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.		16.

NOTE 1.—Any observations that it may be necessary to make respecting the extent to which increase in mortality is due indirectly or directly to famine should be entered on the reverse of this statement.

NOTE 2.—If it is found that particulars under the heads "Monthly Death-rate" and "Deaths due to Starvation" cannot be obtained by the date fixed for the submission of the report, it should not be delayed on that account. The columns should be left blank, and a separate mortality statement should be submitted referring to the month previous to that dealt with in the statement.

NOTE 3.—The statement will relate to the period between the Saturday of the previous month and the last Saturday of the month under report.

NOTE 4.—Children and dependants who do no work should be shown under gratuitous relief in column 11. Those who do any work should be entered under Class D. in column 9.

NOTE 5.—This statement and Statement B should be accompanied by a single map, in which affected tracts should be approximately indicated by a blue colour in two shades—light blue signifying slightly affected, and dark blue seriously affected tracts. District Officers can obtain skeleton maps for this purpose from the North-Western Provinces and Oudh Government Press.

Remarks to accompanying Famine Statement A. for month ending

[On this page should be recorded, very briefly, information as to private relief, village and poor-house relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food stocks, importation of grain, general condition and prospects of affected area, changes in rates of wages, and other matters which will not delay the despatch of the statement beyond the 15th of the following month.]

FORM IX.

(*Vide* SECTION 28 AND RULE VI. OF APPENDIX C.)

[NOTE.—To be submitted to the Local Government direct by the Collector not later than the 7th of the month following that to which the information relates. Copy to be sent to the Commissioner of the Division for record in his office.]

Monthly Famine Statement B. for the weeks ending Saturday evening, the

[To be submitted to the Government of India within the first half of the next month.]

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Numbers for whom Relief was provided in last Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.*		Expenditure since April 1st, 18 †			Advance since April 1st up to end of Month under—		Revenue Suspended.
		Date of Publication of Programme.	On Large Works.	Others.	On Large Works.	Others.	Date up to which Account is made up.	Rupees, omitting thousands.		Land Improvement Act.	Agriculturists' Loans Act.	Rupees, omitting Thousands.
								On Relief Works. ‡	On Gratuitous Relief. ‡	Rupees, omitting Thousands. ‡	Rupees, omitting Thousands. ‡	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.

* Some relief works will have been more or less exhausted since the last programme was published, and others will have been provided for entry in the programme next to be published. The net result should be shown in columns 6 and 7.

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

‡ The expenditure incurred in the previous financial year should be noted below— Rs.

(*a.*) On relief works -

(*b.*) On gratuitous relief -

(*c.*) Advances under the Land Improvement Loans Act -

(*d.*) „ „ Agriculturists' Loans Act -

NOTE.—(*a.*) The statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

(*b.*) This statement and statement A. should be accompanied by a single map in which affected tracts should be approximately indicated by a blue colour in two shades—light blue signifying slightly affected and dark blue seriously affected tracts. District officers can obtain skeleton maps for this purpose from the North-Western Provinces and Oudh Government Press.

FORM X.

(*Vide* RULE XIII. OF APPENDIX C.)

Famine Statement C.

[To be submitted to the Government of India not later than the 1st June of each year.]

N.B.—Numbers to be shown in "thousands."

District.	Population.	Maximum Number of Persons for whom Relief may be required daily in the event of serious Famine.	Number of Persons provided for by Relief Works on the Programme daily for Three Months.				Remarks. (A brief description, without details, of the general character and utility of works under each head and of the prospects of their completion either within or soon after the period of scarcity should be given in this column).
			Large Works.		Small Works.		
			Sanctioned.	Not Sanctioned.	For Relief of Agricultural Population in Neighbourhood of Villages.	Others.	
1.	2.	3.	4.	5.	6.	7.	8.

NOTE.—(*a.*) It is not necessary that the sub-division of "Small works" into columns 6 and 7 should be made, and if it is preferred, only the total under head of "Small works" need be given.
Entries in columns 4, 5, 6, and 7 should be based on calculations similar to that given in the following example :—

Example.—(*b.*) If a large work is estimated to provide labour for 12,000 men for nine months at the ordinary rate of progress, the estimate for the purposes of column 4 or 5 will be 12,000.
If under pressure it can and is intended to be completed in six months, the estimate will be $\frac{9}{6} \times 12{,}000 = 18{,}000$.
If it can and is intended to be completed in three months, the estimate will be $\frac{9}{3} \times 12{,}000 = 36{,}000$.

(*c.*) As it is desirable that in the event of serious famine those to whom relief is given should be concentrated as far as possible on large works, care should be taken that the entries in columns 4 and 5 are materially larger than those in columns 6 and 7.

(*d.*) If through paucity of sanctioned works, the number of persons entered in column 4 under the head of "Sanctioned works" is small in proportion to the total number for whom provision is made under other columns, measures should be taken to bring more large works under sanction as soon as possible, and infomation should be given in the column of Remarks to show what steps are being taken for the purpose.

FORM XI.

(*Vide* RULE XIV. OF APPENDIX C.)

Famine Statement D. (Supplementary to C.)

[To be submitted to the Government of India by 1st September, 1st December, 1st March, while relief works are open.]

N.B.—Numbers to be shown in "thousands."

District.	Maximum Number of Persons for whom Relief may be required daily in the event of serious Famine.	Number of Persons provided for by Relief Works on the Programme daily for Three Months.				Remarks.
		Large Works.		Small Works.		
		Sanctioned.	Not Sanctioned.	For Relief of Agricultural Population in Neighbourhood of Villages.	Others.	
1.	2.	3.	4.	5.	6.	7.

NOTE.—(*a.*) It is not necessary that the sub-division of "Small works" into columns 6 and 7 should be made, and if it is preferred, only the total under head of "Small works" need be given.

Entries in columns 4, 5, 6, and 7 should be based on calculations similar to that given in the following example :—

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If it can and is intended to be completed in three months, the estimate will be $\frac{9}{3} \times 12{,}000 = 36{,}000$.

(*c.*) As it is desirable that in the event of serious famine those to whom relief is given should be concentrated as far as possible on large works, care should be taken that the entries in columns 4 and 5 are materially larger than those in columns 6 and 7.

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IN

INDIA

DURING THE YEARS 1896-97.

(In continuation of [C.—8302].)

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REGARDING

THE FAMINE AND THE RELIEF OPERATIONS IN INDIA

TELEGRAMS BETWEEN THE SECRETARY OF STATE AND THE VICEROY.

From SECRETARY OF STATE to VICEROY.

January 11, 1897.

Famine. Jubbulpore Division latest vital statistics show very high mortality. Ask Commissioner, Central Provinces, for explanation by telegraph, and ascertain if mortality is on the decrease, and if relief operations in that province are equal to strain upon them.

From VICEROY.

January 15, 1897.

Your telegram of 11th. Famine. Jubbulpore mortality. Chief Commissioner explains abnormally high death rate largely due in spring and summer to epidemic cholera, and in later rains and autumn to generally unhealthy season, short crops, and high prices following previous bad harvests. Figures show mortality decreased in October, and still further in November; figures for December not yet ready. Arrangements for the relief of distress now quite adequate, and being steadily expanded according to necessity. I am examining the facts, and I understand that test works and poorhouses were kept continuously open and relief arrangements expanded directly numbers indicated necessity, but first approach of severe distress told suddenly and seriously upon population already enfeebled by several bad harvests in succession. It has been ascertained that mortality rates per 1,000 for September, October, November, respectively, for division are 84, 75, and 55. Decrease common to all districts. Now on relief works 94,500, number on gratuitous relief 12,300, ordinary public works 28,000; total 134,000 for division.

From VICEROY.

January 14, 1897.

Crowded and influential public meeting, at which I presided, was held here to-day for the purpose of starting organisation for receipt and distribution of money subscribed by public for famine relief. Speakers included Chief Justice of Bengal, Bishop of Calcutta, Maharaja of Dharbhanga, Sayani, President of Indian National Congress, Playfair, President of Chamber of Commerce, Goethals, Roman Catholic Archbishop, and others. Resolutions unanimously passed adopting objects and organisation suggested by Government, and nominating large General Committee, under chairmanship of Chief Justice, representing all provinces, races, creeds, and interests. General Committee will meet to-morrow to appoint Executive Committee, which will begin work at once. Subscriptions amounting to 1,30,000 rupees promised at the meeting. Contributions may be sent to Bank of Bengal, or to Colonel Ottley, Secretary of Committee.

From VICEROY.

January 16, 1897.

Famine. Rain during week in affected districts:—About one inch from Peshawar to Lahore, where sowings still possible in northern districts; half-inch in Bilaspur, Central Provinces; one-third inch in Bikanir; few light showers elsewhere. Condition of crops prospects fair so far as sown, continues fair to good in Central Provinces.

Punjab, Behar, North-West Provinces and Oudh, except Bundelkand districts, where acute famine is now inevitable. Bombay now reports as very seriously affected, Sholapur, Bijapur; as seriously affected generally, Ahmednagar, Poona, Satara, Nasik, Khandesh; and as seriously affected in parts only, Belgaum and Dharwar. In North-West Provinces and Oudh famine now recognised in 16 districts, while 20 more receive relief. Necessity for relief will arise shortly in Berar. Prices have fallen very slightly in Madras, Bombay, Punjab, Burma. On relief:—Punjab 61,000, North-West Provinces and Oudh 663,000, Central India, 35,000, Rajputana 40,000, Bengal 162,000, Burma 30,000, Madras 27,000, Bombay 168,000, Central Provinces 146,000; total 1,332,000. Figures for North-West Provinces and Oudh incomplete.

From SECRETARY OF STATE to VICEROY.

January 21, 1897.

Famine. Your telegram of 16th January. Please telegraph names of additional seven famine districts in North-West Provinces beyond the nine shown in North-West Provinces famine monthly statement of 28th November.

From VICEROY.

January 22, 1897.

Your telegram 21st January. Additional famine-affected districts in North-West Provinces are Agra, Etawah, Cawnpur, Gorakhpur, Lucknow, Unao, Barabanki.

From VICEROY.

January 22, 1897.

Famine. Rain during week in affected tracts from one to three inches in Punjab, except the Delhi Division; few light showers elsewhere. Condition of standing crops fair to good in Central Provinces, Behar, and North-West Provinces, except in Bundelkhand districts; in affected districts of Bombay crops are suffering from want of rain. Prices have fallen slightly in Northern Punjab, stationary elsewhere. On relief:—Punjab 70,000, North-West Provinces 795,000, Central India 42,000, Rajputana 28,000, Bengal 278,000, Burma 30,000, Madras 29,000, Bombay 265,000, Central Provinces 211,000; total 1,750,000. In Bombay apparent increase due in part to omission of non-working children in former reports.

From VICEROY.

January 29, 1897.

Famine. Rain during week and since in affected parts:—General in North-West Provinces and Oudh, one-quarter inch to one inch in Punjab, light showers in Delhi Division, heavier elsewhere; in Central Provinces, Berars, Central India, one-half inch upwards in many places in Bengal, one-quarter inch in Champaran; showers also in North Behar. No rain in Bombay or Madras. Spring crops much improved; in Upper India, on restricted areas sown, crops promise well; also fair to good in Central Provinces, Behar, Rajputana, Bhopal, Hyderabad. Prices slightly lower than at date of last report. On relief:—Punjab 83,000, North-West Provinces 1,024,000, Central India 41,000, Rajputana 20,000, Bengal 318,000, Burma 32,000, Madras 34,000, Bombay 292,000, Central Provinces 242,000; total 2,026,000.

From SECRETARY OF STATE to VICEROY.

(Paraphrase.) February 3, 1897.

Grain supply. What is your latest information? Is it sufficient for any probable emergency, and can it be distributed in time? If you are not satisfied on this point, what do you propose to do?

From VICEROY.

(Paraphrase.) February 6, 1897.

Grain supply. Latest information generally satisfactory. Prices are generally firm, and the fall which has already begun in the North-West Provinces and Punjab, together with the fact that visible supplies are sufficient for daily requirements throughout India, are good signs. In the Punjab it is reported that prices are 15 to 20 per cent. cheaper than at beginning of December. If failure of stocks were anticipated prices would rise. In North India and Hindustan spring crops are promising and should make considerable addition to existing supplies. Whether existing stocks are sufficient for any probable emergency cannot be answered quantitatively, but I see no reason to doubt that the policy laid down in your Despatch, No. 10, of 15th June—that food demand is better and more effectively supplied by trade as a whole than by Government—is correct. In these circumstances we do not propose to intervene to encourage imports by sea. As regards internal supplies, we consider trade capable of timely distribution of food stocks in most places, and no difficulty is anticipated by any Local Government, except by Government of Bengal, in regard to isolated areas in North-East Behar. That Government has been permitted, in case of emergency, to take special measures to aid private trade. Such cases will, we anticipate, be rare.

From VICEROY.

February 5, 1897.

Famine. Rain during past week in affected tracts :—About one inch in Bundelkhand districts of North-West Provinces, and showers elsewhere; over one inch in Hessar, and about one-quarter inch in Central Punjab and in parts of Central India Agency; scattered showers in Central Provinces, Madras, Bengal, Bombay. Crops promise well in Punjab, North-West Provinces. Prices show a tendency to fall. Numbers on relief increased in North-West Provinces by the recent rains, reducing demand for labour in the fields for irrigation. On relief :—Madras 42,000, Bombay 327,000, Bengal 339,000, North-West Provinces 1,254,000, Punjab 97,000, Central Provinces 280,000, Burma 33,000, Central India Agency 69,000, Rajputana 25,000; total 2,467,000.

From SECRETARY OF STATE to VICEROY.

February 8, 1897.

Raipur. Please telegraph latest report as to condition of district and of relief measures; also latest current prices of food, and stock in Central Provinces.

From VICEROY.

February 9, 1897.

Your telegram of to-day. Raipur. Relief works three, relief workers 7,700, poor-houses four, with 700 inmates, persons receiving gratuitous relief, 680. We have not received lately any special information regarding district, but weekly crop report describes spring crops as good. Necessary advances are being given to landlords and tenants for land improvements, and in order to secure seed grain suited to district. Chief Commissioner has not expressed apprehension as to sufficiency of food stocks in Central Provinces. Prices not rising; Mandla 8¼ seers per rupee; Raipur 9¾; most districts, 10 upwards.

From VICEROY.

February 10, 1897.

Please inform Lord Mayor that 16 lakhs, first instalment of Mansion House Fund, received and handed to Central Committee, who desire to express deepest gratitude for prompt and munificent response in Great Britain to appeal on behalf of Indian sufferers.

From VICEROY.

February 13, 1897.

My telegram of 6th February. In view of importance of Burma rice for supplementary Indian stock, have inquired from Chief Commissioner about trade prospects. He reports that not more than half-crop likely to be marketed by end of March. Report continues: —"Demand for placing outside India dull rather than otherwise at present. Causes, enormous crops in the far East, and absence of any abnormal demand from South American or European markets. View is that, after satisfying foreign and Upper Burma demands, about five lakhs of tons available for India. Up to the present time about 80,000 tons shipped for India, and tonnage engaged for 20,000 or 30,000 more. Shipments checked by (1) tight money market, (2) low prices in India, shippers having lost money on some recent shipments. General expectation is that prices will be lower next few weeks, but will be ultimately forced up by Indian demands."

From VICEROY.

February 13, 1897.

Famine. Monthly telegram. During week scattered showers only reported in affected tracts. Relief figures for each province given below. Areas and population approximate only. Character of distress varies from district to district. Madras, in 4 Madras (Central) has 33 relief works, 36,291 workers, 2,915 dependants, also 7,732 weavers employed in weaving; distressed area, 9,800 square miles; population, 1,440,000; one test work in Ganjam, with 1,225 relieved; affected area, 600 square miles; population, 245,000. Bombay, in 8 districts, has 114 works, 244,972 workers, 103,600 dependants, also 13,126 gratuitously relieved; distressed area, 42,000 square miles; population, 6,710,000. Bengal has, in 7 districts, 177 works, 270,373 workers, 7 981 dependants, also 6 poor-houses, 628 inmates; gratuitously relieved, 89,658; distressed area, 9,600 square miles; population, 7,623,000; also 24 test works, 7,428 workers and dependants; affected area, 2,900 square miles; population, 1,784,000. Punjab has, in 8 districts, 22 works, 66,857 workers, 21,273 dependants, 3,470 gratuitously relieved; distressed area, 9,600 square miles; population, 2,575,000; also, in 5 districts, 8 test works, 4,049 workers, 1 poor-house, 685 inmates; affected area, 1,000 square miles; population, 400,000. North-West Provinces and Oudh have, in 18 districts, 181 works, 827,136 workers, 192,169 dependants, 85 poor-houses, 42,466 inmates, also 193,532 gratuitously relieved; distressed area, 38,400 square miles; population, 17,393,000; also, in 19 districts, 102 test works, 95,981 workers, 11,003 dependants, 52 poor-houses, 16,246 inmates, 26,003 gratuitously relieved; affected area, 20,100 square miles; population, 11,031,000. Central Provinces have, in 16 districts, 52 works, 251,796 workers, 17,376 dependants, 31 poor-houses, 16,421 inmates, also 31,020 gratuitously relieved; distressed area, 23,300 square miles; population, 2,632,000. Burma has, in 2 districts, 5 works, 26,524 workers, 5,379 dependants, also 533 gratuitously relieved; distressed area, 3,900 square miles; population, 326,000; also three small test works in two other districts; affected area, 200 square miles; population, 31,000. Berar has, in one district, five works, 2,152 workers; distressed area, 1,500 square miles; population, 40,000. Including Native States, numbers on relief are 2,750,000. Situation little changed since January telegram as regards the extent and severity of the distress. Increasing numbers on relief indicate gradual exhaustion of resources, extension and improvement of relief system, increasing acquaintance with and readiness to resort to it. Increase will continue in North-West Provinces and Oudh till March, may temporarily decrease during harvest time, but will rise again in May and June. The same as regards Central Provinces. Much depends on course of prices. Prices show a tendency to fall, as fair crops are expected in portions of North-West Provinces and Oudh and Punjab. In Punjab distress is confined now to three or four districts in Deccan; no improvement possible till monsoon. In Central Provinces character of spring harvest uncertain, but yield must be poor. Throughout Bengal, effect of poor winter rice harvest is widespread, but knowledge of Burma surplus keeps down prices, and distress is not appearing in North Behar rice tracts as rapidly as was anticipated. In all provinces relief arrangements reported adequate and working well. Inquiry being made sufficiency as to Madras famine wage. Health of people and of relief workers generally good to fair in Central Provinces, where relief measures have greatly expanded. Cases of

extreme famine emaciation small in proportion to numbers relieved, and occur chiefly in poor-houses situated in districts where people did not come in time for help. Classes on works are mostly low-caste labourers and petty cultivators. In villages and towns home relief given largely to women and children of better classes. Provincial and local committees of Indian famine fund are now at work specially distributing blankets and clothing in poor-houses and relief camps. Committee for North-West Provinces and Oudh estimates minimum requirements at 20 lakhs, and other provinces proportionally. Relief fund will do great good. Food supplies are generally reported adequate, and no province has experienced serious difficulty. Wheat and barley are being sold for April delivery in Punjab at prices below present rates.

From SECRETARY OF STATE to VICEROY.

February 10, 1897.

With reference to questions in Parliament, please telegraph total deaths in Central Provinces for the year 1895 and year 1896 as soon as statistics are ready, giving remarks as to excess in latter year.

From VICEROY.

February 20, 1897.

Your telegram of 10th February. Mortality in Central Provinces. Total deaths 349,137 in 1895, and 468,469 in 1896. Deaths from cholera 37,479 in excess over 1895; deaths from fever 59,342; diarrhœa and dysentery 9,566; from other causes 11,842; small-pox 1,103. Local Sanitary Commissioner reports year exceptionally unhealthy, and high prices, unwholesome food, privations, have weakened general vitality of population. As evidence of unhealthy season, October death-rate at Jhansi and Hamirpur under unchallenged relief was same as in Jubbulpore Division, namely 7·5.

From SECRETARY OF STATE to VICEROY.

February 19, 1897.

Telegram from Consul-General, San Francisco. Local Indian Famine Committee offers gifts of grain, to be shipped free to India by United States Government. If you concur, I propose to accept and express your gratitude, also, in reply to question, to say that it will be conveyed on Indian railways at the expense of Government. I presume Central Committee will undertake distribution. Please telegraph as soon as possible.

From VICEROY.

February 22, 1897

Your telegram of 19th February. I concur regarding acceptance gift of grain from United States Government, and your proposed reply. Under the circumstances, Central Committee will doubtless undertake distribution, but they advised me on recent inquiry from Governor General of Canada that they prefer money to grain.

From VICEROY.

February 19, 1897.

Famine. Rain during past week in affected tracts:—In Punjab, fair to good rain in south-east and south; rain beneficial to crops and fodder in Bengal and Behar; good general rainfall in many districts, also beneficial scattered showers in other provinces. On relief:—Madras 55,000, Bombay 358,000, Bengal 435,000, North-West Provinces and Oudh 1,529,000, Punjab 109,000, Central Provinces 307,000, Burma 29,000, Berar 5,000, Central India Native States 95,000, Rajputana 2,000; total 2,948,000. Numbers increasing in Champaran, Darbhanga, and Rewah State, where relief works have been opened on a large scale. No marked movements in prices.

From VICEROY.

February 26, 1897.

Famine. Moderate and useful rain in south-west and eastern Bengal, central and south Madras, and parts of Bombay Deccan. Heavy useful rain in Orissa, Ganjam, Bilaspur. No rain elsewhere in Central Provinces. No rain in Behar, upper or northern India, but high winds and increasing heat not good for crops. Markets sensitive there, and prices slightly higher. Harvest prospects still good in Punjab, North-West Provinces, Behar; fair in Central Provinces. Death-rate low throughout affected tracts, except Central Provinces, and lower there than in November. Bad outbreak of cholera on Rewah relief works. On relief:—Madras, 59,000; Bombay, 412,000; Bengal, 411,000; North-West Provinces, 1,621,000; Punjab, 118,000; Central Provinces, 324,000; Burma, 27,000; Berar, 10,000; Hyderabad, 2,000; Central India, 133,000; Rajputana, 19,000; total, 3,141,000.

From VICEROY.

March 3, 1897.

Your telegrams of 18th and 20th February. It has been ascertained from Local Governments that they could not employ any of the retired officers, civil and military, who have volunteered for famine relief work. We are of opinion that all the assistance required can be given from Services in India.

From VICEROY.

March 5, 1897.

Famine. Virtually no rain in affected tracts during week. Rain is wanted in Punjab for backward crops on unirrigated land. Both there and in North-west Provinces dry winds have done harm and made markets sensitive. Prices of staple grains much the same; range in Madras from 12½ to 14½ seers per rupee. North-west Provinces 9¼ to 12, Bombay 9½ to 13½, Bengal and Punjab about 10, Central Provinces mostly 10, but 9 in Saugor and 8 in Balaghat. On relief:—Madras 66,000, Bombay 412,000, Bengal 410,000, North-west Provinces 1,654,000, Punjab 124,000, Central Provinces, 351,000, Burma 26,000, Berar 11,000, Hyderabad 4,000, Central India 137,000, Rajputana 19,000; total 3,216,000.

From SECRETARY OF STATE to VICEROY.

March 9, 1897.

Famine. Lord Mayor's Fund. It would be very advantageous if you could telegraph some information as to what has been done with sums already transmitted, and how and to what extent operations could be extended if fund materially increased.

From VICEROY.

March 11, 1897.

Famine Fund. Your telegram of 9th March. Provincial Committees provisionally estimate minimum demands thus:—North-West Provinces and Oudh 40 lakhs, Bengal 28, Central Provinces 27, Punjab 11, Bombay 10, Madras 12, Burma 2; total 130 lakhs. Of this at least 50 lakhs are required for seed and cattle, half in April and half 1st June. See fourth object statement annexed to Despatch of 23rd December. Central Committee has already allotted 21 lakhs to Provincial Committees for urgent demands; makes further large distribution shortly. Provincial Committees are understood to be working on the lines defined by Government, but are being asked to report. Needs of Native States not yet known; enquiries being made, with a view to grants where necessary. With good monsoon, 140 lakhs should, Central Committee considers, meet all requirements.

From VICEROY.

March 15, 1897.

Famine: Monthly telegram. During past week rainfall unimportant. Relief figures for each province given below:—Madras in four districts has 43 relief works, with 56,564 workers and 3,750 dependants, also 8,052 weavers employed in weaving; distressed area 12,100 square miles, population 1,713,000; one test work in Ganjam with 1,770 workers; affected area 1,100 square miles, population 410,000. Bombay in eight districts has 110 works with 279,681 workers and 116,617 dependants, also 20,593 on gratuitous relief; distressed area 42,000 square miles, population 6,710,000: also one test work with 315 workers; affected area 1,600 square miles, population 353,000. Bengal has in 10 districts 307 works with 282,313 workers and 12,512 dependants, 17 poor-houses with 1,154 inmates, on gratuitous relief 150,527; distressed area 16,000 square miles, population 8,343,000: also 61 test works with 8,444 workers, and 4,744 on gratuitous relief in five districts; affected area 1,700 square miles, population 832,000. Punjab has in nine districts 80 works with 79,727 workers and 28,084 dependants, also three poor-houses with 1,031 inmates, on gratuitous relief 7,858; distressed area 12,400 square miles, population 2,963,000: also in three towns four test works with 530 workers. North-West Provinces and Oudh have in 19 districts 348 works with 931,318 workers and 225,168 dependants, 92 poor-houses with 34,556 inmates, besides 243,069 on gratuitous relief; distressed area 40,200 square miles, population 18,127,000: also in 18 districts 285 test works with 58,191 workers and 6,499 dependants, and 53 poor houses with 10,492 inmates, besides 41,929 on gratuitous relief; affected area 17,600 square miles, population 9,854,000. Central Provinces have in 16 districts 104 works, with 244,633 workers and 30,472 dependants, 48 poor-houses with 16,682 inmates, also 44,182 on gratuitous relief; distressed area 49,500 square miles, population 6,036,000. Burma has in three districts one work, with 19,784 workers and 3,316 dependants, also 824 on gratuitous relief; distressed area 4,000 square miles, population 381,000: also in one district one test work; affected area 200 square miles, population 16,000. Berar has in three districts 16 works with 5,692 workers, no poor-houses or gratuitous relief; distressed area, 4,300 square miles, population 617,000: also in further affected area of 4,300 square miles, with 777,000 population, 10 test works with 12,475 workers. Including Native States, numbers on relief are $3\frac{1}{7}$ against $2\frac{3}{4}$ millions' last month. During present week, however, numbers on works have decreased in North-West Provinces by 100,000, owing to harvest commencing, and minor decreases reported from same cause in Punjab, Central Provinces and Central India. In Bombay, Madras and Bengal numbers continue to rise. Prices continue high everywhere, the fall which last month seemed impending having been checked by fears about Upper India harvest, where high winds and drought have done damage. Fair to good outturn, however, is still expected. Burma rice is being imported in good quantities by trade; is found in village bazaars in Behar and North-West Provinces and on relief works. Food supplies reported generally adequate, though in remoter parts of Central Provinces possible shortness of stocks and failure of local trade to import are apprehended. Chief Commissioner is devising suitable measures. Our weekly returns of inter-district traffic show free movement of grain throughout the country. Relief arrangements have been extended and improved when necessary, and capable of ready expansion. Additional staff given to Local Governments and Political Officers in Native States. Over 60 Engineer officers and subordinates, and 20 officers on the Staff at the headquarters of the Army, drafted from military employment. Two medical commissioned officers given to Central Provinces, and three to North-West Provinces. Five additional civil officers given to Central Provinces and Bombay by transfer from Punjab, Madras, Burma. In Native States large relief works are now open in Rewah, and in northern districts of Gwalior Maharaja Scindia making special efforts to make relief effective. Smaller relief measures in progress in Bundelkhand States under advice of Political Officers. In Hyderabad serious scarcity is expected in south western districts adjoining Bombay and Madras; relief measures being arranged. Condition of people is reported poor in Berar, though mortality to the end of January normal; in Central Provinces fair to good, excepting parts of Damoh, Balaghat, Raipur, Balaspur, Hoshangabad, where people coming on relief works are feeble, and in poor-houses where some cases of emaciation occur; in North-West Provinces good or fair, excepting isolated parts of Jhansi, Jalaun, Hardoi districts; in Bombay, Madras, Punjab, Bengal, and Burma good, mortality and sickness being normal. The

State payments to workers and in gratuitous relief exceed two lakhs a day. The immediate outlook is not unfavourable, though the strain on the administration is serious. The system of relief adopted is proving equal to the present emergency, and, as far as can be foreseen, will so continue. The attitude of all classes is exemplary; the people are genuinely grateful for the relief given.

CENTRAL PROVINCES.

No. 8160. Dated Jubbulpore, October 26, 1896.

From F. C. ANDERSON, Esq, I.C.S., COMMISSIONER, JUBBULPORE DIVISION, to the SECOND SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES.

SIR,

I HAVE the honour to state that, on the receipt of your letter, No. C—378, dated the 1st October, calling for an early general report on the agricultural prospects of each district of this Division, I asked all the Deputy Commissioners of the Division to send me in such a report, if possible, by the 12th instant.

2. I have only received replies as yet from the Deputy Commissioners of Jubbulpore, Saugor, and Seoni. Copies of their reports,* as noted below, are submitted herewith. I also submit a copy of my letter to the Deputy Commissioner, Jubbulpore (No. 8123, dated the 24th instant), containing some observations on his report.

3. Considerable distress already exists in the Jubbulpore district, and the autumn harvest is a poor one in the eight circles mentioned by the Deputy Commissioner. These are the eight circles in which suspensions of revenue were granted this year. Four of these are in the Murwara Tahsil and comprise the whole of that tahsil, two are in the Sehora, and two in the Jubbulpore Tahsil. It is expected that a large portion of the rabi area will remain unsown, and I am of opinion that we shall have to deal with severe scarcity over the greater part of this district. The scarcity will last until the next autumn crops are reaped, unless rain falls immediately so as to permit of the rabi area being sown.

4. In Saugor the kodo crop is very poor, but juari and rice are estimated to yield an 8-anna crop all round, so that the people have something to live upon at present. Rabi prospects are exceedingly gloomy, and a large area will remain unsown unless there is an early fall of rain. If there is not, there will be severe scarcity in this district also before long.

5. In Seoni, kodo has failed on high-lying lands, and the rice growing tracts have suffered from the untimely cessation of rain. The rabi crop will be short unless rain falls soon. The Deputy Commissioner apprehends distress in a large portion of the Lakhnadon tahsil and in the rice growing tracts of Ugli and Barghat. The information on which I have to base an opinion is meagre, but I think that there must soon be much distress in the Lakhnadon tahsil, which may deepen into severe scarcity a few months hence.

6. I have just returned from holding sessions at Mandla. Kodo and rice in high-lying lands have failed extensively, and there is now distress in the hilly tracts which will, in my opinion, rapidly develop into scarcity. The scarcity will widen and increase in intensity unless rain falls soon and permits of larger sowings of the rabi area.

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(1) No. 8268, dated the 21st October 1896, from the Deputy Commissioner, Jubbulpore, with copy of enclosure.
(2) No. 2880, dated the 14th October 1896, from the Deputy Commissioner, Saugor, with two lists of possible relief works.
(3) No. 2825, dated the 13th October 1896, from the Deputy Commissioner, Seoni.

7. As already stated, I have not yet received a report from the Deputy Commissioner of Damoh, but the condition of this district will probably be much the same as that of the affected parts of Jubbulpore, except that there may be an 8-anna crop of juari as in Saugor.

8. On the whole, prospects in the division, generally, are very unfavourable, and I consider that extensive measures of relief will be necessary. I cannot report on these in detail until I have consulted with the Deputy Commissioners of Jubbulpore, Saugor, Damoh, and Mandla, and the Executive Engineer. I have asked the Deputy Commissioners of Saugor, Damoh, and Mandla to come into Jubbulpore on the 2nd November to confer on the steps to be taken. I have not called in the Deputy Commissioner of Seoni, as Mr. Maw, who should have taken charge of the district by this time, is a junior officer who has no knowledge of the district, and it seems useless to call him in. I recommend, however, that in order to meet the apprehended distress in the Lakhnadon Tahsil, the Executive Engineer, Plateau Division, should be instructed (1) to complete the road from Lakhnadon to Kahani, the earthwork of which was taken up this year, and (2) to take up the section from Kahani to Ghansore. The work might be done (for the present at least) on ordinary contract terms, and I would recommend that it be put in hand at once; employment being given to all who apply for it.

I have, &c.
F. C. ANDERSON,
Commissioner.

No. 8268, dated the 21st October 1896.

From A. C. DUFF, Esq., I.C.S., DEPUTY COMMISSIONER, JUBBULPORE,
to the COMMISSIONER, JUBBULPORE DIVISION.

I HAVE the honour to acknowledge the receipt of Secretariat letter, No. C. 378, dated the 1st October 1896, forwarded under your endorsement, No. 7525, dated 3rd October, and to report, in reply, as follows:—

2. The evil from which we are suffering being want of moisture in the soil, difficulty and distress will be experienced in the eight* circles in which the bulk of the crop is grown on unembanked lands. In the other five† circles where there is a large preponderance of embanked land the kharif will be a fair one, and there will be little difficulty about rabi sowings.

3. I had before the receipt of these instructions deputed my superintendent of land records to make a rapid tour through these eight circles and to report the state of affairs and the prospects in each of them. After personal inspection on the spot, I beg to annex to this letter a copy of the reports which he has now sent in.

4. It will be seen that it is not anticipated that pressure will be severely felt before the 1st of December. In this opinion all my Tahsildars concur, and I myself accept it as correct. I think we should be prepared to start our relief works by that date.

5. The area most affected will be the Murwara Tahsil. There is very little embanked land here, and the people depend very largely on the kodo and kutki crops of the kharif harvest. These, as you are aware, were very unsatisfactory last year, and the reports show that they will be no better this year.

There is never much rabi cultivation in this tahsil, and when the rains come to a premature termination, as in 1895 and again in 1896, there is hardly any. I visited Murwara the other day and drew up, with the Tahsildar, a list of works for this tahsil. I beg to enclose a copy. Of these, No. 2 and No. 3 should be carried out by the Public Works Department, and the other works should be done under tahsil supervision—on which point I shall have something to say further on.

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* Kundum, Bargi — Jubbulpore Tahsil.
Umaria, Bohriband — Sehora Tahsil.
Bilheri, Barhi, Bijeragogarh, Barwara — Murwara Tahsil.

† Patan, Panagar, Shahpura — Jubbulpore Tahsil.
Majholi, Majhgawan — Sehora Tahsil.

6. Outside the Murwara Tahsil with its four circles there are four others too, *i.e.*, Umaria and Bohriband in the Sehora Tahsil and Bargi and Kundum in the Jubbulpore Tahsil, where distress will be felt and help will be necessary. I beg to enclose two lists showing the works which I propose to open in these tahsils. Details are not given of proposed expenditure on each work, as I am anxious not to delay further this report, which is already overdue.

7. A question of great importance is how are all these works to be properly supervised so as to ensure the money being used for the relief of starving people. One officer or official of some standing should be placed in charge of the works going on in each tahsil, at all events—I think there ought to be two for the Murwara Tahsil—and each individual work must be supervised by some competent subordinate. The pressure of court work at head-quarters is so great that it is most difficult to set apart the services of even one assistant for the supervision of relief works, and the Tahsildars and Naibs cannot be in all parts of their tahsils at once, and at the same time carry on their current duties. At the same time it is imperatively necessary to ensure that the money expended by Government is not misspent and diverted into channels for which it is not intended. Would it not be possible, at so exceptional a time as this, to suspend the normal duties of the land record staff and to use the Patwaris, wherever works were started in their circles, as supervisors under the control of their revenue inspectors, and to employ both the superintendent and assistant superintendent of land records as superintending officers? If the principle were sanctioned, a scheme could easily be drawn out.

Relief Works proposed for the Jubbulpore Tahsil.

A. For Kundum.—(1) Improving the Baghraji tank (which will be useful for irrigation purposes also);

(2) Opening the Khamaria-Baghraji road for earth and muram work;*

(3) Improving the Padaria tank (much used by people on the Kundum road, and by cattle);

(4) Also improving the Barela; and

(5) Padwar tanks.

B. For Bargi.—(1) Finishing the Bargi-Kutkohi road, earthwork for a part of which was done in May and June last. Muram can also be collected and spread over this;

(2) Opening Barela-Bargi road (earthwork only);

(3) Improving the village road from Chargawan *viâ* Gangai-Bijori to Ghansore.

Shahpura Circle.—(4) Earthwork from Shahpura to Mirganj.

List of Relief Works proposed for the Sihora Tahsil.

Number.	Name of Village.	Particulars.	Remarks.
1	Dharsani - -	Repairing the road from Darshani to Katangi *viâ* Majholi.	To be done by Public Works Department.
2	Khitola - -	Collecting muram on the Khitola-Silondi road, and spreading gitti worth about 1,500 rupees, already collected.	
3	Umaria - -	Repairing Umaria Sleemenabad road.	
4	Ditto - -	Deepening the tank at Umaria - - - - -	This tank dries up in hot weather.
5	Paharwa - -	Deepening the tank at mauza Paharwa, near Khamtara.	
6	Bakal - -	Deepening the tank close to encamping ground at mauza Bakal.	
7	Dhanwali - -	Deepening the tank at Dhanwahi, which lies between the villages of Majholi and Indrana.	This tank dries up in hot weather.
8	Dhakarwara -	Deepening the tank at Dhakarwara, which is near mauza Majgawan.	

* This to be done by Public Works Department.

List of Relief Works proposed for the Murwara Tahsil.

Number.	Name of Work.	Miles.	Estimated Amount of Expenditure.	Remarks.
			Rs.	
1	Katcha road from Bhartala to Bilehri.	15	1,500	In this part of the district the crops are very bad. Though railway work is going on, yet the inhabitants of this tahsil derive little benefit, inasmuch as the said department does not employ such men as are weak and old, and therefore it will be necessary to open relief work here.
2	Pakka (Class II.) road from Bilehri to Jhinjhri up to the Mirzapur road.	5	1,500	Ditto - - ditto.
3	Pakka (Class II.) road from Piprod on the Mirzapur road to Newar Railway Station.	4	1,200	The traffic will thrive by this road, and the poor maintained.
4	Katcha road from Newar to Deori-Hatai.	9	900	Necessary for the maintenance of the poor of this part of the tahsil.
5	Katcha road from Deori-Hatai to Barmorad.	7	700	Ditto - - ditto.
6	Katcha road from Barwara to Bhursa.	10	1,000	Ditto - - ditto.
7	Katcha road from Bhursa to Wilayat.	8	800	As on No. 6.
8	Katcha road from Barhi to Gair-Talai.	7	700	Ditto.
9	Katcha road from Gair-Talai to Kari-Talai.	12	800	Ditto.
10	Katcha road from Jakohi to Bijeragogarh.	14	1,400	The people of this part mostly live on daily labour. The road for about four miles lies within the Uchhera State, and the arrangement for this portion should therefore be made by that State.
	Total - - -	91	10,500	

A Statement in brief showing the Out-turn of the Kharif Crops and the Condition of the People.

Umaria Circle.

It consists one-third of Haveli and two-thirds of hilly tracts. The kharif crops over the former are good, and in the latter unsatisfactory.

	Kodo.	Kutki.	Juar.	Til.	Rice.	Cotton.
Out-turn in annas - - -	6	2	fair	2	6	fair.

Rabi Sowing.—Half of the land will not be sown, especially tagar and dofasli land.

Condition of the People.—Fair. Labouring classes of people will find work for about three months in the adjoining villages, where there is good embanked land. But after this period they will also be in a position to require help from Government; as compared with the other seven hilly circles, this circle is by far the best in respect of the condition of people and crops.

Bargi Circle.

In this circle there are 120 villages in the Haveli and 145 hilly. In the Haveli the prospects are fair, and in the hilly portion very unsatisfactory. The all-round out-turn of the kharif crop can be estimated to be about six annas.

	Kodo.	Kutki.	Rice.	Cotton.	Til.	Juar.
Out-turn in annas - - -	6	2	7	10	6	fair.

Rabi Sowing.—About six annas of the land will not be sown with any crop this year.

Condition of the People.—The condition of the middle classes of people is fair. But the labourers and inferior kind of tenants located in the hilly tract are in great trouble, and therefore relief works may be opened after two months. At present the invalid and incapacitated people are in great difficulty and trouble about finding their daily food.

Belehri Circle.

This is a kharif-growing tract. It has materially suffered for want of rains in September. The all-round out-turn will be about six annas.

	Kodo.	Kutki.	Juar.	Til.	Rice.	Cotton.
Out-turn in annas - - -	6	*Nil*	fair	*Nil*	6	8

Rabi Sowing.—A greater portion of this land, especially tagar and dofasli land, will be left unsown.

Condition of the People.—The poor-house at Murwara maintains some people, whilst a railway line gives work to all who stand in need of it. No new relief work is required to be opened in this circle. But the railway authority should be impressed that the people of this portion are properly given work.

Bijeragogarh Circle.

This is a hilly tract consisting of inferior kind of soil.

The principal crops are rice, kodo and kutki, which have suffered much for want of rain. The all-round average out-turn is estimated to be six annas.

Kharif.

	Rice.	Kodo.	Kutki.	Juar.	Til.	Cotton.
Out-turn in annas - - -	6	6	*Nil*	16	2	10

Rabi Sowing.—About six annas out of the land reserved for the rabi crop will be sown, the rest will not be sown on account of the hardness of the soil, as in this a greater portion of the land is tagar.

Condition of the People.—The condition of the people, especially of the labourers and of the lower kinds of tenants, is not satisfactory. For about two months they can with difficulty maintain themselves. Relief works after that period need be opened in this circle.

Barhi Circle.

This is also a kharif-growing circle.

It rained slightly throughout the circle in the month of September, with, however, very little advantage to the crops. The all-round out-turn can be estimated to be about six annas.

	Rice.	Kodo.	Kutki.	Juar.	Til.
Out-turn in annas - - -	6	6	*Nil.*	10	3

Rabi Sowing.—About 10 annas of the land will not be sown with the rabi crop this year.

Condition of the People.—The condition of the poor classes of people is not satisfactory. After two months they should be provided with relief work. The people who are in bad health find it very difficult to maintain themselves.

Barwara Circle.

This circle was sown with kharif crops as usual. But the rains in the month of September did not do any good to the crops, which are drying up for want of rain. The all-round out-turn is six annas.

	Rice.	Kodo.	Kutki.	Juar.	Til.
Out-turn in annas - - -	6	5	*Nil.*	12	2

Rabi Sowing.—About half the area will not be sown this year for want of moisture in the tagar land.

Condition of the People.—Harvesting and sowing operations will give food to the labourers and poor tenants for about two months; after that period some kind of relief-work should be opened. It is imperative that the blind and the weak persons should be maintained.

Bohriban Circle.

This is a rice-growing circle. There was no rain in September. The kharif crops suffered much. The average out-turn can be estimated to be about five annas for the whole circle.

	Kodo.	Rice.	Kutki.	Til.	Juar.
Out-turn in annas - - -	5	5	*Nil.*	fair.	8

Rabi Sowing.—A greater portion of the tagar land and almost all the dofasli land will become fallow this year. Out of the whole area under the rabi crop only six annas will be sown.

Condition of the People.—The middle class of people will be able to maintain themselves independently of any aid from the Government, but the poorer and the labouring classes will stand in need of such help after six weeks. The worn out people at the present date stand in need of suceour.

Kundum Circle.

This is the most hilly circle in the district, and last of all in point of produce. The kharif is the principal crop grown there, which has considerably suffered in consequence of there having been no rains late in September. The all-round average out-turn is estimated at 5 annas.

	Kodo.	Kutki.	Til.	Juar.	Re.
Out-turn in annas - - -	5	*Nil.*	*Nil.*	*Nil.*	5

Rabi Sowing.– One fourth of the land allotted for this crop will be sown this year. The remaining three-fourths cannot be sown on account of the hardness of the soil.

Condition of the People.—It is very miserable. The people have already commenced eating the roots and fruits of plants in this circle. Some kind of work should be opened after six weeks.

No. 2880. Dated Saugor, October 14, 1896.

From COLONEL T. W. HOGG, DEPUTY COMMISSIONER, SAUGOR, to the COMMISSIONER, JUBBULPORE DIVISION.

I have the honour to reply to paragraphs 1 and 2 of Second Secretary to Chief Commissioner's letter No. C-378 of 1st instant, received under your endorsement No. 7525, dated the 3rd idem.

Para. 1. *Agricultural Prospects of the District.*—The monsoon began timely, and the rainfall continued favourable till the end of August, except to the til crop, the sowing of which was impeded to some extent. The area under juar has expanded by about 35 per cent. over that of last year. Cotton has also approximately increased by 15 per cent., and the areas under til, kodon and rice have similarly extended by about 5 per cent.

The reason of the continued expansion of the kharif area is to be found in the difficulty for the provision of rabi seed-grain, and in the desire to obtain an early food supply.

The cessation of the rains from the beginning of September has been more or less fatal to all these crops. The following table will show the estimated out-turn of each of these crops in each Revenue Inspector's circle in the district:—

Circles.	Juar.	Til.	Kodon.	Rice.	Cotton.	Remarks.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
Naraoli - -	0 10 0	0 10 0	0 3 0	0 9 0	0 10 0	Some rain fell in September in the west portion of the circle.
Karrapur - -	0 8 0	0 8 0	0 4 0	0 8 0	0 8 0	Ditto - north portion - ditto.
Surkhi - -	0 8 0	0 8 0	0 4 0	0 8 0	0 8 0	No rain since the 28th August.
Rahutgarh -	0 8 0	0 10 0	0 4 0	0 9 0	0 12 0	
Garhola - -	0 6 0	0 11 0	0 3 0	0 8 0	0 12 0	
Etawa - -	0 6 0	0 10 0	0 2 0	0 6 0	0 10 0	September rains in a few villages of Kanjia pargana.
Barodia - -	0 8 0	0 8 0	0 4 0	0 8 0	0 8 0	No rain since 28th August.
Deori - -	0 10 0	0 10 0	0 9 0	0 10 0	0 10 0	Rain in about 50 villages around Deori in September.
Garhakota - -	0 10 0	0 8 0	0 8 0	0 8 0	0 12 0	Rain in a few villages near Garhakota.
Gourjhamar -	0 8 0	0 8 0	0 6 0	0 6 0	0 11 0	Rain near Gourjhamur.
Binaika - -	0 8 0	0 11 0	0 6 0	0 8 0	0 12 0	Rain in a few villages near Banda in September.
Rurawan - -	0 8 0	0 11 0	0 6 0	0 6 0	0 12 0	Rain in a few villages near Dalpatpur and Shahgarh in September.

The outturn of juari and rice is expected to be eight annas. The til and cotton crops are likely to yield a little more than half, but kodo has fared worst, and its out-turn can only be estimated at five annas at the most on the whole.

Some showers fell in September in about 50 villages around Deori, and in a few villages near Garhakota and Gourjhamar, in the north portion of the Karrapur circle, west of Naraoli; in a few villages in the Etawah circle, and a few near Banda, Dalputpur and Shahgarh in the Banda tahsil. This is the reason of the variation in the outturn estimates. I apprehend that distress is likely to occur in the Khurai tahsil, in the southern part of the Karrapur, and the east of the Naraoli circles, also in the Rahatgarh and Surkhi circles, and in the remaining portions of the Banda and Rehli tahsils. The sowing of grain has been started in some places, but the plants will not be destined to live long if the present drought is prolonged much later. Large areas still remain untilled, though there is still hope that if it rains in the current month, the rabi prospects will revive considerably.

Measures for Relief.—Scarcity is general throughout the district. I append two statements giving a list of relief-works which can be taken in hand at any time it is thought desirable to start such works. The roads have been selected after consultation with the Tahsildars and the Sub-Divisional Officer.

Your demi-official, dated the 6th idem, has also been borne in mind.

The Public Works Department roads are substantial, and will afford labour for a long period.

The tahsil roads are petty works, and will afford relief to a large number for short periods.

These roads are not confined to any one part of a tahsil, but are so distributed as to afford relief to all parts of it.

Para. 2. *Crop Experiments.*—Mr. Moss-King, Assistant Commissioner, and Mr. Jageshwar Rao, Extra-Assistant Commissioner, have been deputed to conduct a substantial number of crop experiments in rice, juari, kodo and other kharif staples. This will be reported later on.

Public Works Roads.

Abstract of Proposals.

	Rs.
Saugor-Rahatgarh road	* 47,000
Saugor-Jhansi road	* 9,119
Saugor-Cawnpore road (metal collection)	* 7,000
Rehli road	† 17,000
Kimlasa-Malthone road	* 27,000
Deepening Teora tank, say	3,000
Moondra to Rahatgarh	† 14,400
Khurai to Kimlasa	5,000
Feeder-roads, Khurai tahsil	† 27,600
Saugor-Cawnpore road, Banda tahsil	13,000
Garhakota to Rehli	* 7,200
Metalling Garhakota to Patharia (Damoh border)	* 7,000
Gourjhamar to Rehli	† 15,600

India Midland Railway.

Saugor-Katni Railway feeders, say to two stations in Saugor district and five miles long, at 1,200 per mile	† 12,000
Saugor-Kareli road	* 15,000
Total	2,26,919

Roads marked * can be begun as soon as orders are received, but all the others will require from a fortnight to two months for preparation of plans and estimates. Those marked † are roads to be surveyed.

List of Relief-works proposed in Saugor District.

Saugor Tahsil—

Roads (1) Saugor to Rehli *viâ* Dhana and Baroda, 24 miles.

(2) Saugor to Jaisinghnagar and thence to Rahatgarh, 39 miles.

(3) Saugor to Sihora-Rahatgarh and up to border of Bophal State, 25 miles.

(4) Saugor to Bilera and thence to Jaisinghnagar, 22 miles.

(5) From Barodia-Naonagar to Rahatgarh *viâ* Jhella, 10 miles.

Khurai Tahsil—

Roads (1) Khurai to Etawah, 15 miles.

(2) Khurai to Khimlassa, 12 miles.

(3) Deepening of tank (Teora) on the Khimlassa road.

(4) Khurai-Jhansi road from Bandri up to Karangarh, 29 miles.

(5) Khurai to Rahatgarh *viâ* Barodia Naonagar, 12 miles.

Banda Tahsil—

Roads (1) From Bandri to Barodia, 15 miles.

(2) From Banda to Bara, 15 miles.

(3) Banda to Binaika, 9 miles.

Rehli Tahsil—

Roads (1) Garhakota to Rehli, 10 miles.

(2) Rehli to Deori, 21 miles.

(3) Rehli *viâ* Baheria to Gourjhamar, 13 miles.

(4) Rehli to the boundary of Rehli tahsil, 10 miles.

Village tracks—

(1) Garhakota to Baleh, nine miles.

(2) Burpani to Baleh, six miles.

(3) Baleh to Chirari, thence to Mohli *viâ* Burpani, Pipla, Singhpur, Baroda to Mahrajpur.

This will relieve all the people in distress of the hilly tracts on the extreme south of this tahsil.

(4) From Deori *viâ* Mehka, Sahajpur, Bankori, Tanda, and thence to Nanhi-Deori.

(5) Naharmow, Kachhni-Jailpur to Gourjhamar.

This will relieve the western boundary people of this tahsil.

The works on the roads will relieve people in the centre of the tahsil.

No. 2825, dated the 13th October, 1896.

From F. L. J. WILLIAMSON, Esq., I. C. S., OFFICIATING DEPUTY COMMISSIONER, SEONI, to the COMMISSIONER, JUBBULPORE DIVISION.

Your endorsement No. 7525. dated the 3rd current.

In answer to No. C-378, dated the 1st October 1896, from R. H. Craddock, Esq., I. C. S., Second Secretary to the Chief Commissioner, Revenue Department, Central Provinces, I have the honour to state that I have made arrangements for crop experiments being made as soon as the crops are ready.

The kodo sown on high-lying lands has dried up and the seed has not formed, the kodo sown on the black soil will be ready in about three weeks.

The rice and the juari crop requires from three weeks to a month to mature.

The early crops—kutki, soma and makka—yielded good outturns. These had already been reaped before the orders came. These crops form about six per cent. of the kharif of the district.

Unless rain falls, the distress will, I think, be heaviest at Dhooma, Kedarpore, Adeygaon, in the Lakhnadon, and in the rice-growing tracts of Ugli and Burghat in the Seoni tahsil.

If rain does not fall, relief works will be found necessary. The Lakhnadon-Kahni road might be continued to Gunsore. This would give work to the Dhooma-Kedarpore people.

There is still work to be done on the Keolari section of the Mandla road, which would relieve the Ugli and Burghat pargana.

Very little rain has fallen in September; reports have come in of slight rain in the south-west corner by Choori, and in the south-east corner around Aru.

No. 8123. Dated Jubbulpore, October 24, 1896.

From F. C. ANDERSON, Esq., I.C.S., COMMISSIONER, JUBBULPORE DIVISION, to the DEPUTY COMMISSIONER, JUBBULPORE.

I HAVE the honour to acknowledge your No. 8268, dated the 21st intant, reporting on the agricultural prospects, &c., of your district.

2. I shall take an early opportunity of discussing matters with you personally. Meanwhile I would make the following observations:—

(1.) The report of your Superintendent of Land Records appears to me to indicate that the existing poorhouses are insufficient, and that new centres for gratuitous relief should be opened without delay at Bargi, Barhi, Barwara, Bohriban, and Kundam.

(2.) I do not think it would do to employ the land record staff in supervising relief works, for it seems clear that they will have to be employed in the duties which devolve on them under the Famine Code. We must, I think, establish before long a system of village inspection, so that the infirms may be looked after. I do not wish to order the preparation of the village register of poor under Article 34 of the Famine Code before it is necessary, but I fear it will become necessary before long. For the present I would open additional centres for gratuitous relief, as suggested in paragraph (1), to which the needy from surrounding villages can be taken.

(3.) I am disposed to think that the Chief Commissioner should be asked to appoint (*a*) an additional Assistant Commissioner or selected Extra Assistant Commissioner to the district, who would be in special charge of relief operations under your orders; and (*b*) an additional tahsildar to each tahsil to supervise the relief operations on the tahsil; some additional naib-tahsildars may also be required to be in immediate charge of relief works, but their number will depend on the distribution of these works between the Public Works Department and the district authorities; and

(4.) The cost of proposed works in the Murwara tahsil is 10,500 rupees. This will not, I fear, go very far. Prices are high, and with grain at 9 seers the minimum wage for an adult male under the Famine Code is 1½ annas. Assuming that the daily wage for 10 relief workers is 1 rupee, and that 3,000 relief labourers are employed in the Murwara tahsil, the daily cost would be 300 rupees, and the monthly cost 9,000 rupees. I do not suppose that 3,000 labourers is an over-estimate of the numbers likely to require employment, say, in January, though it may not be so large at first. I would ask you to consider whether there are any tank projects which might be taken up in this tahsil.

No. 8310. Dated Jubbulpore, October 30, 1896.

From F. C. ANDERSON, Esq., I.C.S., Commissioner, Jubbulpore Division, to the SECOND SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces.

Sir,

In continuation of my letter No. 8610, dated the 26th instant, I have now the honour to submit copies of the reports* of the Deputy Commissioners of Mandla and Damoh on the agricultural prospects of their districts.

2. The report of the Deputy Commissioner of Mandla is a full one, and I need not add to the remarks made in regard to this district in paragraph 6 of my previous letter.

3. The Damoh report gives a more favourable account, as regards the Damoh tahsil at any rate, than that hazarded in paragraph 7 of my previous letter. Prospects in the Hatta tahsil appear to be very gloomy.

I have, &c.
F. C. ANDERSON,
Commissioner.

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* No. 2439, dated the 26th instant, from the Deputy Commissioner, Mandla, with Enclosure No. 2860, dated the 26th instant, from the Deputy Commissioner, Damoh.

No. 2439. Dated Mandla, 26 October, 1896.

From SYED ALAY MOHAMED, Esq., Deputy Commissioner, Mandla, to the COMMISSIONER, Jubbulpore Division.

With reference to your endorsement No. 7525, dated the 3rd current, on the Second Secretary's No. C. 378, dated the 1st idem, I have the honour to make the following report of this district, and the remedial measures to meet the situation.

2. I may better add, *in limine*, that the report I am going to make depends solely on the general information received by myself and the subordinate district revenue officers, whom I had sent out to make a tour in different portions (*vide* my letter No. 2312, dated the 7th instant), and I cannot support it by statistics. As is known to you, no village papers are prepared in this district since 1888, the land record staff being wholly engaged in survey and ryotwari work. So I am rather handicapped, and am obliged to proceed on "*andazi*," though I assure you no effort has been spared to make that "*andazi*" as accurate as was practicable under the circumstances. So, even where I attempted to give area figures, they are mere approximate ones, and this fact should not be lost sight of in valuing them.

3. With this preface, I beg to state that prospects were very good indeed, and everybody expected a bumper crop till the first week of September, since when the almost complete cessation of rain (* with the exception of very good rains at Mandla Khas and its immediate neighbourhood, on the 21st September and thereabout) has blasted all hopes, the kharif has been irretrievably ruined, and the prospects of rabi are most gloomy. Of course there is a chance yet for the latter, and if rain comes even within the next three weeks the rabi prospects may much improve. But if no rain comes, and we have a dry November, I don't think that at best more than 33 per cent., or in annas five, and pies four, rabi area will be sown. Of course the outturn of this 33 per cent. will depend on the climatic character of December and following months. So, as far as rabi is concerned, I can't say more than I have said in the last sentence. Agriculturists, quite naturally and rightly, are in a very despondent mood, and their only hope lies in what the Government can do to mitigate the vigour of the impending very severe distress.

4. To take kharif, I have thought it advisable to illustrate our entire position, and the degree of the severity of the distress in each locality, by attaching to this report a plan of the district on a scale of 1″= to eight miles, and giving distinctive colour to the tracts similarly circumstanced.

Besides giving different colours, I have parcelled the district in five portions, approximately representing the five proposed revenue inspectors' circles in the district (I say proposed, because, as said already, revenue inspectors' circles have not yet been formally sanctioned, but I propose fixing these tentatively till I hear the result of my reference about strengthening the patwari and revenue instructors' staff), and I mark these portions A, B, C, D, and E.

5. The tracts in which the distress will be felt most, comprising A, C, and E circles, I colour dark blue. Unfortunately this covers in no way less than two-thirds area of the district, and, to make things worse, is the tract to which we look for two-thirds of our kharif; and to go down still lower, about three-fourths of kodo and kutki, the staple food of the aborigines, of whom Mandla is a stronghold. It consists of three-fourths of the Mandla tahsil (Circles A and C) and one-half of Dindori (Circle E). This is the northern and southern part of the district.

6. The second portion, coloured light blue, is the easternmost tract, which runs like a wedge between Rewah on the north and east, and Bilaspur on the south. Here things, speaking comparatively, would not be so very bad as in the first group, *i.e.* to say, slightly better, as it has a greater proportion of rich soil. It is one-fourth of the total area of the district and wholly in Dindori (Circle D).

7. The third bit, consisting of not more than one-twelfth area of the district, coloured yellow, comprises the richest soil in Mandla. One-third of our total rabi area lies in this small tract, though it does not give us more than one-twelfth of our kharif produce.

* This was practically confined to the immediate neighbourhood of Mandla Khas, to a radius of about five miles round it. It benefited this portion, no doubt.

Here kharif is about five annas as a whole, but, considering the small proportion it bears to the total kharif area, it cannot avail much, not to mention that even in itself it is not good.

8. To show in statement form the extent of the failure of kharif in each of these three differently coloured groups, and the relative value of each of them as a kharif and rabi produce, I attach the following table:—

Name of Division.	Proportion of the Total Area Covered.	Proportion of the Kharif Area in the Tract to the Total Kharif Area in the District.	Proportion of the Rabi Land in the Tract to the Total Rabi Area in the District.	Average Estimated Outturn of Principal Kharif Crops.			Remarks.
				Rice.	Kodo.	Kutki.	
A, C, and E.		Acres.	Acres.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
Lakhanpur Cheolia, Narayan Ganj, Mukas, Newas, Shahpur, Shakpura, Anjania, Ghugri Bichia, Chapartala, and Mawae side	$\frac{2}{3}$	$\frac{2}{3}$ or 249,064	$\frac{1}{2}$ or 76,654	0 4 0	0 1 0	—	I am sorry I cannot give the area under each crop in each of these groups.
D.							
Bandor, Bajak, Karanjia and Baiga Reserve side.	$\frac{1}{4}$	$\frac{1}{4}$ or 93,399	$\frac{1}{6}$ or 25,551	0 4 0	0 4 0	—	
B.							
Baja, Boria, Subharia-Pindrae, and Niwari side	$\frac{1}{12}$	$\frac{1}{12}$ or 31,133	$\frac{1}{3}$ or 51,113	0 6 0	0 5 0	0 3 0	
Total		373,596	153,318				

This shows that kutki has been almost completely annihilated throughout the district. It is sown in the latter part of August, and since then rains have practically ceased altogether. Of the total kharif area, this crop covers about one-eighth, or two annas.

Kodo, the most important kharif crop, the mainstay of the aborigines, yields only one, four, and five annas respecively in the three differently coloured groups, which means it is one anna only in the portion covering two-thirds of the district. Kodo in a normal year occupies almost half the kharif area. Its proportion to the entire kharif area is estimated at seven annas. The portions in which it is estimated four and five annas comprise only one-third of the district.

Rice, which forms about four annas (one-fourth) of the kharif, is expected to yield four, four, and six annas respectively in the three differently coloured groups. The remaining kharif portion is taken up by other unimportant crops.

9. The total population of the district is 339,373, of whom 245,022 are those whose staple foods are kodo and kutki, and so the extent of their distress can well be imagined, more especially when the yields of the past three years have been very unsatisfactory, and they have nothing whatever left to fall back upon.

The prospects are therefore very distressing, and if what we are going to have (of course supposing it does not rain within the next two or three weeks) cannot be called a famine, certainly we are face to face to something quite next door to it in at least two-thirds of the district.

10. This is the state of things as I find it. In this state of affairs I propose to help those who want work by opening road-construction work, as well as trying to arrange for digging as many tanks as I can.

The roads which I propose will be (1) from Tikiara to Shahpura, a length of about 54 miles, which, if made a III.B, will cost about Rs. 1,08,000, calculating at the rate of Rs. 2,000 a mile, the rate given in the road scheme. This will pass through the very heart of the northern portion (A and E) of the seriously distressed tract, and will afford sufficient employment for people of that part. This I propose should be done by the Public Works Department; (2) Bichia *viâ* Roghut-Bamni to Bajak, a distance of about 60 miles, and costing Rs. 1,20,000 at the above rate. This will traverse right through C, the southern portion of the seriously affected area, and pass on to portion to D (light blue), affording employment to people of these tracts. It is there that the Baiga colony is, and this will be specially useful for them. Thus it will serve portions C and D. Of course I would be glad to have this done, but if it cannot be done, I can manage it

with two naib-tahsildars and a professional overseer to guide them; but the Public Works Department must align the road and help the revenue officials by professional advice every now and then; (3 and 4) besides, I would like the Public Works Department work to go on the Dindori-Parli and Mandla-Seoni road. These are already in hand. Of these four roads only No. 2 is not on the district road scheme.

To illustrate the position of these four roads with reference to the affected tracts, as well as to others already existing, and proposed roads in the district, I attach a copy of the plan of the district attached to the road scheme. The roads on which I want to have work are shown in blue pencil.

Other lines are road scheme lines, and the references given on the map explain the different colours.

With these works in hand, I think sufficient employment will be available for those who want it, and every work-seeker will have work within a distance of at most 25 miles from his home.

11. Over and above this, tanks—about which necessary information is being collected—will afford employment in the different corners of the district.

12. Besides, we will have to establish not more than four poorhouses, say at Mandla, Piparia (midway between Tikaria and Shahpura), somewhere near Chapartala (on No. 2 road), and perhaps a small one at Bajag.

13. Forests will certainly have to be thrown open for all edible forest produce, and probably grazing, too, will have to be made free in most part of the district.

I am writing about these measures in rather general terms, as I think very detailed and absolutely final schemes are not wanted yet, and what is required for this report is a general outline.

14. This is also why I don't say anything about realisation, suspension, or remission of revenue or other Government dues relating to kharif and rabi, though we shall have to confront the question of realisation of kharif revenue about a couple of months hence.

No. 2860. Dated Damoh, October 26, 1896.

From L. A. G. CLARKE, Esq., I.C.S., Officiating Deputy Commissioner, Damoh, to the COMMISSIONER, Jubbulpore Division.

With reference to your endorsement No. 7525, dated the 3rd October 1896, to Chief Commissioner's letter No. C. 378, dated the 1st October 1896, I beg to submit the following report:—

The rainfall of the district up till nearly the end of August was good, and the crops were considered in a prosperous condition. A long break at the end of August and beginning of September did some damage. But rain, which fell between September 14th and 20th in parts of the district, mended matters to a certain extent. This rain fell in about 400 villages, which cover an area of about 1,25,000 acres. Out of the 400 villages, 250 are situated round the Damoh town within a distance of five miles towards north and east, and 12 or 13 miles towards south and west, 40 villages are towards Mala, 50 towards Tendukhera and Taradehi, 30 near Tejgarh, and a few more are here and there in the district. Besides these villages, about 150 villages lying in different localities got a slight rainfall, which was of no benefit to them. About 800 villages, which lie mostly in the Hatta tahsil, had no rain. In the Hatta tahsil there seems to have been hardly any rain.

2. As to the outturns of the crops, juar and rice are expected to be best. Juar and rice are estimated at 9 and 10 annas respectively. Kodo-kutki is estimated at 8 annas. Kodo-kutki, rice, mung, and urad have failed in about 400 villages, where the outturns of each crop is put at 4 annas, or less. Juar is thriving everywhere, except in villages on the Saugor border, where the soil is poor. Inferior crops such as samai, bajra, &c., which were reaped on September 15th, have yielded a full outturn. But, unfortunately, the cultivators have not been allowed to possess them in quietness, as some persons who were in distress have raided the fields at night, and stole grain. On the whole, in spite of the small rainfall of September, prospects for the kharif harvest are much better than they were last year.

I am enquiring as to where the 400 villages are where rice and kodo are said to have failed, and shall try to visit as many of these as I can. I should imagine that most of them will be in the Hatta tahsil.

I am sorry that this report has been so delayed. The reason is that no reports arrived from the revenue inspectors in the Hatta tahsil. I sent two reminders to them, but have heard nothing yet from them. I shall call on them for explanations as to why they have made this delay. I have obtained my information as to the state of the crops, &c., from the revenue inspectors of the Damo tahsil, and the patwaris, who came here a little while ago to make tracings of forest boundaries. The result is that my information about the prospects in the Hatta tahsil is small at present. I shall have reports sent in by the revenue inspectors there as quickly as possible. Next Thursday I am visiting Hatta, and will try to find out all I can there about the crops.

No. 4951 A. Dated Nagpur, December 11, 1896.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the COMMISSIONER OF THE JUBBULPORE DIVISION.

Sir,

I am directed to reply as follows to your letters, in which you review the agricultural prospects of the several districts of your division, and submit preliminary estimates of the amounts which will probably be required for the relief of distress before the 31st March next. Early in November the Chief Commissioner had an opportunity, when at Jubbulpore, of discussing the situation with you and some of the local officers, and he authorised you at that time to take whatever measures you might deem necessary for effectively dealing with the situation, and placed at your disposal, as a preliminary allotment for relief purposes, a sum of two lakhs of rupees. He has also from time to time sanctioned the several detailed proposals you have sent up for each district. The issue of general orders was, however, deferred, to allow of a complete scheme of larger relief works for your division to be prepared and sanctioned. This has now been done.

2. The distress which is anticipated in your division is mainly due to a very poor kharif harvest, following on two years of agricultural failure. In three districts—Jubbulpore, Saugor, and Damoh—the rabi crops of the last three years have been very poor, and the kharif crops of last year were little better. A good deal of suffering resulted from these past failures, and various measures of relief have been found necessary, and carried out in the years 1894, 1895, and 1896. This suffering will be greatly intensified by the comparative failure of the present kharif crop, which is the main support of the poorer classes in all these districts. In Mandla, which is essentially a kharif district, the chief food of the poorer classes being kodi and kutki, the kharif crops of last year (1895–96) were poor, and the kodo crop of the current year has been an entire failure. The yield of rice has also been very scanty, and much of the late-sown rice was left standing, the out-turn not repaying the labour of cutting it.

Similarly, in Seoni, where last year's crops were bad, kodo has been in the present year an utter failure, and juar has yielded little or nothing except in the richer soils. In both these districts, especially in Mandla, the bulk of the population in the affected tracts are, even in ordinary times, very poor, and have no resources to fall back upon. As soon as their scanty autumn harvests are consumed there must be widespread distress among them, and this will continue and extend until the early crops of the next monsoon season are reaped. As regards the prospects of the coming rabi crops, the recent rain has improved prospects in all districts except Saugor, where the area sown has been very greatly restricted, and where the rain was very partial and scanty. In the other four districts, not only were the seedlings benefited, but further sowings were rendered possible, and these are, it is reported, still being carried on in the Mandla district. Even, however, in the event of a good rabi harvest, the situation in the affected tracts will not be materially affected. The population of these areas is, as has been already observed, chiefly dependent on the autumn crops, and the chief benefit to them of a good rabi out-turn will be the resulting cheapening in price of food grains. This is, no doubt, a considerable benefit; but to take advantage even of cheaper prices there must be money to pay for what is wanted, and as the autumn crops have yielded no

surplus, money will not be available. To meet these circumstances relief works on a large scale will be necessary, and the numbers for which work will have to be provided will increase as the season goes on. These works will have to be supplemented by gratuitous relief, and the Chief Commissioner, as at present advised, is of opinion that it is only by the exercise of great care and method in the present earlier stages of distress that you and your officers will be able to deal successfully with the much larger relief operations which will have to be carried out in the spring and summer months of the coming year.

3. I am now to deal with the situation in each district, and to discuss the measures which have been proposed in each case to meet the anticipated distress. In Jubbulpore the parts of the district which are most seriously affected by the present scarcity are the Murwara tahsil in the north, parts of the Sehora tahsil in the east, and the tracts of hill and forest country lying along the Seoni and Mandla borders to the south. Rice here has yielded from four to six annas, and kodo and kutki from three to seven. There is already a good deal of suffering in these areas, and this will increase with each succeeding month.

As regards the provision of labour, a scheme of road work has been drawn up by the chief engineer, in consultation with yourself and the Deputy Commissioner, which will give work in all the tracts likely to be affected. The proposed expenditure on these roads up to the 31st March 1897 is 99,600 rupees, but neither in this nor in the other districts of your division should you consider that you are limited to this expenditure, if the subsequent development of events should show that the numbers in want of work are greater than the scheme provides for. The greater part of these works will consist in the collection of road metal, and efforts should be made to concentrate work, so far as this may be possible, without taking people too far from their homes. This will enable you to make supervision much more effective.

Regarding local works, you have not yet submitted detailed proposals. The Chief Commissioner understands that there is some scope for tank work in the large rice area of this district, although he has been informed by the Deputy Commissioner that most of the irrigable land has already been provided with a water supply. He is prepared to grant takavi loans to any malguzars who are willing to do such work. If they are unwilling to take such loans, the works might be carried out from famine funds. The whole question of local works needs your early and careful consideration, and you should also consider whether forest roads might not be constructed in the wilder parts of the district and utilised as famine works. A beginning in this direction has, as Mr. Lyall is aware, already been made; but more is probably possible.

To provide gratuitous relief you have continued and enlarged the poorhouses at Jubbulpore, Sehora, and Murwara, which have been working with smaller numbers throughout the less acute distress of 1895 and 1896, and have also arranged for the establishment of "relief centres" at 13 places within the affected area. The object of these centres is to relieve starving wanderers by the provision of food, and, by arranging for local labour of a not too arduous kind in the immediate neighbourhood of each centre, to enable such of these as have, owing to hunger and weakness, been rendered temporarily incapable of work, to regain their strength. As soon as they are considered strong enough, they will be sent on to the nearest large relief work under the management of the Public Works Department. You estimate the probable expenditure on poorhouses and children's kitchens at 15,000 rupees, and on relief centres, including a portion of the estimated expenditure under "Miscellaneous," which rightly comes under this head, at, say, 20,000 rupees. I am to observe, as regards relief centres, that great care will be necessary to prevent their being used by the healthy and able-bodied as a means of getting sufficient food without the necessity of hard labour. The circle inspector, the patwari, and the local committee, must be carefully instructed as to the class of persons who are intended to be relieved at these centres, and each centre must be inspected, as frequently as possible, by responsible officers, with a view to securing that all who are capable of regular taskwork are drafted off to regular labour under the Public Works Department. The Chief Commissioner has recently issued detailed instructions on the subject of these centres, and these should have the careful attention of all your officers.

4. In Saugor the three chief kharif grains (rice, kodo-kutki and juar) yielded badly, the out-turn of kodo and kutki having been only two annas. Some 70 per cent. of the normal rabi area is reported still to be unsown, and, owing to the partial and scanty character of the recent rain here, prospects, even on this greatly restricted area, are not good. The

tracts where most distress is anticipated are said to be the areas of poor land, consisting largely of hill and forest, which lie along the northern and western borders of the district. You also anticipate distress in the extreme south. Past years have, however, been so bad in this district, and the resources of all classes have been so drained by repeated calamities of season, that the Chief Commissioner fears that there is scarcely any portion of this district that will escape distress, and it seems probable that relief measures will have to be organised here on a very extensive scale.

As regards works, a list of ten large road works has been drawn up by the chief engineer, in consultation with yourself and the Deputy Commissioner, and the scheme has been sanctioned by the Chief Commissioner. The estimated expenditure on these roads up to 31st March 1897 is 1,05,450 rupees, and the work will consist chiefly in the collection and breaking of road-metal and, to a less extent, in earthwork. You are authorised to order any or all of these works to be started as a relief work as the necessity for each arises.

There appears to be but slight scope for small works in this district, and care must be taken that the large works are sufficiently numerous and accessible to provide labour for all those who need it.

As regards gratuitous relief, you propose to open relief centres as in Jubbulpore, and to have poorhouses at all tahsil head-quarters (these have already been opened), and you estimate 30,000 rupees as the probable expenditure under these heads. The Chief Commissioner much doubts whether this sum will be sufficient even up to the end of March. He fears, from all he has heard, that the population of this district has been so much reduced by repeated bad seasons that there are large numbers of people who will be found incapable, until they have been fed and looked after for a time, of any but the lightest labour, and he anticipates that you will probably find it necessary, before long, to organise village relief. Your estimate is admittedly a purely provisional one, and you must not hesitate to exceed it if circumstances, which have become distinctly more unfavourable since you wrote your letters of the 26th October and 7th November last, should make this advisable.

5. In Damoh the kharif harvest in the Damoh tahsil was somewhat better than that of last year; but in Hatta it was very poor, being estimated at three annas for rice, five annas for juar, and two annas for kodo and kutki. Last year's kharif and rabi were also bad in this district, and the area put under rabi in the current year has consequently been considerably restricted. But though the recent rain was not sufficient to enable fresh sowings to be put in hand, it was of great benefit to the seedlings, and the present prospects of the standing crops are good. As regards the areas affected by scarcity in this district, it is expected that distress will be most severe in the south-west, north, and north-west of the district, the central portion being, so far, in not very distressed circumstances. As regards relief works, the Public Works Department scheme, which has now been sanctioned, provides for five lengths of road work, the estimated expenditure on which up to the 31st March 1897 is 49,800 rupees. There is, however, little scope for road work in the southern part of the district; the main road to Jubbulpore and the Patna-Tendukhera roads being the only works here on which expenditure is provided for. Moreover, it has been stated by the Deputy Commissioner that a large proportion of the able-bodied labouring population of this district have gone to work on the Saugor-Katni extension of the Indian Midland Railway, and that those left at home are, for the most part, weakly or aged persons who are generally incapable of hard or sustained work. He suggests, therefore, that numerous local works, chiefly embankment and tank-making, should be arranged for, and that they should be associated with centres for the distribution of gratuitous relief. The present Deputy Commissioner is, however, new to the district, and the Chief Commissioner is not prepared to decide upon the desirability of an extensive scheme of local works here, until he has visited the district, as he is immediately about to do. As at present advised he doubts, however, whether sufficient local works can be found to give employment to the large numbers who will probably require it. This is especially the case in the Hatta tahsil, where the distress will probably be most severe.

As regards gratuitous relief, you propose to have three poorhouses at Damoh, Hatta, and Patheria, and to supplement these by relief centres, situated generally at the head-quarters of revenue inspectors' circles, throughout the affected tracts. You estimate the probable expenditure of this nature at 18,000 rupees, but the Chief Commissioner thinks it likely that more than this will be found necessary, if distress is to be effectively dealt with. Looking to the circumstances of the last few years, both here and Saugor, but little can be expected from private charity, and Government must arrange to do what the people are unable to do for each other.

It must, it is true, be remembered that both in Saugor and Damoh some measure of relief has been given to the poorer classes by the opening of the forests for the extraction of edible roots, mohwa, and fruits; but this will be of little or no avail until the coming hot weather. Regarding grazing, no difficulty is at present reported either here or in other districts of your division, though it may be necessary, later on, to open parts of the forests to free grazing for agriculturists.

6. In Seoni the kharif crops were seriously injured by the absence of rain in September and October. Unirrigated rice yielded practically nothing, and kodo, which is the staple crop in the Lakhnadon tahsil, was an utter failure. As regards rabi prospects, a large proportion of the normal area was, in the first instance, left unsown, but the recent rain was fairly general here; sowings were again put in hand, and the prospects of the crops sown are, at present, good. The rabi area is, however, still considerably below that of ordinary years.

It is anticipated that distress will be most severe in the south of the Seoni tahsil, where rice is largely grown, and over about three-fourths of the area of the Lakhnadon tahsil. Here the people depend almost entirely on the kharif crops, chiefly the small millets; past years have been bad, and the cultivators and labourers have no resources to fall back upon.

In the sanctioned Public Works Department scheme of relief works, work on five lengths of road has been provided, the estimated expenditure on these up to 31st March 1897 being 40,000 rupees. The Chief Commissioner understands, however, that there is considerable scope in the south of this district for tank construction in aid of the cultivation of rice, and he is prepared to grant whatever sum may be thought necessary to assist malguzars who may wish to start such work with the aid of land improvement loans. He understands that works of the kind will be most useful, and he desires that the Deputy Commissioner should decide, without delay, where they can be started, and report how and to what extent the necessary funds should be provided.

As regards gratuitous relief, you propose to open poorhouses at the Tahsil headquarters, and here, as elsewhere, to supplement them by relief centres at the chief villages in the affected areas. You estimate the expenditure for these purposes during the current financial year at 3,500 rupees. The Chief Commissioner much doubts whether this sum will be sufficient, and you should apply for a larger grant should you think it necessary.

Here also the forests have been opened for the extraction of roots and fruits, and the concession allowing the extraction of head-loads of wood free of duty in places where there is a local market, has recently been extended for three months.

7. In Mandla kodo and kutki, which are by far the most important crops, have almost entirely failed; while rice, especially that which was sown late, and which occupies three-fourths of the total rice area, was very poor. One-third of the district is normally under rabi, but only one-quarter of this area had, up to the recent rain, been sown. Sowing then began again, and is reported still to be in progress; but the rabi harvest is, in any case, proportionately so small, especially in the area most affected, that it cannot materially change the present situation. The prospects of the rabi seedlings are, however, at present good.

Distress in this district is expected to be general. Last year's crops were poor, and the people are thriftless and without resources of any kind.

The Public Works Department scheme of relief works provides (in addition to two important roads now being constructed by contractors on ordinary terms, which will supply employment for the able-bodied) for four lengths of road, on which the expenditure up to the 31st March 1897 is estimated at 55,650 rupees. You have recently proposed to supplement these by four forest roads, to be carried out as relief works by the Forest Department in the wilder parts of the district. Your proposals on this point have been separately approved. These road works traverse, it is true, most of the affected parts of the district, but the Chief Commissioner is inclined to think, having regard to the difficult and inaccessible character of the country, and the home-keeping disposition of the people, that the distances will in some cases be too great for the workers to travel to them, and he thinks that they should be supplemented, as far as possible, by local tank work, for which the Deputy Commissioner reports that there is considerable scope in Mandla. That officer should complete his inquiries on this subject as soon as possible, and submit detailed proposals showing what work can be done, how funds should be provided, and under what supervision the works are to be carried out.

As regards gratuitous relief, the Deputy Commissioner proposes to have poorhouses at Mandla and Dindori, and to establish relief centres (at present 17 in number)

throughout the distressed tracts. The estimated expenditure on gratuitous relief is, including relief wages paid for light work in connection with relief centres, 18,000 rupees, but the Chief Commissioner fears that here, as elsewhere, this will not be sufficient for this district, and will need to be supplemented later on.

The bulk of the population in this district is so backward, and their villages are so scattered and remote, that the efficient relief of the distressed will be a very arduous problem. The Chief Commissioner trusts, however, to the experience and care of the Deputy Commissioner, with the help of your supervision and advice, to deal with the difficulties of the situation.

8. I am further to observe, generally, that while a scheme of Public Works Department works has been completed for all districts, detailed schemes for local works have not yet been prepared. It is of the utmost importance that these should be completed without delay. The civil officers will immediately be relieved of the charge of the larger relief works by the Public Works Department, and their attention should be given to energetically pushing on the preparation and execution of a scheme of such subsidiary works for each district, a statement being submitted showing exactly what it is proposed to do, how funds are to be provided, whether from famine funds or from land improvement loans, and how supervision is to be arranged for. It seems certain that in a short time we shall have to deal with general, and in some cases, severe, distress in nearly all parts of your division, and unless everything is completely organised beforehand district officers will find themselves, when the time comes, unable to provide the relief that is wanted. You should also once more impress on all district officers the imperative necessity of a personal inspection by them of all affected tracts, with especial regard to the proper organisation of relief centres, and the provision of sufficient local work for those who need it. The Chief Commissioner desires that by the middle of January the organisation for the effective relief of distress in all districts should be so complete, that all that will then remain to be done will be to put it into operation.

9. In conclusion, I am to point out that the kharif revenue instalment falls due in the districts of your division on the 1st February next, and under the rules issued under Section 9 of the Tenancy Act ordinary tenants' rents can be legally demanded by the malguzar one month before that date. It is therefore desirable that any proposals which Deputy Commissioners may think necessary for the suspension of the kharif revenue instalment should be formulated without delay, and, after due consideration by you, submitted for the orders of the Chief Commissioner.

I have, &c.
H. H. PRIEST,
Chief Secretary.

No. 9233. Dated Jubbulpore, December 3, 1896.

From F. C. ANDERSON, Esq., I.C.S., Commissioner, Jubbulpore Division, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Revenue Department.

Sir,

I have the honour to state that I recently asked the Deputy Commissioners of this division to submit revised estimates of the kharif outturns of their districts, and also to give me the latest available information regarding rabi prospects. The information was to run up to the 27th ultimo.

2. I have now the honour to submit a summary of the reports received. I also submit copies of the reports* themselves.

I have, &c.
F. C. ANDERSON,
Commissioner.

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* Not printed.

SUMMARY of the District Reports on Agricultural Prospects, &c., in the Jubbulpore Division, up to the 27th November 1896.

1. KHARIF OUTTURNS.

The following is the all-round kharif outturn by tahsils as estimated by Deputy Commissioners :—

DISTRICT.	Tahsil.	Anna Estimate.	REMARKS.
		Annas.	
Jubbulpore -	Jubbulpore -	6	In three out of five circles in this tahsil rabi is more important than kharif.
	Sehora - -	5½	In two out of four circles rabi is more important than kharif.
	Murwara - -	3 to 4	Throughout this tahsil the kharif area is three times larger than the rabi area.
Saugor - -	Saugor - -	4	In this tahsil about one-third of the cultivated area is kharif and two-thirds rabi.
	Khurai - -	4	In this tahsil rather more than one-third is kharif and the rest is rabi.
	Rehli - -	4	In this tahsil kharif covers rather less and rabi covers rather more than one-half cultivated area.
	Banda - -	4	Kharif predominates in this tahsil, but there is also a large area under rabi.
Damoh - -	Damoh - -	6	About half is kharif and half rabi.
	Hatta - -	3	
Seoni - -	Seoni - -	4½	Information not given by tahsils.
	Lakhnadon -	4	In the district the rabi area is larger than the kharif area.
Mandla - -	Mandla - -	2½	In this tahsil about two-thirds is kharif and one-third rabi.
	Dindori -	3	Much the same as Mandla tahsil.

In all districts the kharif suffered severely owing to the want of rain in September.

Jubbulpore. In the Jubbulpore tahsil the estimate varies from less than 4 annas in the Kundum circle to nearly 9 annas in the Patan circle. In the Sehora tahsil it varies from about 4½ annas in the Umaria circle to 7 annas in the Majhgawan circle. In the Murwara tahsil the outturn was uniformly poor. The chief kharif crops in this district are rice and kodo-kutki. The estimate for rice varies from 7 to 10 annas in the Haveli lands, and from about 4 to 6 annas in the more hilly tracts. In these tracts the estimate for kodo-kutki varies from 3 to 7 annas.

Saugor. In the Saugor district the all-round outturn was poor in all circles, the highest estimate being 5 annas in the Etawa, Garhakota, and Bineka circles. Juari did fairly well in this district, the estimate being 8 annas; but the estimate for til is only 4 annas, and that for kodo-kutki is only 2 annas. These are the three chief kharif crops in this district.

Damoh. In the Damoh tahsil the all-round estimate varies from 6 annas in the Tejgarh and Mala circles to 9 annas in the Patharia circle. In neither of the two circles of the Hatta tahsil is the estimate higher than 3 annas. Rice, kodo-kutki, and juari are the three chief kharif crops in this district. In the Damoh tahsil the estimate for rice (in all circles taken together) is 9 annas, for juari 8 annas, and for kodo-kutki 4 annas; the corresponding estimates in the Hatta tahsil being 3 annas, 5 annas, and 2 annas.

Seoni. The Seoni district is under settlement, and estimates by revenue inspectors' circles are not available. The Deputy Commissioner writes as follows:—"In 19 villages of the Seoni tahsil, to the south-east of Barghat, the rice was saved by isolated showers in September; the yield for this group on irrigated and unirrigated land together varied from 6 to 12 annas. Irrigated rice gave an outturn varying from 2 to 16 annas, while the unirrigated area produced practically nothing. Very little, if any, rice was sown in Lakhnadon. In both tahsils the juari or barra and sehra soil withered before the forming of the ear; that grown on black soil yielded from 4 to 12 annas. The kodo crop in Lakhnadon was an utter failure."

In this district kodo-kutki is far the most important of the kharif crops, rice taking the second place. The kodo yield was miserably poor throughout the district, the estimate for the whole district being only a little over 2 annas. The estimate for rice is 4½ annas. The failure of kodo-kutki is very serious in a hill district such as Mandla, where it is the staple food of the large aboriginal population. As regards rice, the Deputy Commissioner writes:—"The crop experiment statistics show that the result of early sown crop-cutting brought out an average yield of 8 or 10 annas in certain tracts, but it should not be forgotten that the proportion of early to late sown rice is one to three in the district and the late sown rice was particularly bad; and it is believed that the yield for more than half the late sown area was so very bad that it was left uncut, it being mere waste of time and labour to cut it." Mandla.

2. *Rabi area unsown.*

Statistics of the area unsown are not yet available, but estimates of that area have been made by Deputy Commissioners.

In the Haveli portion of the Jubbulpore Tahsil most of the rabi area has been sown and the Deputy Commissioner writes that some fresh sowings were begun in embanked fields after the recent fall of rain on the 22nd November. In the hilly parts of the Jubbulpore Tahsil it is estimated that about one-half or three-fourths of the rabi area is unsown. In the Sehora Tahsil it is estimated that from one-fifth to one-third is unsown, and the estimate for the Murwara Tahsil is two-thirds unsown. Jubbulpore.

Of Saugor Mr. Gajraj Singh, Assistant Settlement Officer in charge of the Settlement Office, Saugor, writing on the 25th November, writes as follows:—"The estimate as regards the area unsown with rabi is a mere guess, and, as owing to the continuous decline of the rabi cultivation the crop equilibrium has been disturbed, it is difficult to know what is meant by the term 16 annas when it is said that only 8 annas has been sown. As far as possible an attempt has been made to secure that the area under rabi last year is taken as the basis of comparison. The result is that about 65 per cent. remains unsown in the Saugor Tahsil, about 75 per cent. in the Khurai and Banda tahsils, and about half in the Rehli Tahsil." There does not appear to have been sufficient rain in this district to admit of fresh sowings except possibly in the Rehli Tahsil, but Mr. Gajraj Singh writes that where rain has fallen an 8 anna crop may now be expected where a 1 to 4 anna crop only was expected before. Saugor.

In the Damoh Tahsil it is estimated that one-twelfth of the rabi area has remained unsown, and in the Hatta Tahsil one-ninth. But if the Saugor estimates are anywhere near the mark, it would seem that the unsown area in the Damoh District has been much underestimated. Mr. Blakesley has only just taken charge of the district, and all his information is at present second-hand. Damoh.

In the Seoni District the proportion of rabi area left unsown is estimated at 6 annas in the Seoni Tahsil, and at 10 annas in the Lakhnadon Tahsil. Seoni.

In the Mandla District it is supposed that about three-fourths of the Rabi area is unsown. Mandla.

3. *Prospects of Rabi where sown.*

In Jubbulpore it is reported that the recent fall of rain has much improved the prospects of Rabi on the area sown, and a satisfactory outturn is now expected. Jubbulpore.

The Deputy Commissioner of Saugor, Mr. Phillips, who only took charge of the district a few days ago, writes as follows:—"In Saugor only 5 cents were registered, in Khurai only 19 cents, in Banda none at all, and in Rehli 95 cents. The rainfall in the interior of each tahsil appears to have been much the same as the rainfall at its head-quarters. For instance, no rain seems to have fallen in the Banda Tahsil, in the Saugor Tahsil there were only slight showers here and there, in the Khurai Tahsil slightly heavier rain fell than in the Saugor Tahsil, and in some few places there were good showers; while in the Rehli Tahsil there was good rain in most directions. The Assistant Commissioner was in camp in one direction in that tahsil on Sunday last, and the Forest Officer in another, and both of them met with drenching showers. The latter had a tent standing that day at Surkhi, which is near the border of the Saugor Tahsil. Judging by his experience of the previous day further south, he expected to find it soaked when he got there on Monday. But to his surprise it was dry. In fact the storm seems to have swept across the southern portion of the district in a north-easterly direction, and only the scattered fringes of it touched the Khurai and Saugor tahsils." Saugor.

"I fear, then, that the recent rain has not materially altered prospects, and distress is likely to be very severe in most parts of the district before very long."

Damoh. In Damoh the prospects of the Rabi already in the ground have taken a favourable turn in consequence of rain which fell on the 21st and 22nd November; but no fresh sowings have been reported from this district.

Seoni. The Deputy Commissioner of Seoni writes as follows:—"The rabi prospects have been materially improved by the rain of the 22nd and 23rd November. There is now every reason to hope for a 14 to 15 anna return on the area sown, and it is hoped that even if it is too late to sow wheat, much of the land now fallow may be taken up for gram and possibly linseed. On the 22nd November 56 cents were registered and on the 23rd, 37."

Mandla. The Deputy Commissioner of Mandla writes:—"The rain of Sunday and Monday last (22nd and 23rd November) has put new life into the plants which were withering. But for that the prospects of Rabi were only 6 annas or perhaps less. If things continue favourably, the crop on the ground may yield 10 annas or perhaps a little more."

In a recent telegram the Deputy Commissioner stated that this rain, though very beneficial to standing crops, was not sufficient for fresh sowings.

Prospects of Distress.

Jubbulpore 4. In the Jubbulpore District distress already exists in the hilly parts of the Jubbulpore and Sehora tahsils and throughout the Murwara Tahsil. Recent rain has not benefited the labouring classes, and the distress must become more acute before long.

Saugor. In the Saugor District the localities where distress is likely to be most severe are:—

In the Khurai Tahsil—

(1) The western parganas of Kanjia and Eran.

(2) The northern border of the tahsil and the Malthone Dogaha pargana.

In the Banda Tahsil—

(1) The Dhamoni pargana.

(2) The portion of the Shahgarh pargana below the ghâts.

In the Saugor Tahsil—

(1) The country along the southern border of the tahsil, viz,, Rahatgarh pargana and the hilly portion bordering on foreign territory.

In the Rehli Tahsil—

(1) The eastern border of the tahsil up to a width of say 10 miles, the Naharmow pargana and the hilly tract of country in the west of the Deori pargana.

Damoh. Of the Damoh District the Deputy Commissioner writes that the distress will probably be most severe in the south-western portion of the Damoh Tahsil and in the north and north-western portion of the Hatta Tahsil.

Seoni. In the Seoni Tahsil it is reported that the pinch of scarcity is being felt in the Ugli Barghat and Korai country, where people are described as being entirely dependent on the kharif crops. In Lakhnadon the affected area lies around Kahani, Dhooma and Kedarpur on the east and around the Adegaon taluka and along the Chindwara border on the west, comprising about three-fourths of the Lakhnadon Tahsil.

Mandla. In the Mandla District the affected area extends to about five-sixths of the Mandla Tahsil, and to half of the Dindori Tahsil.

General.

5. Although the recent rain has done much to improve the Rabi prospects and put the cultivators in good heart, it has not altered the situation as regards the labouring classes and the measures which are being taken to deal with the expected increase of distress are no less necessary now than before.

No. C. 2. Dated Camp, Saugor, December 17, 1896.

From F. C. ANDERSON, Esq., I.C.S., COMMISSIONER, JUBBULPORE DIVISION, to the SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES.

SIR,

I HAVE the honour to submit a Summary of information for the month of November, 1896, of matters relating to the relief of distress, &c., in the Jubbulpore Division, for the information of the Chief Commissioner.

I have, &c.
F. C. ANDERSON,
Commissioner.

SUMMARY of information for the month of November 1896, of matters relating to the relief of distress, &c., in the Jubbulpore Division.

In the last summary it was stated in regard to agricultural prospects that, owing to the early cessation of the monsoon rainfall, the outlook at the end of October was very gloomy. In my letter, No. 8160, dated the 26th October 1896, reporting on the state of the crops, &c., I referred to the general failure of the kharif harvest and to the largeness of the unsown rabi area, and said: "On the whole prospects in this Division generally are very unfavourable, and I consider that extensive measures of relief will be necessary."

There were local falls of rain about the 22nd November; the effect of this rain was referred to in my letter No. 9233, dated the 3rd December 1896, reporting again on agricultural prospects on the latest available data. I then wrote: "Although the recent rain has done much to improve the rabi prospects and put the cultivators in good heart, it has not altered the situation as regards the labouring classes, and the measures which are being taken to deal with the expected increase of distress are no less necessary now than before."

A conference of such local officers as could be present was held at Jubbulpore on the 3rd November, when the Chief Commissioner was present, and the situation was discussed. The action which followed (in regard to leading points) may be summarised as follows:—

(1) The Chief Commissioner intimated that he would place a first instalment of two lakhs of rupees at my disposal for famine relief purposes in the Jubbulpore Division.

(2) On the 7th November, estimates were submitted to the Chief Commissioner, of the probable expenditure on famine relief in each district up to the 31st March 1897. These aggregated 6,13,000 rupees.

(3) On the 7th November, instructions* were issued to the Deputy Commissioners of Jubbulpore, Saugor, Mandla and Damoh (*a*) for the establishment, as soon as possible, at selected places in the interior, of relief centres where gratuitous relief would be given to local and wandering paupers unfit for work, and light labour on local works would be provided for those able to work but not fit for regular tasks; and also (*b*) for the preparation in distressed areas of the village register of poor, prescribed by paragraph 34 of the Central Provinces Famine Code. "The opening of relief centres" it was explained "is intended not to supersede the system of village to village relief prescribed by the Code, but to be a stepping-stone towards its development; while relief is being afforded at the centres to be opened as soon as possible, mukaddams and patwaris will take up the preparation of the village register of poor, so that everything may be in readiness for the extension of the relief system from the centres to be immediately established to the individual village."

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* Similar instructions were subsequently sent to Seoni.

As regards the class of work to be done at relief centres it was said :—

"The deepening or repairing of village tanks would be one of the most suitable kinds of employment, and persons who are only temporarily incapacitated from earning their own living would be put on such work after they had been fed gratuitously for a time at the relief centres and have become fit for light labour. They would then receive a wage on the Class D scale in return for work done. When fit for harder labour they could be drafted to a relief work where stone-breaking or some such severe form of labour is exacted."

(4) On the 10th November the Deputy Commissioners of Jubbulpore, Saugor, Damoh and Mandla were informed that under paragraph 137 of the Famine Code, sums of 25,000 rupees, 20,000 rupees, 15,000 rupees, and 15,000 rupees had been allotted to their districts, respectively, for famine expenditure, out of the Divisional grant of two lakhs. A sum of 10,000 rupees was subsequently allotted to the Seoni District.

(5) A complete list of roads to be taken up as relief works by the Public Works Department, as necessity arises, was prepared for each district. From this list certain roads were subsequently selected, in communication with the Chief Engineer, so as to form a programme of road work to be undertaken in the near future.

(6) Proposals were entertained and subsequently sanctioned for affording relief to the hill tribes of Mandla (who have been seriously affected by the failure of the kodo harvest) by improving certain forest roads through the agency of the Forest Department.

(7) The opening of additional poorhouses in the Saugor, Damoh and Mandla Districts was sanctioned.

(8) Proposals were submitted and subsequently sanctioned for increasing the district and tahsili staffs in Jubbulpore, Mandla and Damoh and more recently in Saugor. Some details will now be given, as usual, regarding individual districts.

Jubbulpore District.

The price of wheat at the close of the month at head-quarters was $8\frac{3}{4}$ seers, and of gram $10\frac{1}{2}$ seers, these prices being slighly higher than those prevailing at the end of October; the price of common rice (9 seers) was unchanged.

The number of labourers employed on various works at the end of each fortnight of the period under report is shown below :—

Fortnight ending	Railway.	Jubbulpore Municipality.	Roads in the Interior.
14 November - - -	2,356	3,005	878
28 November - - -	3,259	2,714	831

Seven relief centres were open towards the end of the month, the number relieved on the 28th November being —

(1) Gratuitously - - - - - 200
(2) On light labour - - - - 254

The Deputy Commissioner writes (28th November) :—"The harvesting and threshing of the kharif crops have afforded temporary employment to the agricultural labourers, and petty grain thefts have decreased; 7 centres have been opened during the week for starting relief works and gratuitous relief, and arrangements are being made to start work in other centres where pressure is likely to be felt severely."

The poorhouse population was as follows:—

Poorhouse.	On 14 November.	On 28 November.
Jubbulpore - - - - - -	1,349	1,472
Ditto Church Mission - -	198	145
Ditto Radha Bai - -	10	9
Sihora - - - - - -	341	476
Murwara - - - - - -	440	456
Ditto Mission Children - -	100	105
Total - - -	2,438	2,663

In the Jubbulpore poorhouse numbers have fallen away during the month of October from a little over 1,100 to a little over 900. During the first fortnight of November there was a large and sudden influx as shown by the above figures. A census of the inmates taken on the 23rd November gave the following distribution:—

From the Jubbulpore District - - -	514
From other Central Provinces Districts* -	245
Native States - - - - - -	371
North-West Provinces - - - -	71
Total - - -	1,201

The total of 1,201 seems small; probably the sick under treatment in hospital were not included in the enumeration.

Saugor District.

At the end of November the price of wheat at head-quarters was 7¾ seers, and of gram 10 seers.

The number of labourers employed at the close of each fortnight is given below:—

	14 November.	28 November.
Railway - - - - - - -	6,574	6,286
Saugor, Railway Ganj, at head-quarters -	573	603
Roads in the interior - - - -	267	202

The poorhouse population was as follows:—

	14 November.	28 November.
Saugor - - - - - -	1,473	1,066
Khurai - - - - - -	215	194

The numbers in the Saugor poorhouse fell off suddenly during the week ending the 21st November, but no special explanation of this has been given in the district report for that week, where it is, however, stated that signs of want or emaciation were visible only among the very poor.

Damoh District.

There has been little change in prices, those ruling at head-quarters at the end of November being—wheat 7½ seers, gram 10½ seers, and common rice 8 seers.

The information relating to the number of labourers engaged in the railway is again very incomplete. In his report for the week ending the 7th November, the Deputy Commissioner stated that "the local people are beginning to come back to the railway to

* Viz.:—Damoh, 129; Narsinghpur, 71; Hoshangabad, 19; Nagpur, 10; Saugor, 9; Mandla, 7;—Total, 245.

work," and in the report for the week ending the 21st November the number employed is estimated at 15,500, of which, however, only about 50 per cent. are believed to belong to the Damoh District.

The number of persons engaged on the Hatta-Damah road on the 28th November was 146.

The poorhouse figures are as follows:—

	Week ending			
	7 November.	14 November.	21 November.	28 November.
Damoh - - - -	525	489	382	394
Hatta - - - -	100	108	133	145

The decrease in the Damoh poorhouse is misleading if taken to indicate a decrease of starving wanderers in that town; for there are a large number of such persons begging about the town who ought to be in the poorhouse, but prefer to pick up insufficient doles by begging. The only effectual method of dealing with this class of people is to sweep the streets from time to time, as has been done at Jubbulpore, and compel them to come into the poorhouse; if left to themselves they become more and more emaciated, and at last succumb. At Hatta numbers are increasing.

A census of the inmates of the Damoh poorhouse taken to-day (15th September) discloses the following particulars:—

Damoh District - - - - - -	220
Other Districts of the Central Provinces	22
North-West Provinces - - -	14
Native States - - - - -	51
Total - -	307

In his report for the week ending the 7th November the Deputy Commissioner stated that the distress in the district generally was "growing worse."

The northern portion of the district appeared from the reports of the Revenue Inspector to be worse. This is possibly explained by the fact that the north of the district is bordered by Native States, whence many wanderers make their way south. Later information, however, indicates that the condition of the poorest class is as bad in the southern as in the northern portion of the district, and that the further measures of relief now being adopted are very urgently needed. The necessity for a more extensive system of relief has increased very greatly during the month under report. The police reported two deaths from starvation in the first week of November, one in the second week, one in the third, and one in the fourth. A large number of deaths have also been reported as due to sickness combined with privation.

In his report for the week ending the 21st November, the Deputy Commissioner, Mr. Blakesley, who has recently taken charge, writes:—"Only one death from actual starvation is reported, and some 20 from starvation and other causes, but I suspect that these figures are not very reliable (*i.e.*, are an under-estimate). There is the usual restless tendency to aimless wandering about, which I take to be a physical symptom produced by want, and which resists attempts at any control or restraint even when this is the only hope of saving life. Distress in a more or less acute form is prevalent everywhere, especially in the hilly tracts, *i.e.*, practically everywhere, except in the valley of the Sonar river. The number of beggars seems on the increase. Many petty malguzars and tenants are reduced to the condition of ordinary labourers. The recent rainfall has probably led to a small amount of grain-sowing, which may last for some 10 days, but will not be large enough to give substantial relief."

Seoni District.

Prices have risen a little, wheat being quoted at the end of November at 9¼ seers, and gram and common rice at 9 seers.

The number of persons in the Seoni poorhouse on the 28th of November was 81, and in the Lakhnadon poorhouse 36. The parts of the district chiefly affected by the failure of crops are the greater portion of the Lakhnadon Tahsil and the rice-growing tracts of Ugli and Barghat.

In this report for the week ending the 28th November the Deputy Commissioner writes (under date the 15th December) :—

"The only sign of increasing distress during the week was the occurrence of a case of grain-looting in the Ugli Taluka. . . . . Relief works will be started during the current week near Lakhnadon and in Ugli and Barghat. There are 455 people employed on ordinary works under the Public Works Department."

Mandla District.

Price at headquarters on the 28th November were: wheat 9½ seers, gram 10 seers, and common rice 9 seers.

The number of labourers employed on relief works, and the number fed gratuitously on those works is shown below :—

	Labourers.	Gratuitous.
7th November - - - - - -	3,473	60
21st „ - - - - - -	3,998	47
28th „ - - - - - -	4,276	77

About 100 persons are supported by the Church Mission at Mandla. The opening of Government poorhouses at Mandla and Dindori has been sanctioned.

In his report for the week ending the 28th November the Deputy Commissioner writes :—

"The scanty yield of the last harvest will soon be consumed, and people will then flock to the works. The figures show already an increased tendency. No report has reached me of any death due directly to starvation, though it is believed that some may have been accelerated by it."

General.

On the 20th November Mr. Blakesley assumed charge of the Damoh District from Mr. Clarke, a junior officer, who has been placed in temporary charge in succession to the late Mr. Burn. On the 25th November, Mr. Phillips took charge of the Saugor District on the retirement of Colonel Hogg. On the 27th November, Mr. Fox-Strangways assumed charge of the Seoni District from Mr. Williamson, who had held temporary charge since the 20th September.

Diary No. 380 F.

No. C.-100. Dated Seoni, January 15, 1897.

From H. H. PRIEST, Esq., I.C.S., CHIEF SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

I AM directed to submit, for the information of the Government of India, the monthly Famine Statements A. and B. prescribed by Section 16, IV.—VII. of the Central Provinces Famine Code for the districts of the Jubbulpore Division. Maps of each district, coloured to show the tracts most affected, are also submitted, together with a memorandum by the Commissioner of the Division summarising the main facts of the famine situation for each district.

2. I am to express regret that owing to these being the first set of monthly famine returns that have been submitted, the reports from the remaining district sof the Province have been delayed. They will, however, be forwarded as soon as they are received, and the Chief Commissioner trusts that the orders which have now been issued to Commissioners and Deputy-Commissoners on this subject will secure their punctual and complete submission in future.

3. I am to add that, as soon as Mr. Lyall receives all the district reports, he proposes to prepare, for the information of the Government of India, a full separate report for the whole Province dealing with the general situation as regards famine during the month of December; describing the various measures taken during that period towards the complete organisation of relief in affected tracts, and indicating, as far as is now possible, the probable future development of the famine situation in the Provinces generally.

MONTHLY FAMINE STATEMENT A. for the Period ending Saturday, 26th December 1896, for the Jubbulpore Division.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Number on Relief Works on last day of Month.					Number on Gratuitous Relief.	Price of one or more principal Food Grains in Seers per Rupee.			Monthly Death-rate.	Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Gram.	Common Rice.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Jubbulpore -	3,948	748	2,459	368	–	4,037	–	26,149	30,186	5,777	9¼	11	10½	–	*See* appended remarks.
Saugor - -	4,007	591	4,007	591	300	800	970	16,282	18,352	2,850	7	9¾	6	–	„
Damoh - -	2,831	325	2,000	200	–	1,322	–	4,240	5,562	1,457	8	11	8	–	„
												Jowar.			
Seoni - - -	3,198	370	1,766	200	–	–	–	6,107	6,107	480	10½	12	10¼	–	„
Mandla - -	5,056	339	5,056	339	–	–	–	9,509	9,509	204	9½	10½	9	–	„

F. C. ANDERSON,
Commissioner, Jubbulpore Division.

MONTHLY FAMINE STATEMENT B. for the Weeks ending Saturday, 26th December 1896, of the Jubbulpore Division.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number for whom Relief was provided for Three Months in last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme on date of Report.		Expenditure since 1st April 1896.			Advances since 1st April up to end of Month under		Revenue suspended.
		Date of last Programme.	On large Works (under Public Works Department).	Other Local Works.	On large Works.	Others.	Date up to which Account is made up.	Rupees omitting 000s. On Relief Works.	Rupees omitting 000s. On Gratuitous Relief.	Land Improvement Act. Rupees omitting 000s.	Agricultural Loans Act. Rupees omitting 000s.	Rupees omitting 000s.
1	2	3	4	5	6	7	8	9	10	11	12	13
Jubbulpore -	70,000	1 Dec. 1896	23,000	No formal programme yet sanctioned but numerous works arranged for and in progress.	23,000	15,000	26 Dec. 1896	22	19	4	74	100
Saugor - -	60,000	„	19,000		19,000	8,000	„ „	14	13	1	30	73
Damoh - -	35,000	„	19,000		19,000	5,000	19 Dec. 1896	3	8	—	94	137 (remitted).
Seoni - -	23,000	„	17,000		17,000	7,000	26 Dec. 1896	3½	½	4½	24	The suspension of a portion of the February kist 1897 has been sanctioned.
Mandla - -	30,000	„	17,000		17,000	4,000	23 Dec. 1896	17	1	—	13	—

F. C. ANDERSON,
Commissioner, Jubbulpore Division.

SUMMARY of the Remarks in the District Reports to accompany Monthly Famine Statement A. (Jubbulpore Division) for December 1896.

Private relief.

The private relief afforded has for the most part been of the usual kind, consisting of the distribution of doles by the charitable in the larger towns, There are some private poorhouses in the Division which are maintained from private funds, and a good deal has been done by the charitably disposed in the way of presenting blankets to the inmates of the public poorhouses. A public meeting at which the Chief Commissioner presided was held at Jubbulpore on the 11th December, to consider the question of organising a system of relief for respectable persons who are ashamed to make known their want or to avail themselves of the forms of public relief provided by Government. A committee of inquiry was appointed whose report had not been submitted before the close of the month.

Poorhouse relief.

The following is a statement of the poorhouse population at the end of the months of November and December respectively :—

Poorhouse.	28th November.	26th December.
Jubbulpore	1,472	1,853
Sehora	476	666
Marwara	456	524
Katangri	—	Not returned.
Private poorhouses	259	266
Total Jubbulpore District	2,663	3,309
Saugor	1,066	1,133
Khurai	194	342
Banda	—	102
Rehli	—	321
Total Saugor District	1,260	1,898
Damoh	394	426
Hatta	145	163
Patharia	—	153
Jabera	—	11
Total Damoh District	539	753
Seoni	81	191
Lakhwadon	36	73
Total Seoni District	117	264
Mandla	—	122
Dindori	—	47
Total Mandla District	—	169
Total for the Division	4,579	6,393

The above statement shows that two new poorhouses were opened in Saugor, two in Damoh, two in Mandla, and one in Jubbulpore during the month under report.

Gratuitous relief has also been afforded to the poverty-stricken and sick at various convenient centres where regular poorhouses have not been established. Wanderers are intercepted at these centres before they have gone far from their homes.

Village relief.

Village inspection in order to the preparation of the registers of poor on which the system of relieving the aged, the blind, cripples, &c., in their own homes is based was begun early in November, and this form of relief is being brought into operation throughout the Division with all possible dispatch.

General character of relief works.

Relief works managed by the Public Works Department on which a proper task is exacted will constitute the backbone of the system of public relief works. Stone-breaking on roads is the chief form of labour employed. The numbers employed on works of this class and on various local works on the 26th December in each district were as follows :—

(*a*) About 10,000 on Public Works Department works and the rest on local works	Jubbulpore	30,186(*a*)
(*b*) On Public Works Department works only	Saugor	18,352(*b*)
(*c*) 1,530 on Public Works Department works	Damoh	5,562(*c*)
(*d*) 4,667 on Public Works Department works	Seoni	6,107(*d*)
(*e*) Detail not reported	Mandla	9,509(*e*)

For those who are unfit for immediate employment on hard labour, such as stone-breaking, light labour (chiefly tank digging) has been provided at the relief centres referred to in a preceding paragraph. As they become fit for regular task work, these persons will be drafted on to the Public Works Department relief works. Such persons are included in the totals given above.

Physical condition of the people.

The distress has developed very rapidly in all the affected tracts, and very plain indications of its acuteness amongst the poorest classes are seen among those who receive gratuitous relief in the poor-houses and at the various relief centres. Many of these, especially in the Jubbulpore and Damoh districts, are immigrants from the Native States on the north. Distress, more or less acute, is also widely prevalent among the labouring classes generally, and the demand for work is great. The Deputy Commissioner of Saugor reports, however, that those on relief works though somewhat reduced are still in fairly good condition, and that emaciation is only visible among the inmates of poor-houses and wandering beggars. It seems from the report of the Deputy Commissioner of Damoh that emaciation is more common in the population of his district. This indeed appears to be the district in which distress is greatest. Parts of Mandla appear to have suffered similarly. Mr. Maw, Assistant Commissioner, who has been employed on famine inspection duty in the Jubbulpore district, writes :—

"It is surprising, considering the number of relief workers, that their condition should be so good. As a rule the relief workers do not show any outward signs of unusual poverty, except in the scantiness of their attire."

Mortality, deaths from starvation, &c.

In Seoni the majority of relief workers appear to be in fair condition.

There is less distress in Seoni than elsewhere. The death-rate per mile for the month of November in each district is as follows :—

Jubbulpore	5·4	Exclusive of Towns.
	8·6	Ditto.
Saugor	6·3	
Damoh	7·8	
Seoni	4·2	
Mandla	3·52	

The death-rate figures for December are not yet forthcoming. The reports from the several districts as to the number of deaths in December due to starvation or accelerated by privation differ very widely and are neither satisfactory nor reliable. Village Kotwars are the reporting agency in the rural tracts; we cannot expect accuracy from totally uneducated men of this class, and it is difficult for the police to verify the cause of death long after its occurrence. In Jubbulpore 632 deaths are reported to have been due to starvation or to have been accelerated by privation; this figure includes deaths among the inmates of poor-houses. In Seoni the number of such deaths is reported to have been 97, including those of starving wanderers brought to relief centres whose lives could not be saved. I quote the following passage from a recent diary of the Deputy Commissioner of Seoni :—

"Five or six deaths from starvation have been reported recently from the Kahani outpost. I enquired into one on my way, and found it should not have been so classed. The others were all wandering pardesis (foreigners) found dead in remote parts."

This affords some evidence of the fulness, if not of the accuracy, of the reporting in this district. The number reported from Damoh is 83, but the Deputy Commissioner thinks this an under-estimate. The number reported from Saugor (from starvation only) is six. The number reported from Mandla is 15. Apart from cases of actual starvation, which,

I believe, occur chiefly among unknown wanderers exhausted by long journeying, there can be little doubt that insufficiency of food, or of proper food for more or less prolonged periods, and exposure to cold, have produced much sickness and resulting mortality in the months of November and December.

These appear to be generally sufficient for present requirements, and no complaint of difficulty in regard to the supply of grain at the relief works has been reported. Food stocks.

The following statement of retail prices of the chief staples, at the head-quarters of each district at the end of the months of November and December, respectively, shows that they have remained fairly constant :—

District.	Wheat.		Gram.		Common Rice.	
	November.	December.	November.	December.	November.	December.
Jubbulpore - -	8¾	9¼	10½	11	9	10½
Saugor - - -	7¾	7	10	9¾	6	6
Damoh - - -	7½	8	10½	11	8	8
Seoni - - -	9¼	10½	9	12*	9	10¼
Mandla - - -	9½	9½	10	10½	9	9

* Price of Jowar.

In Jubbulpore the chief import is of rice from Chhattisgarh, and there are some exports from Jubbulpore into Damoh, but there are no reliable statistics regarding the imports into the latter district. The exports of grain from Saugor (chiefly to Hoshangabad, Jhansi, Agra Fort, Dholpur, and Achnera) have exceeded the imports into that district. There is, practically, no importation of grain into Seoni, and the importation into Mandla is not on any extensive scale. Importation of grain.

The general failure of the last kharif harvest following on previous bad years is the cause of the wide-spread distress now prevailing. Unfortunately the normal rabi area has been very greatly curtailed owing to the early cessation of the rains, and the consequent stoppage of sowings. The harvest will be a small one so far as area is concerned, and possible earnings in the shape of harvest wages will be correspondingly small. The prospects of the crop on the ground have been improved by the rain at the end of December. Local hailstorms have done damage in some places. It is anticipated that numbers on relief works will go on increasing until the rabi harvesting begins, when there will be a temporary reduction, to be followed later on by a large increase of applicants for work. General condition and prospects of affected areas.

Relief wages are based, for the most part, on a rate of 10 seers of grain per rupee, and there are no changes to record. Changes in the rates of wages.

Work on the Saugor-Kutni Railway extension was giving employment at the close of December to 6,470 persons in Jubbulpore, 7,487 in Damoh, and 6,771 in Saugor. General.

F. C. Anderson, Commissioner.

No. 34-C. Dated Camp, October 31, 1896.

From L. K. LAURIE, Esq., I.C.S., Commissioner, Nerbudda Division, to the REVENUE SECRETARY to the CHIEF COMMISSIONER, Central Provinces.

Sir,

With reference to your letters No. C-379, dated the 1st instant, and C-449, dated the 22nd instant, I have the honour to submit the following report on the agricultural prospects of the Hoshangabad District, and the measures for relief which it will be advisable to take.

2. In the Harda Tahsil, with the exception of the Charwa Pargana, and in the Seoni Tahsil, the prospects of the rabi crops are at present fair. The ground still contains a certain amount of moisture. Of the kharif crops, kodo and kutki are an absolute failure, and it is doubtful whether juari will yield more than from 4 annas to 6 annas. The

early tilli will do very well, but the late sown tilli is not progressing favourably. The present prospects of all the crops in this portion of the district are not at present wholly unpromising, but as three-fourths of the cultivated area, approximately, will be under rabi crop, it is too early to give a very definite opinion.

In the Sohagpur Tahsil and the Hoshangabad Tahsil the prospects are more unfavourable. The proportionate area under kharif crops is larger than in the western half of the district. Kodo and kutki, late sown rice and late sown tilli, are all failures. The wheat that has been sown has germinated, but has withered in many places, and the prospects of the gram crop are doubtful.

3. There will, therefore, I fear, be a serious failure of crops in all that portion of the district which lies east of the Hoshangabad-Betul Road; and as the people, who occupy this tract, have already been much impoverished by three very bad harvests, it will be necessary to provide them with assistance in the form of relief works. As, moreover, the exports of grain to other parts of India have been heavy and are continuing, it is possible that high prices may to some extent cause distress among the labouring classes of the Harda and Seoni tahsils also.

4. Effect is being given to the orders, contained in paragraph 2 of your letter No. C-379, dated the 1st instant, with regard to the making of crop experiments, but the results have not yet been communicated to me. The above report has been based on the best general information procurable.

5. The measures of relief which I propose are the following:—

(1) The completion of the road schemes of the Sohagpur and Hoshangabad tahsils (with a few omissions) as shown in Schedule A appended to this letter.

(2) The raising to Class I of the Harda-Handia Road (*vide* Schedule A).

(3) The stacking of supplies of metal for road repairs on the Pipariya-Pachmarhi and Itarsi-Betul roads (*vide* Schedule A).

(4) Procuring, through the orders of the Government of India, work on that portion of the Indian Midland Railway which lies between Hoshangabad Station and the Nerbudda. The line here follows a dangerous curve which is* to be straightened by erecting a new bank 1½ miles long and 25 feet high, a work which would provide employment for about 1,000 men for three months.

(5) Digging of fields in Court of Wards estates for the eradication of kans grass.

(6) The opening of poorhouses at Hoshangabad and Sohagpur.

The embanking of fields is considered by all the cultivating classes of this district as useless, and I am inclined to accept their opinion. In most portions of the district kutcha wells are also impracticable, owing to the depth to which they would have to be carried. Tanks could only be constructed in a very few places.

6. The only minor works under district agency which I propose to undertake are test works. One of these has already been opened in the Sohagpur Tahsil. I am of opinion that the construction of Class III. roads is not a public work of lasting utility, and I believe that I have the support of the chief engineer in adopting this view. Moreover Class III. roads do not afford sufficient scope for the employment of large numbers of unskilled labourers being unembanked (or only partially embanked) and unmetalled. I propose to undertake no road work which does not involve the construction of a Class II. or Class I. road, or the raising of a road of lower class to either of these classes. Each work undertaken will thus employ more labourers and will employ them for a longer time, as after the embanking comes the metalling. It may be argued that roads of Classes I. and II. involve a considerable expenditure on causeways and culverts; but the answer to this is that, owing to the rise of prices, skilled labourers, such as masons, will be in straitened circumstances, and will be willing to work at low wages in order to secure employment.

7. I do not propose any outlay at present on children's kitchens. For gratuitous relief outside poorhouses, it will suffice for the present to provide a sum of Rs. 1,000. For "miscellaneous" a sum of Rs. 1,000 may also be allotted.

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* Under proposals recently submitted to Government by the Railway Company.

8. I turn now to the important question of the number of persons for whom employment may have to be found upon relief works, and the estimated cost of their maintenance. Famine Statement C shows that the maximum number of persons likely to require relief in a serious famine in the Hoshangabad District is 25,000. If we take half of this or, say, 13,000 as representing the population needing relief in the Hoshangabad and Sohagpur tahsils (*i.e.*, the area where distress is apprehended) and add 4,000 for the, comparatively, small section of the population of the other two tahsils who may require assistance, we have a total of 17,000. In addition to this total, however, there will probably be a certain number of outsiders—wanderers from Narsinghpur, Jubbulpore, Saugor and Bhopal. I would therefore take 20,000 as the maximum number likely to require relief.

Assuming the price of grain to be 9 seers for the rupee, and taking 2 annas as the rate of wage on the average,* we get an expenditure of 2,500 of rupees a day, exclusive of charges for establishment, or 75,000 rupees per mensem.

I do not, however, suppose that this total will be worked up to at an early date. The maximum will probably not be reached till April or May. I consider that it is reasonable to assume that the total number of persons employed on relief works will not rise in a more rapidly ascending scale than that shown below :—

	Persons.
December - - - - - - -	5,000
January - - - - - - - -	6,000
February - - - - - - -	12,000†
March - - - - - - - -	15,000‡
April - - - - - - - -	20,000

I do not anticipate that the need for relief works will cease till the end of August, when the makka crop and early kutki will be reaped. We have, therefore, to provide funds for four months at an average of 35,550 rupees a month (= 1,42,200 rupees) and for five months at 75,000 rupees a month (= 3,75,000 rupees), or a total of 5,17,200 rupees—of this sum 1,42,000 rupees will be required in the current financial year.

In the scheme of works appended to this letter (Appendix A) provision has been made for a possible expenditure of 5½ lakhs in the course of 9 months, beginning in December next. It is well, I think, to provide for works in excess of the estimated outlay against the contingency of that estimate being below the work.

9. The Deputy Commissioner estimates that poor-house relief will be required during the remainder of the current financial year for 200 persons at Hoshangabad and 500 at Sohagpur.§ The approximate cost of feeding a pauper in the poor-house is 0-1-6 rupee per day. The total cost for food per diem will thus be 65-10-0 rupees, or say, 65 rupees. The cost per month will be 1,950 rupees, or 8,775 rupees for the four-and-a-half months, commencing on the 15th proximo. To this must be added cost of establishment, as shown in Appendix B to this letter, amounting to 137 rupees per mensem. For four-and-a-half months the cost will be 616-8-0 rupees. Adding 300 rupees for buildings and contingencies, the expenditure on poor-house relief up to the end of the financial year may be taken at 9,700 rupees in round numbers.

I may remark that it is not possible at this stage to estimate what number of persons the poor-houses will have to accommodate after the close of the current financial year. We shall be in a better position to give an opinion on this point in March next.

10. To sum up, the total amount that may be expected to be required for famine relief during the current year is as under.

	Rupees.
1. Relief works - - - - -	1,42,000
2. Poor-houses - - - - -	9,700
3. Gratuitous relief outside poor-houses -	1,000
4. Miscellaneous - - - - -	1,000
	1,53,700

* Experience shows that in these provinces more women come to relief works than men.
† Large increase owing to kharif crops becoming exhausted.
‡ Slight increase owing to harvesting of rabi crops in Harda and Seoni.
§ His estimate is based on a rough census made by the police.

11. A careful examination of the District Council budget has shown that after providing for establishment charges, Schools, Pounds, and only such urgent works as have already been given out on contract, there will be a sum of 22,000 rupees available to meet a portion of the above expenditure. From subscriptions by private persons towards poor-houses the Deputy Commissioner hopes to obtain 6,000 rupees. It is possible that some of the Court of Wards' estates which have balances in hand, and are not crippled by the difficulty of collecting rents this year, may be able to subscribe to the same object: and I, therefore, put subscription down at 10,000 rupees. Deducting 32,000 rupees from the total given in paragraph 10 above, the balance to be provided by Government for famine expenditure in the Hoshangabad District during the current year is 1,21,700 rupees, or say, 1¼ lakhs in round figures.

I have, &c.

L. K. LAURIE, Commissioner.

APPENDIX A.—(To Letter, No. 34-C., dated October 31, 1896, to the Secretary to the Chief Commissioner, Revenue Department, Central Provinces.)

SCHEME OF RELIEF-WORKS—DISTRICT HOSHANGABAD.

Order.	Name of Road.	Length in miles.	Details of Work.	Rate per Mile.	Total.	Total of each road.	Equivalent Number of Coolies at 2 annas per day.	Number of People for Nine Months.	Amount required in 1896-97.	Remarks.
1	2	3	4	5	6	7	8	9	10	11
				Rs.	Rs.	Rs.	Rs.		Rs.	
1	Piparia-Sandia Road, 2nd Section.	10	Construction - -	1,350	13,500	—	—	—	—	As III-B.
	Piparia-Sandia Road, 1st and 2nd Section.	15	Muramming - -	1,500	22,500	36,000	2,88,000	1,066	—	Raising to II.
1 (*a*)	Piparia-Sobhapur Road, 1st mile.	1	Making up and muramming.	1,650	—	1,650	13,200	49	—	
2	Semri-Barkatch - -	9	Repairing flood damage	—	2,000	—	—	—	—	
			Raising III-A to II -	3,100	27,900	29,900	2,39,200	886	—	Class III-A to II.
3	Sobhapur Batgaon - -	5	- Ditto - -	3,100	15,500	15,500	1,24,000	459	—	- Ditto.
4	Old Bombay Road Narsinghpur border to Seoni	100	Filling up hollows -	—	2,000	—	—	—	—	Repairing.
			Raising 2-ft. bank -	800	80,000	—	—	—	—	Raising to III-B.
			Metalling - - -	2,000	2,00,000	282,000	22,56,000	8,355	—	Class I.
5	Babai-Bagra - - -	5	Raising III-A to II -	3,100	15,500	15,500	1,24,000	459	—	Class III-A to II.
6	Harda-Handia Road -	13¾	Metalling 6 inches -	3,000	39,750	39,750	3,18,000	1,178	—	Class II to I.
7	Tigaria-Dolaria - -	7	Raising III-A to I -	4,000	28,000	—	—	—	—	Class III-A to I.
	(Doolaria-Semri already made as Class I.)									
8	Semri-Umani - - -	5	Constructing as Class II	3,900	19,500	47,500	3,80,000	1,407	—	Class II.
	Seoni-Lokartalai - -	7	- Ditto III-B	2,428	17,000	—	—	—	—	As Class III-B.
			Muramming - -	1,000	7,000	—	—	—	—	Raising to II.
9	Lokartali-Dekhua - -	8	Constructing as Class II	3,500	28,000	52,000	4,16,000	1,541	—	Class III-A to II.
	Sohagpur *via* Khurpapur to the Denwa.	14	- Ditto III-B	1,800	25,200	—	—	—	—	As III-B.
			Muramming - -	1,000	14,100	39,200	3,13,600	1,162	—	III-B to II.
10	Collecting metal on the Piparia-Pachmarhi - Itarsi-Dhar Roads -	—	Estimates not yet ready.	—	—	—	—	—	—	NOTE.—As this total of persons is not to be provided for during the whole period of nine months, a smaller number can be employed at first, and a proportionately larger number later on.
			Total - -	—	—	5,59,000	—	16,562	—	

The estimate is that at first the number of persons requiring employment will not exceed one-quarter of the maximum (Rs. 20,000). During December and January the following works should be undertaken :—

(1) Collection of muram for 1st and 2nd Sections of Piparia-Sandia Road.
(2) Piparia-Sobhapur Road (making and metalling).
(3) Collection of metal for Tigaria-Dolaria Road.
(4) Ditto Harda-Handia Road.

Allotments to be made on the basis that Rs. 1,42,000 is available for expenditure up to 31st March, more work to be undertaken, if required, within this limit of allotment.

No. 35 C. Dated Camp, October 31, 1896.

From L. K. LAURIE, Esq., I.C.S., COMMISSIONER, NERBUDDA DIVISION, to the SECRETARY TO THE CHIEF COMMISSIONER, REVENUE DEPARTMENT, CENTRAL PROVINCES.

SIR,

IN continuation of my letter No. 34 C. of to-day's date, on the subject of the agricultural prospects of, and the measures of relief to be adopted in, the Hoshangabad district, I have now the honour to submit a similar report on the Betul district.

2. The following estimate of the Kharif crops of the Betul district has been furnished by the Assistant Settlement Officer:—

Crop.	Harvest.		Proportion of Area early sown to Total Area sown.
	Early sown.	Late sown.	
	Annas.	Annas.	
Kodo	8	3	Five-eighths.
Rice	10	6	One-eighth.
Juari	8	6	Five-eighths.
Jogni	4	2	Three-eighths.
Kutki	16	2	One-eighth.
Tilli	8	6	One-half.
Sugar-cane	12	–	All sown at one time.
Urad and mung	12	–	
Inferior crops, viz., Sawa, Madji, Rola and Kangni	12	–	

This estimate, the Deputy Commissioner reports, is more favourable than that obtained from other sources, though it is borne out to a certain extent by crop experiments conducted up to the date. I forward herewith, in original, a statement* submitted by the Deputy Commissioner, which gives the result of crop experiments so far as they have gone. As juari is not yet ripe, experiments have still to be made in respect to its yield. The Deputy Commissioner's opinion is that juari on highlying and stony land is already dead, while that on low and comparatively moist land will produce an outturn of from 4 to 8 annas. This being so, the only crops that can be considered to have practically *failed* are the late-sown kodo, kutki, and jagni. In the case of kutki and jagni alone does the late-sown area form a considerable proportion of the total area sown. The estimate of the rabi area sown (as compared with the area usually devoted to rabi) is given as 11 annas by the Assistant Settlement Officer. The Deputy Commissioner prefers to take 10 annas. It is considered that if there be no more rain, the rabi crop on this area will be 7 or 8 annas. The rabi forms the chief harvest of the level portions of the district while in the hilly tracts kharif crops are almost exclusively raised.

3. The conclusion I arrived at is that such distress as may ensue in the Betul district will be practically confined to the upland tracts. This district has hitherto been free from scarcity, and the distress will not be such as if it followed on consecutive years of bad harvests. "If a line be taken from Bordai through Amla, Badnur and Bhainsdehi," writes the Deputy Commissioner, "then the country lying to the north side of this, with the exception of the flat portion round Chicholi, may be taken as the area of greatest distress. To this may be added that part which would be cut off to the south by another line taken from Bhainsdehi to Dabka." The population of this area is nearly 70,000, or about one-fifth of the total population of the district. The inhabitants are chiefly aboriginals, such as Gonds and Korkus, who are constitutionally averse to regular labour. If the Government forests are thrown open, and there is a good mohwa crop, the majority of them will be able to eke out a subsistence on mohwa and other jungle products.

* Appendix B.

4. Famine Statement C shows that in the event of serious famine in the district at large it would be necessary to provide work for 19,000 people. Under the circumstances now existing, it seems improbable that work will have to be provided within the current year for more than 4,000 persons. The Deputy Commissioner reports that it is the opinion of the officers and intelligent malguzars whom he has consulted that between 4,000 and 5,000 is the maximum number to be provided for. Seeing that the makka and bhadeli kutki crops were quite successful (though the area sown with them is not large) it is improbable then any want of food will be felt before the 1st of December. We have therefore to provide work for 4,000 persons for nine months. I took the price of grain at 9 seers the rupee for the Hoshangabad district. In the Betul district prices will probably rule lower and 11 seers may be taken.* At this rate the average wage may be stated at 1 anna 9 pies per head. The cost of maintaining 4,000 labourers for four months (from 1st December to 31st March) will therefore be about 52,000 rupees in round figures. But it is unlikely that so many as 4,000 persons will come upon the works at the beginning of December. The scale will probably be somewhat as under:—

	Persons.
December - - - - - -	1,000
January - - - - - -	2,000
February - - - - - -	4,000
March - - - - - -	4,000

So that not more than 40,000 rupees will, on this estimate, be required for relief-works during the current year.

Assuming that the number on relief-works from the beginning of April to the end of August 1897 is 5,000, then an expenditure of 82,000 rupees will be incurred, in addition to the above, forming a total for nine months of 1,22,000 rupees. In Appendix A to this letter are given the major works on which labour can be profitably employed. The Badnur-Ellichpur Road is the one most required for the needs of the district, and it has been surveyed. Next in importance to it is the Badnur-Harda Road. This also has been surveyed, and it goes through the centre of the affected portion. These two roads would provide ample work for persons estimated to need relief; but to complete them would involve an expenditure largely in excess of that proposed above. It will be necessary therefore to confine work to certain sections of these roads. I recommend, for the reasons given in my letter on the Hoshangabad district, that the selected sections be constructed as Class II. roads or Class I. roads (according as metal or only muram is procurable).

5. As to minor works, my proposal is that, as in the Hoshangabad instance, these should take the form of test works, to be carried out by the District Council. The District Council after re-casting its budget can only provide 5,000 rupees for expenditure on relief works. I intend that 3,700 rupees of this sum shall be applied to test works marginally noted,† which have been selected by the District Council, and that after deducting 100 rupees for tools and plant, the balance of 1,200 rupees may be applied to poor-house expenditure.

6. As to poor-houses, it should suffice to open one at Badnur. It seems unlikely that more than 200 persons will be accommodated in it during the current year. The cost of their maintenance for three months (January to March) would be approximately 1,700 rupees. To this must be added cost of establishment on the Hoshangabad scale‡ and about 300 rupees for cost of construction: total, 500 rupees in round figures.

7. I do not propose any children's kitchens, or gratuitous out-door relief at present. Miscellaneous charges may be set down at 200 rupees.

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* At present juari sells at 14 seers to the rupee

† *Road Work.*—Badnur-Ranipur, 9 miles, Rs. 900; Shahpur-Ranipur, 24 miles, Rs. 1,200; Chicholi to Nimpani, 15 miles, Rs. 750; Multai to Bordai, 17 miles, Rs. 850—Total, Rs. 3,700.

‡ Rs. 68. 8. a month=Rs. 205. 8. for three months.

8. Thus the total expenditure during the current financial year may be estimated as under:—

	Rs.
Relief works - - - - - - - -	40,000
Poor-house - - - - - - -	2,200
Miscellaneous - - - - - - -	300
Total - - -	Rs. 42,500

Towards this amount, the Deputy Commissioner estimates that he can raise about 3,000 rupees from private charity and contributions from Court of Wards' estates (to be devoted to poor-house relief). The balance to be provided by Government is therefore 40,000 rupees only.

I have, &c.
L. K. LAURIE, Commissioner.

APPENDIX A.

RELIEF WORKS.—DISTRICT BETUL.

Name of Road.	Length in Miles.	Work to be done.	Rate per Mile.	Total Cost.	Portion to be undertaken in current Year.
			Rs.	Rs.	
1. Badnur to Harda *viâ* Chicholi.	48	Raising from village track to Class II. and muramming as Class II.	3,000	1,44,000	
2. Badnur-Ellichpur -	48	Do. do.	3,000	1,44,000	A section of 10 or 12 miles.
3. Collecting a full year's supply of metal for the Betul-Dhar Road.	- -	Estimates forthcoming shortly		- -	Up to value of Rs. 10,000.

The Executive Engineer estimates that each of works Nos. 1 and 2 will employ 4,800 coolies for eight months, at a wage of 2 annas a day. I have proposed a lower wage, so that more than this total could be employed for the sum estimated as the total cost. It will not be possible to complete both (or either) of these roads with the labour and funds estimated for (4,000 labourers and 1,22,000 rupees) but sections of both could be completed.

In accordance with Public Works Department, Circular No. 270–6673, dated the 24th instant, I propose starting with: (*a*) collection of metal on the Betul-Dhar Road, as a test on the demand for relief in the northern distressed area, commencing at Dhar; and (*b*) collection of muram and embanking of a section of ten or twelve miles, starting from Betul, of the Badnur-Ellichpur Road. Expenditure during the remainder of financial year to be calculated on the basis of 40,000 rupees being available for the two works.

L. K. LAURIE, Commissioner

No. 36. C. Dated Camp, October 31, 1896.

From L. K. LAURIE, Esq., I.C.S., Commissioner, Nerbudda Division, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces.

Sir,

In continuation of my letter No. 34-C. of this day's date, I have the honour to report as follows on the agricultural prospects, &c., of the Chhindwara district.

2. In this district there is a great difference between the state of affairs in the Sausar tahsil and that which prevails in the Chhindwara tahsil. In the Sausar tahsil a few showers fell in September which improved prospects there greatly. The proportion of the kharif to the rabi cropped area in the Sausar tahsil is roughly 4 to 1, and three-quarters of the cropped area is under *juari*, *tur* and cotton. The Deputy Commissioner estimates the juari crop in the Sausar tahsil at 10 annas. Tur is reported to be better than juari. The cotton crop will be a fair one. Add to this the fact that the tahsil has been fortunate in its crops for some years past, and it will be seen that there is no reason for considering the general outlook in the Sausar tahsil to be unfavourable. Some scarcity will be felt in the jungly tracts of Ambasa and Khamarpani, where kodo and kutki are the crops that are sown: but these tracts are scantily populated. The cutting and watching of *juari* and *tur* and the picking of cotton will provide employment. In the spring the Government forest can, if necessary, be thrown open for the collection of mohwa and chirongi. A sum of Rs. 3,000 will be spent during the hot weather and rains on the repair of the Nagpur-Betul road which passes through the lower corner of the tahsil. No special measure of relief beyond the opening of the forest will, so far as at present appears, be required, therefore, for the people of the Sausar tahsil.

3. The cropped area of the Chhindwara tahsil is sown in ordinary years with kharif and rabi in the proportion of 2 to 3: but this year, owing to the small out-turn of the last wheat crop, and the consequent dearness of seed-grain, juari has been sown very largely, and the kharif and rabi areas are very nearly equal. The proportion in which the various kharif crops have been sown and the estimated out-turn for each are given below:—

Crop.	Proportion to the Total Khariff Area.	Estimated Out-turn.
	Per Cent.	
Juari - - -	25	6 annas.
Jagni - - -	25	2 „
Kodo - - -	16	Nil.
Bhadeli kutki -	8	8 to 10 annas.
Katiki - - -	6	Nil.
Makka - - -	5	6 annas.
Rice - - -	3	2 to 4 annas.
Tilli - - -	3	6 annas.
Other crops - -	9	*Urad* and *mung* 2 annas. *Sama* 8 annas (but little was sown).

In the Chowrai and Linga Revenue Circles, in half the Umreth and one-third of the Amarwara Revenue Circles, the proportion of the normal rabi area that has been sown is from one-half to three-quarters. The seed has germinated, but some of the young plants have already withered.

In the remaining two-thirds of the Amarwara Circle and half the Umreth Circle, the proportion sown is from one-quarter to one-half. Only half the seed sown appears to have germinated.

The above particulars indicate that while, owing to the early kutki crop having been a fair one, and to makka and sama having yielded an appreciable out-turn there should be no widespread distress at present; there is a probability that there will shortly be

considerable distress in the Chhindwara tahsil on account of the shortness of the kharif crop, and of the small area sown, or successfully sown, with rabi. The harvesting of juari and tilli will furnish some employment this cold weather, but the labouring classes are already beginning to feel the pinch of hard times, and will feel it still more acutely in the spring. Except in a restricted area, the crops in the Chhindwara district have of late years been favourable, and there is no reason to suppose that the cultivators will, as a body, be in want of food. The distress in this tahsil will not be due so much to the scarcity of food-grain as to the fact that the wage-earning classes, and some of the poorer or less provident cultivators, will be without the means to purchase it.

4. Information received from the Eastern Jaghirs, viz., Harrai, Gorpani, Sonpur and Bhattiagarh, indicate that the crops have failed here in a worse degree than in the Chhindwara tahsil. The crops most widely sown were kodo, late kutki and jangi, and these have entirely failed. The other Jaghirs, viz., Pagara, Pachmarhi, Gorakghat, Almod and Bhardagarh, are better off. Jagni has done well in places, and, till lately, dew has fallen. There is distress, however, in the part of the Pagara Jaghir below the ghâts which borders on the Hoshangabad and Narsinghpur districts.

5. The area in which distress will shortly have to be dealt with is, therefore, roughly speaking, the Chhindwara tahsil and the Jaghirs to the north of it. According to Famine Statement C. the number of persons for whom employment on relief works is to be found in the event of serious famine in the district, generally, is 18,000. The population of the Sausar tahsil is less than one-third of the total population of the district, and the Deputy Commissioner considers that the total number of persons for whom work will have to be found is 10,000. I think that this estimate is a fair one, especially when it is considered that some of the population of the Jaghirs will find subsistence in the forests, and that the district, as a whole, has not suffered much from bad crops of late years. In framing the following estimate of the numbers that may be expected to come on the works in each month of the current year, I take account of the fact that, owing to the failure of the kodo and late kutki crops, distress is more immediately imminent in the affected area than in the Narsinghpur district (where the total number to be relieved has been set down at the same figure).

	Number of Labourers.	Cost.
		Rs.
December - - - - -	4,000	13.140
January - - - - -	6,000	19,710
February - - - -	8,000	26,280
March - - - - -	10,000	32,850
		Total Cost - Rs. 91,980

Prices in this district being lower than in the Narsinghpur, I have adopted Rs. 0. 1. 9. as the average wage. If work is started in the middle of next month the total cost up to the end of March may be taken at Rs. 95,000. If relief is prolonged to the end of August, there will be a further outlay of Rs. 1,65,000 (in round numbers), so that a total expenditure of nearly 2¾ lakhs must be provided for in the scheme of works.

6. In the Appendix to this letter will be found the scheme of works proposed. The Chhindwara-Narsinghpur-road, the construction of which is much called for in the general interests of the district, passes right through the affected tract in one direction; and the Chhindwara-Multai-road traverses it in the other. The plans and estimates of the latter and those for the first 31 miles of the former are ready, and both roads should, in my opinion, be constructed as Class II. or Class I. throughout.

7. Work should be started on the Narsinghpur-Chhindwara-road at once. As a second test work, the construction by the Court of Wards of the tank (already sanctioned) at Pagara should be conducted on relief principles. If people are found to come in to these works in any numbers, the metalling of the Singanama-Belgaon-road should be commenced.

8. The minor works which the Deputy Commissioner suggests consist of (*a*) field embankments in the Amarwara Revenue Circle, where the suitability of such embankments has been acknowledged by the people, and (*b*) a tank at Ranikhera, half way on the road between Matkuli and Delakhari. For 20 miles there is no water on this length and considerable inconvenience is caused to traffic. The work of field embankment will be most suitably undertaken in the hot weather. The Ranikhera tank is estimated to cost Rs. 5,000, and will employ about 250 persons.

9. Poor-houses may be established at Chhindwara and Amarwara. One of the missionaries at Amarwara is a physician, and already gives help to starving people. The Deputy Commissioner has given no estimate of the number of inmates. He states that for the time being beggars are finding support in private charity. I, therefore, take the same figures as I have adopted for the Betul district, and set down the number of persons to be provided for in poor-houses up to the end of March as Rs. 200, at a cost of Rs. 2,200.

10. There appears to be no need for children's kitchens; and I do not consider that gratuitous out-door relief will be required during the current year. For "Miscellaneous" expenditure I provide Rs. 300.

11. The total expenditure to be incurred during the current year, therefore, stands as under:—

	Rs.
Relief works - - - - - - -	95,000
Poor-houses - - - - - - -	2,200
Miscellaneous - - - - - - -	300
Total - - -	97,500

Towards this sum the District Council have appropriated Rs. 9,000. The sum obtainable from private subscriptions to poor houses may be set down at Rs. 1,000, and the Pagara Court of Wards will contribute Rs. 7,000 as the cost of the Pagara tank. The sum to be provided by Government may be set down at Rs. 90,000 therefore.

I have, &c.,

L. K. LAURIE, Commissioner.

APPENDIX A.

(To letter No. 36-C, dated October 31, 1896, to the Secretary to the Chief Commissioner, Revenue Department.)

Scheme of Relief Works—District Chhindwara.

Order.	Name of Road or Work.	Length in Miles.	Detail of Work.	Rate per Mile.	Total.	Total each Road.	Number of People per day for Eight Months.	Remarks.
1.	2.	3.	4.	5.	6.	7.	8.	9.
1	Narsinghpur-Chhindwara Road from (Section A) Border to Khodari.	6	Construction and muraming.	4,000	24,000	—	—	
-	(Section B) Khodari to Harrai.	12	Construction and muraming.	4,000	48,000	—	—	As Class II. Road.
-	(Section C) Harrai to Khapa.	16	Construction and muraming.	3,500	56,000	1,28,000	4,266	
2	Narsinghpur Chhindwara Road Border to Khapa.	34	Metalling, average 6-ins.	2,000	68,000	68,000	2,266	Raising to Class I.
3	Singanama-Belgaon Road	46	Metalling - -	2,000	92,000	92,000	3,066	Raising to Class I.
	Total - - -	—	—	—	—	2,88,000	9,598	

Work to be started on collection of metal for the Singanama-Belgaon Road and on construction of Section C. of Narsinghpur-Chhindwara Road (Harrai to Khapa).

L. K. LAURIE, Commissioner.

No. 37 C. Dated Camp, October 31, 1896.

From L. K. LAURIE, Esq., I.C.S., COMMISSIONER, NERBUDDA DIVISION, to the SECOND SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES.

SIR,

IN continuation of my letter No. 34 C, of this day's date, I have the honour to report on the agricultural prospects, &c., of the Narsinghpur district.

2. The following is the estimate of the outturn of the kharif crops in this district. It is subject to revision on receipt of the detailed statement of the results of crop experiments ordered.

	Annas.
Rice	6
Juari	6
Kodo	6
Cotton	10
Til (early)	9
Til (late)	4
Kutki	Nil.

It is estimated that the area sown with rabi crops will not exceed 45 per cent. of the normal area.

3. The shortness of the kharif crops has affected all parts of the district more or less, but it has most seriously affected the hilly tracts along the southern and northern borders of the district. The inhabitants of these tracts are never far removed from poverty, and depend almost entirely on the kharif harvest for their subsistence. Generally it may be said that the rich embanked land, in which rabi crops have been chiefly sown, are to be found only in a belt of country about 12 miles broad, running right through the centre of the district from east to west, with the railway line intersecting it. If the rabi crop is a fairly good one, the distress within this belt of well-cultivated country will be nominal only. For the purpose of the present letter, which is concerned with the probable expenditure on relief-works during the current financial year, it may be taken that the distress to be dealt with is confined to the hilly tracts on the northern and southern borders.

4. Famine Statement C shows that in the event of serious famine in the district at large it would be necessary to provide work for about 30,000 persons. The population of the area in which there is likely to be distress during the current year is about one-third of the total population of the district. It is probable, therefore, that work will, by the close of the year, have to be found for about 10,000 persons. It is unlikely that this total will be reached otherwise than gradually; and though it is impossible to make a precise forecast, I think it probable that the maximum will be arrived at by a gradation such as that shown below :—

	Persons.
December	2,000
January	4,000
February	8,000
March	10,000

Many of the inhabitants of the affected area are Gonds, who do not readily betake themselves to work on roads. They will find what subsistence they can in the jungles, and will only come to labour in the last resort. There is not much in the way of food to be found in the jungles at present, but there are jungle products (such as grass, leaves, dry-wood and harra) to be collected and brought for sale. I am of opinion that it will

not be till January and February that the stress of want will drive these people to our relief-works. Taking the same average rate of wage as I adopted for Hoshangabad—2 annas a day—the cost will be—

	Rs.
December - - - - - - - -	7,500
January - - - - - - - -	15,000
February - - - - - - - -	30,000
March - - - - - - - -	37,500
Total - - - - -	90,000

In order to provide for outsiders—wanderers from Bhopal, Saugor and elsewhere—I would put the figure at one lakh. This is the cost up to the end of the financial year. If it is found necessary to continue to maintain 10,000 persons on relief-works for the five months following (*i.e.* up to the end of August) an additional sum of Rs. 1,87,500, or nearly three lakhs in all, will be required.

5. In Appendix A to this letter are set out the relief-works which it is proposed to undertake. They are all road works, no other large works being feasible in the affected areas. The roads selected all pass through the hilly country to the north and south, and are useful lines of communication, having been taken from the District Road Scheme. As in other districts, I propose to make roads of the two higher classes only, for the reasons given in my letter on the Hoshangabad district.

6. I have no minor works to propose. The District Council is now carrying out ordinary repairs to roads as test works. The Deputy Commissioner is making inquiries on the subject of field embankments; but it is unlikely that this form of employment will be largely available in this district, as opinions are not unanimous as to the utility of such works. With regard to poor-houses, the District Council has already established one at Narsinghpur, and a second one will be opened at Gadarwara, where an old serai is available for the purpose. The Deputy Commissioner estimates that each will have not less than 500 inmates. I am inclined to think that the numbers will not reach 500 till March, and that 350 may be taken as the average number of occupants of each poor-house from December to March. The cost of food at 1 anna 6 pies a day may be taken at Rs. 1,950 a month, in round numbers, for both institutions, or Rs. 8,775 for the four and a-half months commencing on the 15th proximo. To this must be added cost of establishment, on the Hoshangabad scale, Rs. 616 *plus* Rs. 300 for repairs and contingencies. The total cost of the two poor-houses for four and a-half months may be set down as Rs. 97,000. For gratuitous relief outside poor-houses, and for miscellaneous expenditure, I make the same provision as in the case of Hoshangabad.

7. To sum up, the total amount that may be expected to be required for famine relief in the Narsinghpur district during the current year is as under :—

	Rs.
(1) Relief-works - - - - - -	1,00,000
(2) Poor-houses - - - - - -	9,700
(3) Gratuitous relief outside poor-houses - -	1,000
(4) Miscellaneous - - - - - -	1,000
Total - - - - -	1,11,700

8. I have not yet received the Deputy Commissioner's official reply to my letter calling for information on the basis indicated in Mr. Craddock's letter No. C. 449, dated the 22nd instant, but I learn from a demi-official letter from Mr. Phillips, that the District Council are unable to contribute anything towards the above total, and that not much can be expected from subscriptions. I am of opinion that Rs. 5,000 should be obtainable by subscription to poor-houses from private persons and court of wards estate. The balance to be provided by Government for famine expenditure in the Narsinghpur district during the current year is, therefore, a little over one lakh (Rs. 1,06,000).

I have, &c.

L. K. LAURIE, Commissioner.

Appendix A.

To letter No. 37C., dated October 31, 1896, to the Secretary to the Chief Commissioner, Revenue Department, Central Provinces.

Scheme of Relief-Works—District Narsinghpur.

Order.	Name of Road.	Length in Miles.	Details of Work.	Rate per Mile.	Total.	Total of each Road.	Equivalent Number of Coolies of 2 annas per diem average.	Number of People per Month for Nine Months.	Amount required for 1896-97.	Remarks.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.
1	Old Bombay Road, Narsinghpur to Kareli.	8	Raising 1' above surface of country and repairs to crossings.	1,350	10,800	–	–	–	–	III-A. raised to Class I.
			Metalling 9" - - -	3,600	28,800	39,600	3,16,800	1,173	–	
2	Old Bombay Road, Kareli to Gadarwara.	35	Raising above surface of country 1' and repairs to crossings, &c.	1,350	47,250	–	–	–	–	
			Metalling 9" - -	3,600	1,26,000	1,73,250	13,86,000	5,133	–	III-A raised to Class I.
3	Narsinghpur to Sankal.	15	Construction - -	1,750	26,250	–	–	–	–	
			Metalling 9" - -	3,600	54,000	80,250	6,42,000	2,304	–	To Class I.
4	Narsinghpur-Chhindwara Road, Singhpur to Border.	7	Construction - -	1,800	10,800	–	–	–	–	
			Kankaring - -	4,000	4,000	–	–	–	–	As a Class II.
			Raising to Class 1, 9" metal.	3,000	21,000	35,800	2,86,400	1,061	–	Class II to I.
5	Raising road from Chota - Chhindwara to Srinagar, from III-A to II.	7	Raising and muramming.	3,100	21,700	–	–	–	–	From III-A to II.
	Road from Srinagar to Border of Seoni.	5	Constructing and muramming.	3,500	17,500	39,200	3,13,600	1,162	–	New road, Class II.
6	Gadarwara to Salichowka towards Pagara.	17	Constructing and muramming.	3,500	59,500	59,500	4,76,000	1,763	–	Class II, new road.
7	Gadarwara to Saikhera.	13	Constructing - -	Actual estimates.	30,568	–	–	–	–	
			Muramming - -	900	11,700	42,268	3,38,144	1,253	–	Raising from III-A to II.
8	Barman - Tendukhera Road.	15	Metalling 9" - -	3,000	45,000	–	–	–	–	Completing as III-B and raising to Class I.
			Completing - -	—	8,000	53,000	3,04,000	1,570	–	
9	Narsinghpur-Lakhnadon Road.	26	Metalling 9" - -	3,000	78,000	78,000	6,24,000	2,230	–	Rising III-B to I.
10	Metalling the following Class II Roads :—									
	Narsinghpur-Singhpur	4½	Metalling - -	2,000	9,000	9,000	72,000	266	–	Raising to Class I.
	Kareli - Amgaon.	3¾		2,000	7,500	7,500	60,000	222	–	
	Kulri-Bohani	4½		2,000	9,000	9,000	72,000	266	–	
			Total - - -	—	–	6,26,368	–	18,403	Coolies for nine months.	

Work to be started on item 8, metalling the Barman-Tendukhera Road.
Work to be started on item 9, metalling the Narsinghpur-Lakhnadon Road.
Work to be started on item 6, muramming Gadarwara-Samkhera Road.

No. 41-C. Dated Camp, November 1, 1896.

From L. K. LAURIE, Esq., I.C.S., Commissioner, Nerbudda Division, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces.

Sir,

In continuation of my letter No. 34-C of yesterday's date, I have the honour to submit the following report on the agricultural prospects of the Nimar district.

2. Until the present season, the Khandwa and Burhanpur tahsils of this district have been fairly well off as regards harvests. The Deputy Commissioner's report on the probable out-turn of the kharif crops is deficient in detail, and there is not time to procure further information before the date prescribed for the submission of this letter. His statement is that: "The present kharif harvest (much the more important one), though injured by the early stoppage of the rains, cannot, I think, turn out less than an eight-anna one, as a general average."

In the Harsud tahsil, which was constituted at the commencement of last month, and includes an area transferred from the Harda tahsil of the Hoshangabad district, seasons have not been so good as in Khandwa and Burhanpur, and the present kharif prospects are perhaps only about six annas in the rupee. The Deputy Commissioner's report gives no information as to the rabi sowings.

The rainfall returns show that the Burhanpur tahsil received some good showers of rain in September, but that in the rest of the district rain ceased with the end of August. Cotton, which is an important crop in this district, suffers less than other crops from an early cessation of the rains; but much cannot be expected of the rabi crops under the circumstances. The conclusion at which I arrive is that the Nimar district is, both on account of its previous history and its present prospects, better off than the other districts of this division. Such distress as there may be will be mainly caused by high prices, though the cultivators in the ryotwari tract in the Harsud tahsil will probably be in straitened circumstances on account of the shortness of the crops and the poor prospects of the rabi.

3. According to Famine Statement C, the number of persons to be employed on relief works, in the event of the whole district being overtaken by serious famine, is 12,000. No such catastrophe is at present in view. On the information before me, I do not think that we need contemplate having to provide employment for more than 3,000 persons at the most. This maximum would probably not be arrived at by more rapid stages than those indicated below:—

	Monthly cost of wages at 2 annas a day. Rs.
December, 500 persons - - -	1,875
January, 1,000 persons - - -	3,750
February, 2,000 persons - - -	7,500
March, 3,000 persons - - - -	11,250
Total for four months - - -	24,375

The total cost of providing work at 2 annas per day (the rate adopted in the case of the adjoining district of Hoshangabad) for this number of coolies, from December to the end of March, will be Rs. 24,375.

In Appendix A to this letter will be found a scheme of work which provides employment for between 3,000 and 4,000 persons for eight months. If test works show that the above estimates are likely to be realised, I propose to commence work on: (*a*) a section of the Harsud-Kaliam road, and (*b*) the Ajanti Canal in January.

4. The Deputy Commissioner is of opinion that private charity will supply the funds required for a poor-house, should one become necessary, before the end of the current year.

5. The District Council are able, by re-appropriation, to provide a sum of Rs. 5,000 for relief works. They will thus be able to bear the cost of the test works to be carried out in the current month and in December. The sum which Government is asked to provide, should the test works in question show that the estimate given above of the number of persons to be provided with employment is correct, is Rs. 20,000 in round figures.

I have, &c.
L. K. LAURIE, Commissioner.

APPENDIX A.

[To Letter No. 41C., dated November 1, 1896, to the Secretary to the Chief Commissioner, Revenue Department, Central Provinces.]

Scheme of Relief Works—District Nimar.

Order.	Name of Road.	Length in Miles.	Details.	Rate per Mile.	Total.	Total of each Road.	Number of People for Eight Months.	Remarks.
1.	2.	3	4.	5.	6.	7.	8.	9.
1	Raising Khandwa-Mohghat Road to Class 1.	3½	Muram soling and metalling.	Rs. –	Rs. 6,122	Rs. 6,122	204	Estimate in Stage III.
2	Extending Ajanti Canal of Khandwa Waterworks Embankment and waste weir earthwork.	–	As per Stage III. Estimate.	–	7,500	7,500	250	
3	Harsud-Kalam-Bamgarh - Khandwa Road :							
	Harsud to Kalam.	6	Estimate in Stage III.	–	28,000	–	–	
	Kalam to old border.	4	Surveyed - -	7,000	1,750	–	–	New road.
	Old border to Bamgarh.	11	Under survey - -	19,250	1,750	–	–	
	Bamparh to Khandwa.	9	Surveyed - -	12,150	1,350	–	–	Class III. A. to III. B.
	Raising road from Class III. B. to II.	40	Muramming - -	900	36,000	1,02,300	3,410	All to Class II.
			Total - -	–	–	1,15,922	3,860	

Work to be started on the Harsud Kalam Road, and on No. 2 in January, if test works opened in November and December show that relief works are necessary.

No. 4729.—Dated Nagpur, November 28, 1896.

From H. H. PRIEST, ESQ., I.C.S., CHIEF SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES, to the COMMISSIONER OF THE NERBUDDA DIVISION.

SIR,

I AM directed to acknowledge the receipt of your letters Nos. 34-C to 37-C, dated October 31, and No. 41-C, dated November 1, reporting on the agricultural prospects of the districts of the Nerbudda Division, and the measures of relief which it is proposed to take. The Chief Commissioner has also had under consideration your subsequent letter No. 67-C, dated November 14, forwarding the reports of the Deputy Commissioners on which your conclusions and proposals were based, your letter No. 66-C of the same date, forwarding a programme of relief-works which you have arranged, in consultation with the Chief Engineer, to undertake during the remaining portion of the current financial year, and your letter No. 72-C, dated November 19, showing the distribution of the sum of one lakh of rupees allotted for immediate requirements to your Division. Before proceeding further I am to explain that this sum was not intended by the Chief Commissioner to be the limit of expenditure on famine relief in the Nerbudda Division up to April 1 next. That limit will be fixed by the necessities of the case as they may be found to exist, and the amount provisionally allotted will be supplemented by whatever sum is necessary to secure the paramount object of saving life. Your last letter divides the lakh between the four districts of Hoshangabad, Narsinghpur, Betul and Chhindwara (Nimar being left to provide its relief expenditure from district funds), and conveys sanction to an expenditure of Rs. 24,000 in these four districts for the month of December. But it should be understood that neither you nor the Deputy Commissioners are tied down to this limit, and that the Chief Commissioner is ready (with the approval

of the Government of India) to provide whatever sum is required for the effectual relief of distress.

2. Taking the districts of your Division from west to east, the Chief Commissioner finds that in Nimar the Deputy Commissioner estimates the outturn of the kharif crops (which cover five-sixths of the cropped area of the district), at 8 annas all round. This estimate was put forward on October 31, and is subject to correction on further information, which you have doubtless called on Mr. Walker to supply when the harvest is reaped, and the outturn has been better ascertained. In the Harsud tahsil, which comprises the Charwa ryotwari tract lately transferred to the district from Hoshangabad, the outturn is not expected to exceed 6 annas. With the exception of this tract, the district (which has had good harvests of recent years) is considered unlikely to suffer severely from scarcity, although distress will doubtless be caused by high prices. You anticipate that employment may have to be found for some 3,000 persons by March next, but this total will be gradually reached, and at 2 annas a day (a high rate of wages for famine relief when women and children are included) you estimate that Rs. 24,375 is the sum which may have to be provided for affording work for them; of this the District Council can give Rs. 5,000 by re-appropriation, and Rs. 20,000 (in round figures) will thus have to be found from Government Funds. For poor relief you anticipate that private charity will provide.

For relief work you submit a scheme containing three projects, viz: (1) raising the Khandwa-Mohgat Road to Class I, costing Rs. 6,122; (2) extending the Ajanti canal of the Khandwa Waterworks, Rs. 7,500, and (3) the Harsud-Kaliam-Bhamgarh-Khandwa Road, estimated to cost Rs. 1,02,300. These works would employ 3,860 people for eight months. The scheme forwarded with your letter No. 66-C, dated November 14, however, provides only for No. (2) of the above, costing Rs. 7,500, and the first section, 16 miles, of the Harsud-Kaliam Road, costing Rs. 28,000, and of the Rs. 35,500 thus furnished only Rs. 5,000 (the whole of which the District Council can provide) is estimated to be required in the financial year 1896-97. If your anticipations are correct it will not be necessary to make any special grant of Government Funds to this district for the current year. The Chief Commissioner has not heard what has been the result of the test works which you have directed to be opened, but assumes that you will report at once if any acute distress, calling for expenditure beyond the amount thus allotted, should declare itself. Meantime Mr. Lyall sanctions administratively the three projects mentioned as works suitable for famine relief, and authorises work being started upon them should the necessity declare itself. He observes that they are all in the northern portion of the district, and that no work is provided for the Burhanpur tahsil. He assumes that you have satisfied yourself that none is required there.

The recent rainfall in this district is understood to have been very light, and in any case, the rabi area being unimportant and the kharif crops harvested or ripe, it could not be expected to make much difference in propects.

3. *Hoshangabad.*—In this district the prospects of the western portion, including the Harda and Seoni tahsils (with the exception of the Charwa parganna in the former), are reported to be fair. The rabi has been largely sown, and so far has survived, and has doubtless benefited by the late rain. The kharif, represented by jowari and tilli, occupies about a fourth of the cultivated area, and Mr. Lyall understands that jowari has done better than was expected, and that at least an eight-anna crop of this grain and of tilli may be anticipated. The two eastern tahsils, Hoshangabad and Sohagpur, are, however, in a much worse condition, and the Chief Commissioner learns with regret from a recent report from the Deputy Commissioner that in the latter the people have already been reduced to a severe degree of distress. The kharif area is here much larger than to the west, and the crops, except jowari, which is now expected to yield from 6 to 8 annas, have been a failure. A large proportion of the rabi area is unsown, and although the wheat sown has germinated, it is reported to be withering in many places from want of moisture. The tract has already suffered in recent years from failure of harvests, which has contributed to cause much despondency among the cultivating classes. The labourers, Mr. Crump reports, are already in a state verging on starvation, and beggars (many of whom come from Bhopal) are very numerous. The late rainfall was here very light, and not much benefit to the rabi is anticipated.

You propose, in your letter No. 34-C of October 31, the following measures of relief:—

(1.) The completion of the road schemes of the Sohagpur and Hoshangabad tahsils;

(2.) The raising to Class I. of the Harda-Handia Road;

(3.) The stacking of supplies of metal on the Piparia-Pachmarhi and Itarsi-Betul Roads;

(4.) Procuring, through the orders of the Government of India, work on the portion of the Indian Midland Railway which lies between the Hoshangabad Railway Station and the Nerbudda, where a new alignment has been proposed; this, it is said, would employ 1,000 men for three months;

(5.) Digging of fields in Court of Wards estates for the eradication of káns grass;

(6.) The opening of poor-houses at Hoshangabad and Sohagpur.

You have already sanctioned the last step by telegraph; and you propose for the two poor-houses an establishment costing Rs. 137 a month. This the Chief Commissioner sanctions. You expect to spend on the poor-houses Rs. 9,700 before the close of the present year. Whatever expenditure is necessary will be provided, and you are authorised to incur it.

The digging of káns grass, referred to above under head (5), will, the Chief Commissioner understands, be provided for from the funds of estates under the Court of Wards.

Enquiry will be made through the Public Works Department regarding the work referred to under head (4).

As regards the other works proposed, you calculate that about 5½ lakhs may be required for expenditure in the coming nine months, but for the remainder of the current financial year you estimate that Rs. 1,42,000 only will be required. Your estimate provides for the employment of numbers rising from 5,000 in December to 20,000 in April. Much depends on the out-turn of the rabi harvest, but the Chief Commissioner is not inclined to question your estimate of the numbers needing relief, and rather fears that it may be found under the mark in the earlier months of the distress.

In your letter No. 66-C., dated the 14th November, you have revised your estimate of works to be at once taken in hand. The works above enumerated under head (3), *i.e.*, the collection of metal for the Piparia-Pachmarhi and Itarsi-Betul Road (as far as Dhar), are retained, but of the Hoshangabad-Sohagpur Road programme only the Piparia-Sandia, the Piparia-Sobhapur, and the Tigaria-Dularia roads are included, and the Harda-Handia Road is also provided for in the Harda tahsil. The total estimated cost of these works is put down at Rs. 1,69,900, of which Rs. 51,650 is expected to be incurred during the remaining months of the current year. The Chief Commissioner understands that these estimates (which he has approved in the Public Works Department) do not include provision for hutting, conservancy, and medical arrangements, and that some addition will be necessary on this account. And he fears, looking to the accounts since received of the prevalence of distress in the Sohagpur and Hoshangabad tahsils, that they may not sufficiently provide the employment which is required. If this proves to be the case, no time should be lost in drawing up a supplementary programme for sanction as soon as indications are observed that the distress is increasing. Of the funds required, you estimated that the District Council Budget could provide Rs. 22,000, while from Rs. 6,000 to Rs. 10,000 might be expected from private charity. According to your letter of the 31st October, this left Government to provide about Rs. 1,25,000 for the current year. The reduced programme of works subsequently forwarded (which however, as above indicated, requires some expansion) would make the account stand thus:—

	Rs.	Rs.
1. Relief works		51,650
2. Poor-houses		9,700
3. Gratuitous relief		1,000
4. Miscellaneous		1,000
Total		63,350
Deduct—		
District Fund monies	22,000	
Private charity	10,000	
		32,000
Balance		31,350

The Chief Commissioner fears that this is somewhat below the amount which may be expected to be required in the Hoshangabad District, and will be ready to grant any further sum which may be necessary.

4. *Narsinghpur.*—In this district the parts where distress is present are the hilly portions along the northern and southern borders, which are peopled by the poorest classes, chiefly of aboriginal race, who depend mainly upon the kharif harvest, which has generally failed. The centre of the district, a tract about 12 miles broad, through the middle of which the railway runs, contains the richest land, and if the rabi harvest, aided by good rain, yields a fair out-turn, it is expected that there will not be much distress in this area. The Chief Commissioner hopes that this estimate of the situation is a sound one; but he fears from what he has heard that the power of the people of the Narsinghpur district to resist distress has been considerably reduced, owing to the prevalence of unfavourable seasons during a series of past years, and that it may be necessary to make a larger provision for relief expenditure in it than is contemplated.

The proposals in your letter No. 37-C., dated the 31st October, provide for the employment of 10,000 persons in March, rising from 2,000 in December. At the rate of two annas a day (a rather large estimate, as already pointed out), the cost of relief in work or poor-houses would be Rs. 90,000, or, to provide for outside wanderers, about one lakh. You have already authorised the opening of two poor-houses, at Narsinghpur and Gadawara, and provide Rs. 9,700 for them, and for other relief purposes you set down Rs. 2,000, making a total for the district of Rs. 1,11,700, of which only Rs. 5,000 is expected to be met from private sources, nothing being available from District Funds.

The revised programme of works for this district, submitted with your letter of the 14th November, gives works costing to complete Rs. 1,57,518, and provides only Rs. 40,000 for expenditure during the current year. The Chief Commissioner has sanctioned this programme in the Public Works Department, but fears that it will probably have to be increased in view of the prospect of distress becoming more acute. The charge of the district has just changed hands. Mr. Lyall trusts that you will impress on the new incumbent the necessity of watching the progress of the distress with the utmost care, and of having ready a programme of additional work which can be put in hand immediately experience shows it to be required. The late Deputy Commissioner, it is understood, thought that in the east of the Narsinghpur district there was some scope for tank-making and the embankment of land; he also mentioned to the Chief Commissioner the eradication of káns grass by systematic digging as a useful agricultural work. The Chief Commissioner hopes that you will ascertain whether loans under the Land Improvement Act could be utilised in these directions, and work thus provided for the people in their villages.

5. *Betul.*—The report from this district contained in your letter of the 31st October indicates a good deal of uncertainty as to the situation. The district, like Nimar, has enjoyed a series of good seasons, and it was believed by the late Officiating Deputy Commissioner that there was a considerable quantity of grain in stock, probably enough to last for a year, in the level and more fertile portions. Much of the area is, however, mountainous and broken, inhabited by Korkus and Gonds, and wholly dependent on the kharif. Among these it is to be feared that distress is very probable, and special provision requires to be made for them. In the south a considerable portion of the labouring classes is accustomed to emigrate to Berar during the cold weather for work in harvesting, and this year they must have been disappointed of this resource. The Betul-Itarsi Road (and its continuation into Berar) is also a thoroughfare, like that from Jubbulpore to Nagpur, along which many wanderers are found to travel, and special attention will have to be paid to it to guard against deaths from starvation. Until the situation further developes, and the out-turns of the kharif and the prospects of the rabi are more clearly known, our attitude as regards this district must be one mainly of expectation, but we should be prepared for eventualities should they arise.

You propose, in your letter of the 31st October, to provide work for 1,000 persons in December, increasing to 4,000 in February and March, and reaching 5,000 from April to August. Assuming lower prices in Betul than elsewhere, you put the wage per head at 1 anna 9 pie per diem, and you calculate that for nine months a total of Rs. 1,22,000 will be required, not more than Rs. 40,000 of which will fall in the current year. The District Council can contribute only Rs. 5,000, of which Rs. 3,700 will be spent on test works and the balance on tools and poor-house expenditure. One poor-house at Badnur is proposed, costing about Rs. 2,200 for three months. With Rs. 300

for miscellaneous, the total comes to Rs. 42,500 for the current year, of which about Rs. 3,000 may be met from charity.

The works proposed are (1) the road from Badnur to Harda *viâ* Chicholi, which will afford labour in the northern mountainous tract; (2) the Badnur-Ellichpur Road, which will give work in the south; and (3) collection of a year's supply of metal for the Betul-Itarsi (Dhar) Road.

Your subsequent revised programme for Betul includes only the second and third of the above works, and contemplates the preparation of estimates for work amounting to Rs. 80,630, of which only Rs. 15,000 will be spent before the 31st March 1896. This has been sanctioned by the Chief Commissioner, but he is inclined to doubt whether, if distress declares itself in an acute form in the northern mountainous tract among the Korkus and Gonds, it will not be necessary to take in hand the Badnur-Harda road *viâ* Chicholi.

6. *Chhindwara.*—In this district it was expected in October that the Sausar or southern tahsil would escape severe pressure, with the exception of the jungly tracts of Ambassa and Kamarpani, and that, except the opening of the forests, no special relief will be required by the people of this portion of the district. In the Chhindwara tahsil things were much worse. The outturn of the kharif had been very poor, the rabi area had been contracted owing to larger kharif sowings than usual, and of the normal rabi area about one-half only had been sown, while germination had been defective, and some of the wheat had withered after germination. The Chief Commissioner, however, understands that the recent rain has been heavy in Chhindwara, and it is probable that some of the area hitherto unsown, or which has failed after sowing, may still be occupied by a crop. This part of the district has hitherto had good crops, and distress is likely to be restricted to the wage-earning classes.

North of the Chhindwara tahsil lies the belt of mountainous and barren country forming the Jagirs. Here the population is almost wholly aboriginal, and depends upon the autumn crops of kodo, kutki and jagni, all of which have entirely failed in the eastern Jagirs, while those to the west have done a little better. Distress in this tract is certain, and it will be general. Relief has therefore to be provided for the labouring poor in the Chhindwara tahsil and for the Gond population in the Jagirs. You estimate that beginning with 4,000 persons in December, the number of applicants for employment may reach 10,000 in March, and that at 1 anna 9 pies a day, Rs. 91,980 may be required by the end of March, or if work is started earlier Rs. 95,000. You provide for two poor houses, at Chhindwara and Amarwara, the latter to serve the eastern Jagirs and to be in charge of the Missionaries there, at a cost of Rs. 2,200. You consider that no gratuitous out-door relief will be immediately required, and your total estimate reaches Rs. 97,500. Of this the District Fund will contribute Rs. 9,000, private subscriptions Rs. 1,000, and the Pagara Court of Wards Rs. 7,000, leaving about Rs. 90,000 for Government to provide.

The Public Works proposed are (1) the Narsinghpur-Chhindwara Road, three sections, (2) the Singanama-Belgaon Road, and (3) a tank at Pagara.

Your revised esimate of the 14th November includes these same works, but estimates only Rs. 75,000 for work upon them, excluding the Pagara tank, and provides only Rs. 20,000 for the current year. This has been sanctioned in the Public Works Department, but the Chief Commissioner doubts whether, unless the late rain has greatly changed the prospects of the district, the revised estimate will suffice. He relies upon you to watch carefully the progress of the relief works when started, and to extend the programme if required.

He observes that some works of land improvement are contemplated in this district in field embankments in the Amarwara circle, while a drinking water tank is to be made at Ranikhera. I am to say that if the former works are feasible and likely to be profitable, the Chief Commissioner thinks they had better be taken in hand at once, as village works are more suitable for ill-clad people in the winter (which is severe in the uplands) than large works under the Public Works Department, inasmuch as they can obtain shelter in their villages, while on the latter they are likely, unless expensively hutted, to suffer from exposure. There will be money available for advances under the Land Improvement Act if required by malguzars willing to carry out such improvements, and Mr. Lyall would wish the Deputy Commissioner to ascertain as soon as possible whether they can be undertaken and to what extent.

7. The Chief Commissioner believes that the above remarks and orders deal fully with all the points contained in your letter; if you require his decision in regard to any other questions, they should be submitted as soon as possible. I am to ask that before

the end of December a report may be submitted for each district, giving a fuller account of the situation, the out-turn and prospects of the harvests, the numbers for which relief will be necessary, and the estimated expenditure on providing it. The report should include an account of the measures of relief and the expenditure upon them undertaken up to the date of its submission.

I have, &c.
H. H. PRIEST, Chief Secretary.

No. 8676.—Dated Nagpur, November 7, 1896.

From A. H. L. FRASER, Esq., I.C.S., Commissioner, Nagpur Division, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces.

Sir,

In accordance with the request contained in your letter, No. C-447, dated the 22nd ultimo, I have the honour to forward separate Notes on the prospects of each district in this Division, along with copies of the Deputy Commissioners' reports alluded to in the Notes.

2. I also forward an abstract of the expenditure anticipated, showing the sources from which funds are expected. I may say that in all districts there has been a prompt and generous response to the calls made on public benevolence for assistance. I think, however, that the sums actually promised for Bhandara and Balaghat are for eight months. If, however, more than what has been promised is required, I have the assurance of Rao Bahadur Yado Rao that he will help me further in Bhandara. The estimates may, therefore, be accepted.

3. In regard to the estimated expenditure, I would note that the estimates made may be regarded as the worst that we expect up to April 1 next. I have not, however, felt justified in cutting down the Deputy Commissioners' figures further than I have done. I understand that we are to relieve distress with a distinct determination that not a single death from starvation which we can prevent shall take place. It would, in this view, be a very serious thing to have less money than we require.

4. At the same time I think it quite probable that in Chanda the only Government works required this year may be half the Warora-Patala Road and two-thirds of my estimate for the Chanda-Katori Road. That would give (Rs. 5,400 + 5,600) Rs. 11,000 for this district in column 2 of my abstract. I have said in my Note that probably Rs. 6,750, in round numbers Rs. 7,000, may suffice under this head for Wardha. But the Kondhali people may need more help towards the end of the year. In Nagpur I think that there is little doubt that the Khapa-Patansaongi Road, the length of metalling on the Umrer Road and half my estimate for the Kalmeshwar-Katol Road will probably suffice. This would give (Rs. 9,216 + 10,000 + 6,784) Rs. 26,000 for Nagpur. In Bhandara I think we might safely cut Rs. 8,000 off the Tumsar-Rampaili Road and Rs. 3,300 off the Phulchur-Arjuni Road. This would reduce the figure for that district from Rs. 66,300 to Rs. 55,000. I should not like to cut down the figure for Balaghat to less than Rs. 90,000. This would give Rs. 1,89,000 for the total of column 2. I think it possible also that the Government expenditure on gratuitous relief might be reduced without risk, say by Rs. 18,000, if the works are started promptly; this would give a total demand of Rs. 2,29,000 from Government in the Division.

5. From this has to be deducted the following sums which can be paid by District Councils :—

	Rs.
Chanda	3,370
Wardha	1,000
Nagpur	9,500
Bhandara	7,600
Balaghat	—
Total	21,470

This leaves a net demand for Government assistance of about two lakhs for the current year.

6. It will be noted that my Notes show the following totals for advances under the Land Improvement Act :—

	Rs.
Chanda - - - - - - - - -	5,000
Wardha - - - - - - - - -	—
Nagpur - - - - - - - - -	25,000
Bhandara - - - - - - - - -	25,000
Balaghat - - - - - - - - -	50,000
Total - - -	1,05,000

or, say, in round numbers, one lakh.

I have, &c.
A. H. L. FRASER, Commissioner.

ABSTRACT.

Name of District.	Works.				Gratuitous Relief.				Total Expenditure.				Remarks.
	Government.	Private.	Total.	Men.	Government.	Private.	Total.	Men.	Government.	Private.	Total.	Men.	
	Rs.	Rs.	Rs.	No.	Rs.	Rs.	Rs.	No.	Rs.	Rs.	Rs.	No.	
Chanda -	19,800	10,000	29,800	2,400	3,300	1,500	4,800	800	23,100	11,500	34,600	3,200	Rs. 5,000 for tanks now in use.
Wardha -	12,000	—	12,000	1,450	-	6,000	6,000	600	12,000	6,000	18,000	2,050	—
Nagpur -	33,516	75,000	1,08,516	10,000	10,000	25,000	35,000	4,000	43,516	1,00,000	1,43,516	14,000	He has Rs. 5,000 takavi.
Bhandara -	66,300	52,000	1,18,300	11,000	15,000	10,000	25,000	3,000	81,300	62,000	1,43,300	14,000	He has Rs. 7,500 takavi.
Balaghat -	98,000	60,000	1,58,000	12,000	30,000	6,000	36,000	4,000	1,28,000	66,000	1,94,000	16,000	Rs. 5,000 on ryotwari tanks and Rs. 8750 on takavi now being used.
Total -	2,29,616	1,97,000	4,26,616	36,850	58,300	48,500	1,06,800	12,400	2,87,916	2,45,500	5,33,416	49,250	

WARDHA PROSPECTS, 1896-97.

The Deputy Commissioner's Report is contained in his letters No. 6624, dated the 12th ultimo, and No. 6985, dated the 30th ultimo. His view is briefly this:—"Cotton will probably be fair to poor, juari, in good land, the same. Wheat and linseed will be practically failures, giving only a 4-anna crop. The affected area north of the line will be the Kondhali and part of the Keljhar parganas, *i.e.*, the hilly part of the district where the soil is poor."

The prospects for the rabi area south of the line are bad. "The very general opinion is that little relief will be required in this district before February."

There will be great difficulty in realising revenue, but not much real distress.

2. There is some acute distress among a few people at Wardha now, but these are for the most part strangers from other provinces, or from other districts of this province. They are mainly from Rewah, Bhandara, and Balaghat. These have come for work in Berar, and have been turned back. They will require gratuitous relief for the weak, and work for the able-bodied. There will also, I think, be some distress among the people of Kheljar and Kondhali. This can be relieved later on in the season, to a certain extent, by forest produce. But some work seems to me to be necessary at once.

3. I would propose at once to start the collection of metal for the Warda-Paunar road. This is five miles long. The work is necessary in view of the waterworks. It is conveniently situated for relieving such distress as seems to exist. The collection of metal would employ 750 men for three months, and would cost about Rs. 6,750.

4. This would probably suffice for the current year. If not, there is in reserve the last eight miles of the Pulgaon-Arvi road, which has to be metalled. The collection of metal would keep employed 1,200 men for three months. It would cost about Rs. 11,000. If the two works be required, a round sum of Rs. 18,000 may be taken as necessary. But Rs. 12,000 is quite a safe estimate.

5. Besides this a sum of about Rs. 6,000 will be required for the gratuitous relief of people unable to work. This will be wholly met by private charity.

A. H. L. FRASER,
Commissioner, Nagpur Division.

Dated November 7, 1896.

No. 6624. Dated Wardha, October 12, 1896.

From the DEPUTY COMMISSIONER, WARDHA, to the COMMISSIONER, NAGPUR DIVISION.

I HAVE the honour to submit the Report called for in Secretariat letter No. C.-377, dated October 1, 1896, a copy of which was forwarded under your endorsement No. 7748, dated October 3, 1896.

2. The main line of the railway almost exactly marks the division of the areas of the kharif and rabi crops. North of the line in the higher and poorer soils of the Arvi tahsil is grown the juari and cotton, while the richer plain of the southern half grows the wheat and linseed. There is, however, a rich strip of black cotton soil all along the banks of the Wardha River on which juari is grown.

The rain practically ceased at the end of August. Since then it has been very hot, and the ground has become baked. The kharif crop of juari, however, on the moisture-retaining black soil will pull through, but the juari in the Kondhali pargana, where the land is generally khardi and bardi, will probably turn out a 4-anna crop at the most.

A little rain now would save it, and, what is more, would give another bumper cotton crop. If no rain falls, the affected area north of the line will be the Kondhali, and part of the Keljhar parganas; that is, the hilly part of the district where the soil is poor.

The same may be said of a small area round Pohna in the south, where juari is largely grown.

The outlook, however, for the tract south of the line is not pleasant. The crop is almost entirely a rabi one of wheat and linseed. The linseed has already been sown and the plants have germinated, but they will not be able to stand the heat much longer. Wheat will be very poor.

Last year the rain ceased early, but there were showers at the time of the Dasera which saved all the crops; at present the ground is too hard and dry even for sowing. The only other crop is tilli, which is largely sown in the south-east corner of the district. This should turn out fairly well. To sum up, cotton will probably be fair to poor, juari in good land the same; wheat and linseed will be, practically, failures, giving only a 4-anna crop. The staple food of the poorer classes is juari, and there will be sufficient of that crop, I hope, to require no importation, although prices are nearly certain to rule higher than usual.

3. As regards relief works, I can fall back on road construction, if necessary. Roads are required in each tahsil; as to funds, I can throw over the sanitary works provided for by the district council. This will give me Rs. 5,225. This body also propose to spend Rs. 10,000 in raising the Wardha-Waigaon road in class, so I shall have at least Rs. 15,225 at my disposal. I do not, however, at present anticipate any general scarcity of food. There will be great difficulty in realising rents and revenue again in the Hinganghat tahsil, but I believe that will be all.

4. Your orders regarding crop experiments will be carefully followed.

No. 6985. Dated Wardha, October 30, 1896.

From the DEPUTY COMMISSIONER, WARDHA, to the COMMISSIONER, NAGPUR DIVISION.

I HAVE the honour to acknowledge receipt of your endorsements No. 8296, dated October 24, 1896, and No. 8329, dated October 24, 1896, regarding famine relief works.

2. I have for some weeks been making careful inquiries, and I find it is the very general opinion that little relief will be required in this district before February. No test works have yet been started. The condition of things at present is as follows:—

3. Food is being distributed gratis by three or four gentlemen in Wardha itself. The total number of people in receipt of these doles is about 400, of whom 100 are beggars who are always in receipt of relief, and perhaps 50 are Mahars of Wardha and the surrounding villages, who are out of work.

The balance consists of strangers wandering through the district from Balaghat and Bhandara. It will not be until the rabi harvest that relief work will be required.

4. Now, supposing that we have 300 people in the poorhouse, I calculate the cost of providing for them to be Rs. 900 to Rs. 950 a month.

Out of this Rs. 400 will be supplied by private charity. I have already over Rs. 300 a month guaranteed for eight months. But many of these people are able and willing to work, and for them I propose that the Public Works Department should start metal collection for the Pownar road as a test relief work. The cost, however, of this will be estimated by the Public Works Department.

The district council have already asked for a grant of Rs. 10,000 to raise this road, and you have approved of it.

5. The minor works under district agency for the current year have already been taken in hand. Most are completed, and only a few hundred rupees will be available.

6. Poorhouses and children's kitchens and gratuitous relief. I do not think that poorhouses and children's kitchens will be needed this year.

If the metal collection is started as suggested, the charitable relief should be sufficient for those who are unable to work.

7. Miscellaneous expenses will be very small; Rs. 200 should suffice.

8. As I have stated above, very little remodelling of the district council budget is possible. The large road works were started directly the rain stopped, and I then gave orders that the roads should be finished by November.

9. Charitable donations I expect to bring in Rs. 400 a month.

10. Works of improvement by private persons. Under this head I can hold out no hopes at present. Irrigation practically is non-existent in this district, and is not appreciated. The few tanks there serve no useful purpose.

11. I have just visited Arvi, and have made inquiries at Hinganghat, and from both places I have ascertained that there will be very little local distress until after the harvest. I therefore propose that, for the present, we should content ourselves with starting stone-breaking as a test work. It is very unlucky that all the gitti to be employed next year by the Municipal Committee of Wardha has already been prepared. This would have given a certain amount of work.

NAGPUR PROSPECTS, 1896–97.

The Deputy Commissioner's views are set forth in his letter No. 7440-327, dated the 3rd instant. Briefly they are these: "I think that no serious distress need be anticipated in the Katol or Nagpur tahsils, except near Kondhali and along the Wardha border. * * * * So also in Ramtek no serious distress is anticipated, except in Dongartal and part of Bhedgarh, and also in the neighbourhood of Tarsa. In all, except the last-mentioned quarter, the throwing open of Government jungle will go far to mitigate the distress. In Umrer the case is more serious owing to failure during the

preceding years. * * * * One great cause for anxiety is the condition of the weaving classes."

2. I have discussed this report with the Deputy Commissioner. The provisions of Section 105 of the Famine Code are receiving attention. Inquiry is being made as to how far special relief can be given to the Koshtis in accordance with that section.

3. The Deputy Commissioner estimates that about 4,000 people will require gratuitous relief. This may be an over-estimate. But in view of what has already occurred in respect to the influx of destitute and helpless people into Nagpur, I am not prepared to cut it down, for there are also a number of Koshtis and poor labourers belonging to the district who will require relief ere long. The Deputy Commissioner estimates the cost of gratuitous relief at Rs. 35,000, and believes that the well-to-do among the citizens (who have come forward well) will meet Rs. 25,000 of this demand, leaving Rs. 10,000 to Government.

4. There are some important improvements which may be made by the Bhonsla and Sausthanik Estates, and by Ahiloji Rao's and Krishan Rao's Estates. In the case of the last two the debt instalments would have to be postponed. Nearly Rs. 40,000 are available under this head. The Deputy Commissioner also anticipates that about Rs. 10,000 will be spent from their own funds by landowners, and about Rs. 25,000 of takavi utilised in land improvements. This makes a total of about Rs. 75,000 from Court of Wards, private funds, and takavi.

5. Besides this, the Deputy Commissioner considers it necessary to estimate for the following works :—

(I.) The Khapa-Patansaongi road, six miles long, which is most urgently required for the labouring class (including Koshtis) of the region round about Khapa, where there are many large villages. It is estimated that the work of earthwork, excavating muram and collecting metal, will keep 768 men employed for six months. For the four months of the current year the cost would be Rs. 9,216. This road has to be aligned, and that should be done at once.

(II.) Metalling two lengths of the Nagpur-Chanda road, through the Umrer tahsil, viz., (1) a length of eight miles a little west of Umrer, which has not yet been metalled; and (2) the length from Umrer eastward to Bhiwapur (15 miles), which would link on to the Bhiwapur-Pauni road in the Bhandara district. Collecting metal for these works would support 1,725 men for six months. The first length would occupy 600 men for six months. This might be taken at 1,200 men for three months, the second length being left out of account for the current year. This would cost Rs. 10,800. This work can be started as soon as possible to be a test relief work.

(III.) The metalling of the Kalmeshwar-Katol road should be kept ready to start when required to relieve the Kondhali tracts and also Jalalkhera. It is 24 miles long, and would employ 1,800 men for six months collecting metal. At most two and a half months might be required this year, costing Rs. 13,500.

A. H. L. FRASER,
Commissioner, Nagpur Division.

November 7, 1896.

No. 7440-327. Dated Nagpur, November 3, 1896.

From E. R. K. BLENKINSOP, Esq., I.C.S., Officiating Deputy Commissioner, Nagpur, to the COMMISSIONER, Nagpur Division.

I have the honour to submit a brief report on the condition of the Nagpur district, as directed by Secretariat letter No. C. 447, dated the 22nd October 1896, and received in this office on the 24th idem. The more general information called for in Secretariat letter No. C. 377, dated the 1st October 1896, and received in this office on the 5th idem, is supplied as a necessary preliminary to the financial question. The report is drawn up under Section 14 of the Famine Code.

A.—Scarcity Anticipated, with Reasons.

2. The complete cessation of the rains during the greater part of September and the whole of October, coupled with the high rates prevailing in other districts and provinces, and consequent exports, caused a rapid rise in the prices of all kinds of food-grains. Juari, the cheapest food staple, is and has for some time been selling at 11 seers and 14 chittacks to the rupee at head-quarters, and at slightly better rates in the district. At one time, owing to the rioting, and, afterwards, to the grasping nature of the retail sellers, prices were still worse. The prices of food staples are 50 per cent. above the normal. I do not anticipate a further rise in prices, but the failure of the kharif crops in light soil, and the effect of the drought on the rabi sowings, preclude all possibility of any permanent amelioration. It has been impossible, in the time at my disposal, to obtain exact information as to the area that has fallen out of cultivation, but the following estimates of out-turns are based on reports from tahsildars and revenue inspectors, and after careful consultation with my Superintendent of Land Records. The tahsildar, Nagpur, has not yet submitted a report, probably on account of press* of work, but I have seen the Nagpur Revenue Inspectors.

Estimates of Tahsildars are for the whole tahsil, without distinction of soil, and so in most cases of revenue inspectors.

Ramtek—Revenue Inspector's Circle Tarsa—

Irrigated rice	8 annas.	
Unirrigated	2 „	
Juari	8 „	
Cotton	8 „	
Wheat, grain and linseed	4 „	if no rain.

Proportion of Crops in this Circle—

Wheat	8 annas.	
Linseed and juari	2 „	each.
Rice	1 „	
Others	3 „	

There is practically no cotton.

Circle Ramtek.

Irrigated rice	8 annas.	
Unirrigated	2 „	
Juari	8 „	
Makkai	14 „	
Kodo and kutki	1 „	
Tur	8 „	
Wheat	Nil, if no rain.	
Linseed	No anna estimate, but apparently 4 annas, if no rain.	

Circle Khapa.

Juari	8 annas, and if it rains, 16 annas in good soil; light soil crops ruined.	
Tur	12 annas.	
Cotton	12 „	
Til	12 „	or more.
Wheat	4 „	or less, if no rain.
Linseed	4 „	„
Gram	8 „	if no rain.

Kharif crops most important, and no fear of famine.

Estimates of Tahsildar.

Ramtek—

Irrigated rice	6 annas.	
Unirrigated	1 „	
Juari	8 „	if no rain, 4 annas.
Tur	8 „	„ 2 „
Cotton	6 „	„ 2 „
Til	8 „	

Rabi—Total failure unless there is rain.

It should be remembered that these estimates cover the light soils, where the ruin is already complete.

* He has been in camp arranging supplies for the battery.

CIRCLE BELA.

Umrer.—The Inspector gives his estimates according to soils, but expects failure of all crops, and gives a circle estimate for all important crops of 4 annas.

CIRCLE UMRER.

Out-turns 8 to 6 annas, except in 44 villages, where the failure will be complete, if there is no rain.

CIRCLE KUHI.

Inspector anticipates that tenants will be unable to pay the first kist even; one-quarter soil under rabi crops uncultivated.

Rice 4 annas.
Juari 8 annas in good soil; in poor soil complete failure.

Tahsildar estimates as follows :—

678 villages—
26 have Government forests.
62 fair.
291 fair if rain, if not 4 annas.
41 poor if rain, if not 3 annas.
258—2 annas even if rain.

Katol.—The Katol estimates are not worth quoting; I think they take a much too despondent view of the situation.

Nagpur.—Detailed reports not received.

Whole District.—The opinion of the Superintendent of Land Records is that juari, cotton, and linseed, will give a good out-turn in good soils. Til very good. Irrigated rice 6 to 8 annas; unirrigated lost. Tur 8 to 12 annas. Gram 4 to 6 annas and wheat 6 to 8 annas if dew falls. I think myself that no serious distress need be anticipated in the Katol or Nagpur tahsils, except near Kondhali and along the Wardha border. Possibly also near Mohpa

So also in Ramtek no serious distress is anticipated, except in Dongartal and part of Bheugarh, and also in the neighbourhood of Tarsa. In all, except the last-mentioned quarter, the throwing open of Government jungle will go far to mitigate the distress. In Umrer, the case is more serious, owing to failure during the preceding years. I think the Kuhi Inspector is too despondent, but the Bela Circle is badly hit; the malguzars will probably be unable to meet the revenue demand, but on that point it is impossible to speak with any certainty at present. One great cause for anxiety is the condition of the weaving classes. I am credibly informed that the price they get for their cloth barely covers the outlay. The Empress Mills, having a large stock of cloth, of which they cannot dispose, contemplate closing the mills, or at any rate turning off a large number of hands. This is the period of singast, during which no marriages are celebrated, and the demand for cloth diminishes immensely. The condition of the poorer weavers is very bad and has been so for some time. At Nagpur itself, there are nearly 20,000 Koshtis and 1,500 Momins. The weaving class forms an important element at Umrer and Khapa.

3 (*b*). I have already dealt with this point, but will tabulate.

AREA LIKELY TO BE AFFECTED.

Katol.—The hilly country especially on the Wardha border and north of the Kalmeshwar-Katol Road.

Nagpur.—The hilly country towards Bori and Bazargaon.

Ramtek.—Dongartal and part of Bheugarh. The neighbourhood of Tharsa, Khas Khapa.

Umrer.—Baila Circle very bad; test works also necessary in distressed parts of the other two circles.—Khas Umrer. The weaving classes of Nagpur, Umrer, and Khapa.

4 (*c*). This is fully set forth in the District Scheme of Roads and Famine; I cannot abstract this in so short a report, but will deal with the subject further under head "*f*."

5 (*d*). Accurate information under this head is being obtained through patwaris; I can at present only supply the areas under each crop last year, with the estimated outturn. It is, however, universally believed that malguzars have large stocks of grain. The malguzar of Naikund, near Ramtek, admitted 300 khandis of grain of sorts. Juari was selling at Katol at 18 to 20 seers to the rupee till a fortnight ago; but the rate rose with a bound to 13 or 14 seers to the rupee. This was probably due to visits from Nagpur agents, with a view to purchasing large quantities.

Figures for 1895-96, with increase or decrease on previous year :—

Kharif.

Rice Transplanted.		Rice Broadcasted.		Juari.	Juari-Tur.	Tur.	Cotton.	Cotton-Tur.	Til.
Irrigated.	Unirrigated.	Irrigated.	Unirrigated.						
13,000	16,000	100	6,700	1,38,500	2,22,000	43,000	34,600	86,600	13,700
Same	Same	Same.	+1,700	+29,000	+20,000	—1,200	—500	—20,000	+4,000

Rabi.

Wheat pissi.	Wheat, other kinds.	Gram.	Linseed.	Til.	Lakh.
1,14,000	2,21,000	24,000	1,19,500	24,300	39,500
—14,000	—2,000	—17,500	—24,500	+15,000	—15,500

The anna outturns were as follows :—

Rice	8	annas.
Juari	16	,,
Cotton	16	,,
Tur	12	,,
Wheat	10	,,
Gram	10	,,
Linseed	12	,,
Til	16	,,

6 (*e*). From the figures given on reverse under head "*d*," the supply in the district should be ample.

7 (*f*). From the figures given under head "*d*," it would appear that there should not be any serious distress, but this is not the case; the anna estimates cover averages of 20 annas in good parts and 4 annas in poorer parts, and though a great many malguzars and tenants must be very well off, the malguzars and tenants of the poorer parts are not, and in those parts those who live from hand to mouth will feel the pinch severely. Every year, when crops fail locally, tenants leave their fields and go to Berar to labour. This year Berar has to look after itself, and immigrants are being turned back.

8. I think, therefore, that it will be absolutely necessary to open test works in all the localities listed under "*b*." The work, however, should be distasteful and severe, at any rate at first, in order to gauge accurately the extent of the need; it has been pointed out that collection and breaking of road metal is the most suitable work for this purpose; but this implies metal roads.

Works that would gauge the necessity in affected parts are :—

	Rs.
1. Raising the class of the Khapa-Patansaongi Road	8,100
2. Ramtek-Salwa (new road, Schedule C., No. 10)	22,750
3. Veltur to Dongargaon (Schedule C., No. 15) -	22,000
4. Nand to Bela and Bela to Bori (Schedule C., Nos. 7 and 8) - - - - - -	41,625
5. Kanholi to Bori (Schedule C., No. 20) - -	17,500
Total - - -	1,11,975

9. The Secretary, District Council, has supplied me with a list of roads. Nos. 3, 5, 6 in his list are the same as 1, 2 and 3 above, and perhaps No. 1 in his list should take precedence of all other proposals; he thinks the District Council may be able to contribute from Rs. 16,000 to Rs. 20,000. I attach his letter to this report; the proposals as to roads and funds, therefore, may be definitely settled on the advice of the executive engineer. With regard to other projects, the Tahsildar, Umrer, reports that a large tank might be constructed, at a cost of Rs. 4,000, at Dhurkheda, near Umrer. This would, he says, irrigate 10 or 20 surrounding villages, and give a good income from singara. This work would have to be undertaken by Government, as no one will undertake it.

10. Between Sawarkhanda and Salwa another tank might be constructed, at a cost of Rs. 5,000. He says that it would irrigate all rice-producing villages within five miles. Gajafar Hussain may undertake this.

The Tahsildar, Ramtek, proposes to improve the tank at Deolapar. It lies in Government forest. He gives no details as to cost or benefit to be derived.

Mr. Nedham noted in his camp diary, dated January 12th, 1896, Sukli, that a well-to-do tenant, Tanba Kalar, had offered to make a large tank if the land to be submerged, belonging to the Bhonsla Estate, were made over to him. It is estimated that a large tank might be constructed, at a cost of Rs. 10,000. The Bhonsla Estate only propose to allot Rs. 4,000* to relief works in this district, and Rs. 9,000 in other districts; but I think this scheme deserves further consideration.

11. In addition to these projects, or, rather, in preference to them, I have instructed Tahsildars, Revenue Inspectors, the Superintendent Land Records and his assistant to encourage private enterprise to the utmost, and to direct all who have not funds for improvements to apply for loans. The works I have suggested are tanks, embankments, stone walls to keep out cattle, and clearing of land. In the course of a fortnight I hope to have a good deal of detailed information on this point. I am issuing a printed letter to malguzars and well-to-do tenants, urging them to undertake such works, as labour will be cheap, and promising sanads of exemption at the next settlement. I propose also to see malguzars, resident at Nagpur, personally. So long as the ryots are not forced to leave their villages, the distress will not be so poignant.

12. In Nagpur Khas, as you are aware, the first work to be undertaken is the filling up of part of the Jumma Talao. The Bhonsla Estate will improve large tanks in the neighbourhood, and the Sausthanik Estate has also in view improvements at Paldi, and a garden near Nagpur. At the same time that these works commence a poorhouse will be opened, supported by private charity.

13 (*g*). On the question of ways and means, it is extremely difficult to form even the vaguest estimate. The municipality calculate on Rs. 3,000 coming to the poorhouse on the very day it is opened; this will include the immigrants from other districts at present supported by private charity at Sitabuldi. They number already 1,500 or more; and as the distress increases, and the information spreads, this number may be enormously increased. Nagpur is, of course, a wealthy city, and should do its best to lighten the burden in less wealthy parts; but I cannot pretend to estimate the extent of the burden which it is undertaking in receiving wanderers from every part. I have already said that I think the distress is less felt, so long as people remain at their villages, and if relief works and charitable relief are started in all affected districts there will be no hardship in returning these wanderers to their homes. If this is approved I would allot a sum of Rs. 5,000 for the purpose of providing each traveller with five days' subsistence on the road. Allowing juari at 11 seers to the rupee, this sum would provide for the return of some 10,000 persons; and I do not think that this figure would be exceeded, as the news would be quickly spread. Leaving aside these travellers, I estimate, after consulting some of the leading natives, that in Nagpur itself we shall have to provide ultimately for some 4,000 on works and 1,000 gratuitous. If, however, the relief is made sufficiently distasteful, this figure may not be arrived at for some months; relief will have to be provided for at least 10 months, viz., till the end of August next—roughly, 300 days. The estimate may be reduced to 3,000 per diem (work and gratuitous), and at 10 to the rupee (which leaves a small margin for management); this gives Rs. 300 per diem, or a total charge of Rs. 90,000. Total for Nagpur, Rs. 95,000. At least Rs. 45,000 of this should be provided from private charity, and the balance must be supplied by a loan raised by the municipality. I should add that the first week of relief works may produce

* Already allotted—Sonegaon, Sakardarra, Indura.

results which will considerably alter my estimate. At present I have practically nothing to judge by.

14. *Kamptee.*—The Cantonment Magistrate, Kamptee, reports that no special measures of relief are necessary.

District.—On information received from Revenue inspectors, the Superintendent of Land Records estimates that the following numbers will come on relief in the different tahsils:—

	No.
Ramtek - - - - - -	8,700
Umrer - - - - - -	5,000
Nagpur - - - - - -	5,000
Katol (no estimate) I should estimate -	2,000
Total - - -	20,700

I think these are high estimates, and especially so the Ramtek figure. If Government jungle is thrown open, I would reduce as follows:—

	No.	
Ramtek - - - - -	3,000	(to include Khapa).
Umrer - - - - -	5,000	(to include Umrer).
Nagpur - - - - -	1,000	
Katol - - - - -	1,000	
Total - - -	10,000	

15. These must be provided for, for some eight months, or 240 days; but I should not expect the whole number to come on relief at once, if the work is sufficiently distasteful. I would reduce the daily average to 7,500; that is allowing for 4,000 or 5,000 to start, and reaching the maximum 10,000 about the end of February.

This gives a total demand of 7,500 × 24 = 180,000. I must again say that there is very little to go on, and that the opening of relief works may cause a considerable alteration in the estimate.

16. I have as yet no information to enable me to estimate for poor-houses and children's kitchens, but I hope that owing to the favourable character of last season, no relief measures will be necessary, beyond providing labour and wages, in the affected parts.

17. The sums available to meet this demand are at present trifling, viz.:—

	Rs.	
District Council.—16,000 (or Rs. 20,000) as per Mr. Bapu Rao's letter attached.		
Court of Wards.—33,000.		This will necessitate in three estates non-payment of debt, and extension of the period. I propose to take three-fourths of debt instalment for relief, and one-fourth for failure of rent.
Bhonsla Estate.—	4,000.	I hope that this figure may be increased, as this estate has only estimated Rs. 13,000 altogether for relief.
Total - - -	53,000	
Balance - -	1,27,000	

Of this balance, Rs. 43,500 might be provided through the Public Works Department for raising the Eastern or Bhandara-road to Class I. So also the road from Khapa to Patansaongi might be raised to Class I. or Class II., at a cost of Rs. 10,000 or Rs. 11,000.

Total through Public Works Department, say Rs. 54,000. The remaining sum of Rs. 73,000 or, say, Rs. 75,000, must be provided for by a loan raised by the District Council. I estimate roughly that possibly Rs. 10,000 may be spent through private enterprise; and Rs. 50,000 if takavi loans can be made to that extent. These sums, however, will be spent in driblets—village by village—and will merely suffice to keep people from resorting to relief works, and will not diminish the numbers already estimated for. This sum of Rs. 60,000, if provided, will give employment to people in their villages at the lowest minimum rates, and should maintain, allowing for men, women, and

children, 16 persons to the rupee.* The same standard of work could neither be expected nor enforced by the malguzars.

Number thus provided for, for say six months, allowing for delay in making the loans $= \frac{2,000 \times 8}{3} = 5,333$. I would suggest that the Municipality, Nagpur, the District Council, and the Court of Wards, should first open relief works to test the value of these estimates. If they are not excessive, the following sums would have to be provided by Government :—

	Rs.
	54,000 through Public Works Department.
	50,000 for takavi loans.
Total - - -	1,04,000

If the loans to the Municipality and District Council were provided by Government this figure would be further increased, viz. :—

	Rs.	
	50,000	Municipality.
	75,000	District Council.
	1,25,000	
Add	1,04,000	
Total - - -	2,29,000	

This figure, however, provides in Nagpur for ten months' expenditure, and in the district for eight months' expenditure, and I think that for the five months, from November till March 31, the end of the financial year, Rs. 1,00,000 will afford sufficient relief.

18. In conclusion, I would suggest that the allotment of takavi loans will be greatly facilitated if the Deputy Commissioner is given final authority to enter in the wajib-ul-arz such terms as he deems just and fair regarding the use of water in any tanks repaired or constructed. If this power is not granted, the work may be greatly hindered and delayed.

A case in point :—

A tank in Mauzah (A) is used only for watering A's cattle; if repaired it would irrigate fields in Mauzah (B). The malguzar of (B) might be ready to spend money on it if he could get the water, but (A) might not agree to this.

19. I have stated that Kamptee requires no special measures, but that was from my remembrance of the closing portion of a letter from the Cantonment Magistrate. He says, however, that more than 1,000 are already being provided for by private charity, and I think it would be as well to add at least this number to the estimate of relief, say 600 on relief, 100 gratuitous, and 300 for the poor-house. They might be brought over to Nagpur and employed on the Eastern-road. Detailed information has been asked for.

No. 528-120. Dated October 29, 1896.

FROM THE SECRETARY, DISTRICT COUNCIL, NAGPUR, TO THE DEPUTY COMMISSIONER, NAGPUR.

WITH reference to your letter No. 7236-364, dated the 27th instant, inquiring as to what alterations the Council have decided to make or have in contemplation to make in their budget for the current year in view of the present scarcity in the district, I have the honour to inform you that the meeting of the Council will take place on November 1, next, when the question above referred to will be settled, and the final result communicated to you without delay.

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* No charge for supervision or shelter.

2. If the Council would approve, the following works provided for in the current year's budget might, in my opinion, be stopped in order to have funds available for relief works, as directed in Section 18 of Chapter III. of Central Provinces Famine Code.

Name of Work.	Amount available.
	Rs.
1.—Reconstruction of School Building at Mandhala, Umrer tahsil	1,168
2.—Koradi Road, Nagpur tahsil	1,000
3.—Repairs to Dumri Road, Ramtek tahsil	1,500
4.—Khapa-Patansaongi Road, Ramtek tahsil	1,000
5.—Construction of Serai at Chandpa, Umrer tahsil	1,500
6.—Construction of Serai at Gumgaon	500
7.—Construction of wells according to sanitation scheme	1,280
8.—Fairs	900
9.—Miscellaneous works	652
Total Rs.	9,500

3. I find that Rs. 11,775 have been provided for maintenance and repairs to District Council roads in charge of the Public Works Department. This department had advised expenditure of only Rs. 2,145 up to end of June last, leaving a balance of Rs. 9,630 to be spent. It is not known how much out of this balance has been spent since, and this may therefore be ascertained from that department; whatever balance may remain unspent on this account, can, I think, be also utilised on relief works.

4. The estimated opening balance on April 1 next, as entered in the next year's budget, is Rs. 11,450. Under the standing orders, the minimum of working balance at the end of each financial year is fixed at Rs. 5,000. Deducting this amount from the estimated opening balance, there would remain a balance of Rs. 6,450 available for relief works. This will of course necessitate the stoppage of certain new works proposed to be taken in hand in the year 1897-98. In this calculation it will be seen that it has been assumed that there will be no falling off in the estimated receipts under the several heads for the current year.

If the Council agree, I think about Rs. 16,000 may be made available for relief works. Looking to the financial condition of the Council, it cannot in my opinion be expected to make a larger contribution.

5. The distress in the interior of the district, especially in the rice-growing parts, is so acute and widespread that the expenditure of Rs. 16,000, or even Rs. 20,000, on relief works will afford very inadequate relief to the poor people. Unless this amount is largely supplemented by Government contribution, and relief works are started at various centres in the district, the distress will not be alleviated to any appreciable extent.

6. In view of their order of urgency, as set forth in the road scheme, their importance as routes of traffic and their proximity to the affected areas, I would suggest that the following roads be taken in hand as relief works :—

1.—*Great Eastern Road.*—This will give work to people from portions of the Nagpur, Ramtek and Umrer tahsils. This road stands first in the order of urgency in the class of roads to be raised.

2.—*Katol to Jallalkheda.*—This will provide work for the north-western portion of the Katol tahsil. It is next in order of urgency.

3.—*Khapa-Patansaongi.*—This will give work to people from portions of the Ramtek and Katol tahsils. This is third in the order of urgency in the existing roads to be raised in class.

4.—*Chimur* viâ *Nand to Umrer.*—This road passes through rice-producing tracts of the Umrer tahsils and will afford relief to the southern and western portions of the tahsil. It is fourth in order of urgency in the class of roads to be raised.

5.—*Salwa to Ramtek.*—This road stands first in the order of urgency in the class of new lines of roads proposed. It will give relief to portions of Nagpur and Ramtek. It will connect Ramtek to the railway station.

6.—*Veltur to Dongargaon on Nagpur-Umrer Road* viâ *Kuhi.*—This will give relief to the northern and eastern portions of the Umrer tahsil. It is second in the order of urgency in the new lines of roads proposed.

7.—*Katol* viâ *Kondhali to Border.*—This is third in the order of urgency in the new lines proposed. It will render relief to the south-eastern portion of the Katol tahsil.

The work to be done in connection with these roads will consist of (1) earth-work where necessary for formation and foundation of the roads, and (2) collection of muram and gitti. It is no use taking in hand works requiring professional skill and artizanship, and the works should only be confined to ordinary road-making, &c.—such as collection of muram, metalling and such other simple processes, where the majority of the people affected will be able to work.

Chanda Prospects, 1896.

The Deputy Commissioner's report is contained in his letters, No. 5715, dated the 20th ultimo, and No. 6053, dated the 31st ultimo. I have since discussed the matter with him. The early cessation of rain has caused bitter disappointment, and will lead to short harvests, especially in regard to the rabi crops. The demand for grain from other parts of India will also cause high prices to prevail. There will be some trouble, no doubt, in realizing revenue. But it is not anticipated that there will be widely prevailing scarcity. At present there is no urgent need, except, perhaps, in the zamindaris to the north-east of the district. Later on there probably will be trouble, which can be only partially relieved by the forests.

2. It is probable that the zamindars as a whole will be able to look after their own people. But the Deputy Commissioner will take up at once the Rajnandgaon-Panabaras road in the extreme north-east of the district for the length which passes through the Ambagarh-Chauki Zamindari. This length is 14 miles, and it would keep 1,820 men employed for six months. It would cost, as a relief work, 21,600 rupees up to the end of the current year (four months). It is very urgent, and should be aligned at once. The zamindari is well able to afford it; and would be much benefited by it if the Feudatory Chief of Rajnandgaon would do his part. The road might be placed under the Executive Engineer, Chhattisgarh Feudatories.

3. There is little, if any, distress expected in Sironcha, which has fair harvests, and is far remote from the other tracts in India from which the great demand comes. I am inclined to think, then, that it will not be necessary to take up the Sironcha tanks at present. But tank work should be taken up in the ryotwari tracts of the Chanda and Warora tahsils. The Deputy Commissioner mentions the tanks Janona and Janala; but I understand that what is required for the latter is mainly masonry work. This will not do much as a relief work, for so much of it must be skilled labour. The Janona tank and the tanks of Ghorpeth and its neighbourhood would, however, be most useful relief works. There are a number of old tanks which have become silted up, and which might be repaired, deepened, or enlarged. The Deputy Commissioner will take this up at once. He has five thousand rupees on hand to go on with.

4. Besides these, the Deputy Commissioner has in view the following relief works, in case necessity should arise:—

(I) Warora-Patalla road, eight miles to be metalled. This road is in Public Works Department charge (Class II.), and could be begun at once. The collection of metal would keep 1,200 men employed for three months, which would cost 10,800 rupees.

(II) Constructing a Class II. road from Chanda by Kotari to Markunda. The earthwork and muram excavation would employ 2,381 men for six months. The section Chanda to Kotari would employ 1,000 men. This would probably suffice for the worst view of the current year, costing for the three months about 9,000 rupees.

(III) The Deputy Commissioner has also the collection of metal for the Mul-Garhchiroli road. This would employ 1,500 men for six months, costing, for the next three months, 13,500 rupees. I do not think that this will be needed during the current year.

5. Besides this the Deputy Commissioner expects landowners to spend about 5,000 rupees of their own money, and to utilise 5,000 rupees more advanced under the Land Improvement Act in the construction and repair of tanks.

6. Finally, he expects that the gratuitous relief of the helpless will cost about 4,800 rupees during the current year; and of this he expects to realise about 1,500 rupees from private contributions.

A. H. L. FRASER,
Commissioner, Nagpur Division.

Dated November 7, 1896.

No. 5715. Dated October 20, 1896.

FROM THE DEPUTY COMMISSIONER, CHANDA, TO THE COMMISSIONER, NAGPUR DIVISION.

WITH reference to your letter No. 7748, dated the 3rd instant, I have the honour to submit the following remarks.

Collecting information for this district when the Tahsildars have to be consulted is a tedious business for want of communications, and this must be my excuse for not complying with your telegram of the 17th until now. As it is, I have received no information from Brahmapuri.

The prospects of this district depend entirely upon whether we get rain within the next three weeks. If we do, then the district is safe. If we do not, relief works will be necessary.

The light rice which is sown on high land has been seriously damaged, and if we get a 2-anna to 4-anna out-turn it is all we can expect. The irrigated rice, which is estimated to be 67 per cent. of the whole, is still safe, and, with rain, should result in a 10-anna out-turn; without rain, nothing higher than a 4-anna to 6-anna yield can be expected.

As regards juari, which is the second in importance of the food crops of the district, the same remarks apply. With rain even up to the middle of November, the harvest should be a fair one; but without, I fear there will be little grain left to garner. From the Assistant Settlement Officer's report on the subject, I gather that half of the area usually given over to rabi crops has already been sown, and that one-fourth more has been ploughed and ready in case rain falls. For the remaining portion nothing can now be done without rain.

Til and cotton have up to date both fared well, and whereas rain would benefit the former, the latter, *i.e.*, the "bani" cotton would suffer. This, however, would be immaterial, as it forms but a small proportion of the cultivated area of the district.

Speaking generally, therefore, and with the information I have at present to hand, I should say that there is no immediate cause for anxiety.

Prices have gone up considerably, and the Banias are exporting grain freely, which will, of course, tighten prices still further; and I am now engaged in collecting statistics on this subject, in order to find out, if possible, what amount of food-grain we have in the district.

In the event of relief works becoming necessary, the following [illegible]arganas will be the first to require attention:—(1) Sironcha, (2) Ghote, (3) G[illegible]l, (4) Wairagarh, including the zamindaris. For the first three the Chanda-[illegible]cha road, and the ryotwari and malguzari tanks will, I think, afford sufficient work[illegible]nsure the safety of the people. For Wairagarh, owing to the Tahsildar's report not[illegible]g to hand, I am unable to make any proposals beyond the repairs of tanks. A[illegible]o the zamindaris, I have written to all the zamindars separately, and the road scheme sanctioned for these Estates under the Court of Wards will provide work for a large number of hands.

In Chanda we will have the ryotwari tanks of Junona and Janala to fall back upon, the Chanda-Sironcha road and the metalling of the Mul-Garchiroli road, should it become necessary to relieve distress in this portion of the tahsil.

In Warora I would recommend as relief works: the Warora-Chimur road, work upon which has already been commenced by the District Council, and the making of a road between Madheri and Warora. This, with tank repairs, would, I think, be sufficient.

In conclusion, I may say that this report is drawn up hurriedly, on hurriedly-obtained information, and although the Tahsildars themselves take a much more gloomy view of the prospects of the district, I am inclined to think that for the present, at any rate, their reports are not borne out by facts.

No. 6053. Dated Chanda, October 31, 1896.

FROM THE DEPUTY COMMISSIONER, CHANDA, TO THE COMMISSIONER, NAGPUR DIVISION.

FROM the Secretariat letter forwarded under your endorsement No. 8296, dated the 24th instant, I gather that what is required is an estimate of what it may be necessary to undertake in the way of relief works should the crops fail entirely, and distress become general throughout the district.

As I have said before in previous letters on the subject, I do not anticipate this state of affairs; but it is possible, and it is therefore expedient to be prepared for the worst.

With this object in view, I have now the honour to place before you a scheme of relief works which will, I think, embrace all parts of the district in which distress may be expected.

On receipt of your endorsement last Sunday, I convened a special meeting of the District Council for Tuesday, and discussed the proposals set before us. By a re-allotment of District Council funds (*vide* A. in the statement) we can get a balance of 3,370 rupees exclusive of the allotments already made to Tahsildars for the ordinary cold weather repairs to roads.

This I have decided not to touch, as it will afford a means of testing as to where the scarcity prevails.

B.—Contributions which may be expected from private charity amount, roughly, to a sum of 10,000 rupees as shown in the statement. This is purely approximate and can be nothing else. It is based on what is expected to be collected in Chanda khas.

C.—The same remarks apply here concerning the subscriptions which may be realised from malguzars and other men of means.

The total estimated balance available under all heads will then be 58,070 rupees. This may seem a very small sum, and it no doubt will be, when compared with other districts, but it must be remembered that for the last four years we have been subjected to a succession of bad harvests, and that as a matter of fact we possess no wealthy men of any sort or description. I have not included the zamindars in this calculation, but I have addressed them all on the subject of the coming scarcity, and if they will only look after their own tenants we shall not require money from them. The matter is, however, receiving my attention. Turning now to the expenditure, the first heading is works to be placed under the control of the Public Works Department.

In drawing up this plan of operations I have considered two things, (1) the Revised Road Scheme of the district, and (2) the locality in which distress may prevail. The two new roads I would propose are:—

(1) Sindewahi-Nandgaon-Chimur.
(2) Markanda-Sironcha.

Both of the above are included in the Revised Road Scheme, and are in every way important,

To be raised in Class—

The Mul-Gunjiwahi-Mendki-Brahmapuri road will afford work to a very populous tract.

Between Chanda and Markanda distress is likely to be felt at a very early date. Warora-Shegaon-Chimur, Warora-Patala, and Warora-Madheri, are the road works I propose to relieve the distress in the Warora tahsil. Garchiroli-Injiwari-Armori and Brahmapuri, and Armori-Wairagarh-Injiwari, I would only take in hand if it becomes necessary to find employment for the people living in the Zamindari area.

I attach a tracing showing the various roads for facility of reference.

Minor Works under District Agency.

The Sironcha-Gogubaku road runs for a distance of 130 miles through the lower taluks, a sparsely populated area, and to raise this in class would mean an expenditure of 1,02,000 rupees. I therefore propose to ask only for 5,000 rupees for necessary repairs; and I think as the juari crop last year was a bumper one, and there is little facility for export, this amount will meet local requirements. The metalling of the Mul-Garchiroli road is an important work, and taps a populous tract.

Next on the list comes work on ryotwari tanks. As you are aware, I have already submitted an estimate for this work, but I have increased it now to 10,000, to cover the tanks in all villages whether the repairs are *absolutely* necessary or not.

Roads under the Public Works Department will, of course, be supervised by that Department, but for other works there is, at present, only one Sub-Overseer and three maistries. It will be necessary then to have at least two more overseers attached to the district, one to assist in the supervision of the general work under this head, including repairs to malguzari tanks, and the other for the special charge of ryotwari tanks.

Poor-houses and Kitchens.

I must confess that I am at a loss to estimate for expenditure under this head. I have tried several means, as for instance taking a percentage of the population of the district, and allowing the minimum rate per head, according to the Famine Code, but the figures are so appalling that I hesitate to put them down, until I receive further instructions on the point. I have had no experience in famine work, but I cannot think that any large expenditure on these very desirable institutions, where famine actually exists, will be necessary in this district.

For the present I have issued orders to arrange to open one in the head-quarters of each tahsil, should it become expedient to do so. It will, however, be on a small scale for the next few months, and will only expand in the event of the total failure of the rabi crops.

G.—Gratuitous relief outside workhouses.

Here again I am quite in the dark, and have put down roughly 10,000 rupees as my requirements.

H.—I have also put down 10,000 rupees under the head "Miscellaneous."

The total expenditure will therefore amount to 2,07,824 rupees, Receipts, 58,070 rupees: Balance, 1,49,754 rupees.

Secretariat Letter No. C-447. Dated, October 22, 1896.

Commissioner's endorsement No. 8296. Dated, October 24, 1896.

ESTIMATED FAMINE RELIEF RECEIPTS AND EXPENDITURE.

ITEMS.		Receipts.	Expenditure.
RECEIPTS.	Rs.	Rs.	Rs.
A.			
Amount available by re-allotment from District Fund budget - -	8,140		
Deduct allotments made to Tahsildars for roads and sanitation - -	4,776	3,370	
B.			
Expected to be collected by public charity :—			
From Warora - - - - - - - - - -	2,282		
„ Chanda Tahsil, including Chanda Khas - - - -	3,000		
„ Brahmapuri - - - - - - - - - -	2,000		
„ Sironcha - - - - - - - - - -	2,000		
Balance available at Warora by subscription for tank repairs -	718	10,000	
Carried forward - - - -		13,370	

Items.		Receipts.	Expenditure.
RECEIPTS—*continued.*		Rs.	Rs.
Brought forward - - - -		13,370	
C.			
Expected to be contributed by private persons from private sources for works of improvement :—	Rs.		
From Chanda Tahsil - - - - - - - -	2,000		
„ Chanda Khas - - - - - - - -	1,000		
„ Warora Tahsil - - - - - - - -	2,000		
„ Brahmapuri Tahsil - - - - - - -	2,000		
„ Superior proprietor, Sironcha - - - - - -	2,000		
„ Lower Taluks - - - - - - - -	1,000		
„ District Fund, Sironcha - - - - - -	1,000		
Court of Wards Estates :—			
Ambagarh Chowki - - - - - - - -	8,000		
Panabaras - - - - - - - - -	2,300		
Gewardha - - - - - - - - -	2,200		
Available under Takavi :—			
Land Improvement - - - - - - - -	6,000		
Agriculturists - - - - - - - -	15,200	44,700	
Total - - - -		58,070	
EXPENDITURE.			
D.			
Works under Public Works Department.			
To make New Roads III-A.			
Sindewai-Nawagaon-Chimur, 24 miles, at 100 rupees per mile - -	2,400		
Markunda-Sironcha, 89 miles, at 100 rupees per mile - - -	8,900		
To raise in Class.			
Mul-Gunjewahi-Mendki-Brahmapuri, III-A to III-B, 42 miles, at 786 rupees per mile - - - - - - - - -	33,012		
Chanda to Markunda, III-A to III-B, 41 miles, at 786 rupees per mile	32,226		
Brahmapuri-Armori-Wairagarh-Garchiroli, III-A to III-B, 36 miles, at 786 rupees per mile - - - - - - - -	28,296		
Armori-Wairagarh Injiwara, III-A to III-B, 15 miles, at 786 rupees per mile - - - - - - - - - - - -	11,790		
Warora Shegaon-Chimur, III-A to III-B, 33 miles, at 150 rupees per mile - - - - - - - - - - -	24,800		
Warora to Patola, II to I, 7½ miles, at 800 rupees per mile - -	6,000		
Warora to Madheri, III-A to III-B, 12 miles, at 786 rupees per mile	9,400		
Total - - - -			1,56,824
Minor Works under District Agency.			
E.			
Improvement of the Sironcha-Gogubaka road - - - - -	5,000		
Metalling Mul-Garchiroli road, 20 miles, at 800 rupees per mile -	16,000		
Ryotwari Tanks - - - - - - - - - - -	10,000		
			31,000
F.			
Poor-houses and Children's Kitchens - - - - - -			
G.			
Gratuitous Relief outside Poor-houses - - - - - -			10,000
H.			
Miscellaneous - - - - - - - - - - -			10,000
Total - - - -		58,070	2,07,824
Additional grant to be provided for *plus* the sum to be estimated for Poor-houses and Children's Kitchens - - - - - - -			1,49,754

BHANDARA PROSPECTS, 1896-97.

The Report of the Deputy Commissioner will be found in his letters, No. 3455, dated the 14th ultimo, and No. 3642, dated the 4th instant. I have discussed the question fully with the Deputy Commissioner.

2. The situation may be briefly stated thus: "The worst portions of the Tirora "tahsil are said to be the Amgaon and Bijili parganas and the unirrigated portion "of the Kamtha parganas (both towards Balaghat in the north), and towards Dawa "in the Sakoli tahsil in the south; also the southern portion of the Tirora pargana "towards the Gaikhuri range. In the Bhandara tahsil, the Ambagarh and Chandpur "parganas and the Pawni haveli tract, south and south-west of the Wainganga, are "likely to suffer most. The worst parts of the Sakoli tahsil are the Partabgarh "pargana in the south and the southern portion of the Kamtha pargana (the country "between the eastern road and Dawa) in the north. It is in these tracts that some "measures of relief are necessary."

3. In the first place, the forests should as far as possible be thrown open for the consumption of fruits and edible roots by the poor. This may necessitate a modification of the contract for mohwa collecting; and orders should therefore be passed soon. The forests should also be thrown open for grazing free to all except Banjaras, Gaolis, and owners of large herds. The forest officer says this would cause a loss of revenue not exceeding 1,000 rupees, that plenty of grazing is available, and that the relief would be very great. The loss of revenue is small, because the ordinary grazing dues have been nearly all collected already. In the second place, zamindars should be constrained to do all they can for their own people. The zamindar of Kamtha is most willing to open his forests, and do all he can. The zamindar of Amgaon is not. Great pressure should be brought to bear upon recalcitrants.

4. In regard to gratuitous relief to the helpless, the Deputy Commissioner estimates that about 4,000 persons will require to be supported at a cost of about 36,000 rupees. Of this sum, he expects to realise about 11,000 rupees from charity. I think that his estimate is a little above the mark for the current year. Probably 25,000 rupees will be required this year, of which 10,000 rupees may be raised by charity, leaving 15,000 rupees for the Government to pay.

5. In regard to private works, it is expected that the Court of Wards will spend about 12,000 rupees in works of great utility in parts requiring relief, that landowners will similarly spend 15,000 rupees of private funds, and utilise about 25,000 rupees of takavi on land improvements. I have found a good number of malguzars willing to spend their money. They realise that this is a year when labour will be cheap, and that this expenditure will benefit them as well as the people. This gives a total of 52,000 rupees for private works.

6. Besides this, the Deputy Commissioner estimates for the following works:—

(I.) Tumsar-Rampaili road to be raised to Class I. It is 27 miles long, and a very important line, connecting also with the Balaghat district where there is trouble. The work, if begun at both ends, would relieve the whole north-west of the Bhandara district, and also part of the south-west of Balaghat. It would employ 2,000 men for eight months; and would cost for four months of this year 24,000 rupees.

(II.) The Phulchur-Gorgaon-Dawa-Arjuni road. This would be a most useful road connecting the Great Eastern road and the south of the district with the line of rail. It would, if begun at both ends, relieve the Kamtha pargana and the Sakoli tracts. It is 26 miles long, the earthwork, muram excavation, and collection of metal would employ 3,380 men for six months. For three months the cost would be 30,420 rupees. It has to be aligned, and should be ready for 1st January. It can wait till then if takavi is promptly given, and the zamindars help us. I think 20,000 rupees would probably suffice for the current year.

(III.) Amgaon to Kulpa, two miles, in the Bhandhara district. This is a very important road to a very good bazar, and connecting with the Kulpa-Lanji road in Balaghat. The work would support 520 men for three months, and would cost in the present year 4,680 rupees.

(IV.) Pauni-Bhiwapur road, 8 miles. It would connect with the Nagpur-Chanda road at Bhiwapur and open out the Pauni *haveli*. It will probably be required in January. It would employ 800 men for six months, costing 7,200 rupees in the current year. It has to be aligned; and this should be done as soon as possible.

A. H. L. FRASER,
Commissioner, Nagpur Division.

Dated November 7, 1896.

No. 3454. Dated October 14, 1896.

From the DEPUTY COMMISSIONER, BHANDARA, to the COMMISSIONER, NAGPUR DIVISION.

WITH reference to secretariat letter, No. C. 377, dated the 1st instant, received under your endorsement No. 7748 of the 3rd idem, I have the honour to report as follows on the agricultural prospects of this district.

2. The peculiar character of the current year's rainfall has had a detrimental effect on the prospects of both kharif and rabi crops in more than one way. On the one hand the exceedingly heavy fall during July and the early part of August caused some damage to juar; from many places, too, reports have been received of tank embankments having burst through stress of water, and thus much water, which would have been of inestimable value later on, was wasted. On the other hand, the almost total cessation of rain since the close of August has caused the common rice sown on bardi land and that growing on high ground to dry up almost entirely; similarly ploughing and sowing operations for the rabi crops have been much retarded; what has been sown and germinated is now drying up for want of moisture.

3. Rice is by far the most important crop in this district. Common rice, sown on bardi soil and on high ground, which has not had the benefit of tank irrigation, is practically a total failure; the same remark applies to a small portion of the better sort of rice, which though sown in the vicinity of a tank, has not been thoroughly irrigated, owing to the scarcity of water. Any rain that may fall now cannot save the common rice, though it may improve the other. The outturn of common rice is estimated at from *nil* in the Bhandara tahsil to about two annas in the rupee in the Tirora and Sakoli tahsils. The outturn of the better sort of rice, which has been insufficiently irrigated, is estimated at about 4 annas in all three tahsils; a good shower now would probably raise the outturn to six or eight annas. On the other hand, the best sort of rice which has been well irrigated and which is still receiving tank water, will yield a good outturn; it is estimated, according to the amount of irrigation received, at from eight to 12 annas in the Sakoli tahsil and from 12 to 14 annas in the Tirora tahsil; the latter estimate may also be accepted for Bhandara.

4. Juar is not very largely sown in this district; it is practically confined to the Waingana valley and to some parts of the Sakoli tahsil. This crop was damaged by excessive rain in August, and is now drying up for want of moisture. The outturn is estimated at about eight annas. The remaining kharif crops are of little importance.

5. Turning now to the prospects of the rabi crops, much depends upon whether rain falls within the next three or four weeks or not. Large areas usually sown with rabi crops are now lying fallow, and there is no hope of their being cultivated unless rain falls. Even then, some of the rabi crops, such as popat, kultha, and urud will not be able to be sown as the time for sowing has passed. Wheat, gram, and linseed may be sown, but the out-turn of crops sown so late will not be large. On the other hand the early sown rabi crops, which are now springing up, are drying up for want of moisture, and will be a comparative failure if rain does not fall very soon. If timely rain falls, the out-turn is estimated at from 8 to 12 annas in Tirora, and about 8 annas in the Sakoli tahsil, otherwise the out-turn is not expected to exceed 2 annas. The same remark applies to the Bhandara tahsil, where, however, the area under rabi crops is small.

6. It is now necessary to see what parts of the district will be most affected by the probable failure of kharif and rabi crops respectively. Tracts where the crops were

comparatively good last year will naturally suffer less than those where the crops have been poor for the last three years. In the Tirora tahsil the Mundhri (Kardi) pargana, lying to the east of the Wainganga, between the river and the Gaikhuri range, in Bhandara tahsil the Chauras or Wainganga valley portion of the Pauni pargana, and in Sakoli the well-irrigated parts of the Sangarhi pargana, all had fairly good crops last year. However complete the failure of the current year's crop may be, these tracts are not likely to suffer so much as others. Moreover, since last year's rainfall was almost identical in character with the current year's fall, the same causes which led to the crops being fairly good in these tracts last year operate this year also; the prospects of the crops are better here than elsewhere, though in the Chauras much depends on rain within a short time. In the Tirora tahsil the prospects of the Rampaili pargana north of the Wainganga are also reported to be fairly good.

7. The rest of the district suffered a good deal last year, owing to the deficient outturn of the rice crop. As regards present prospects, the worst portions of the Tirora tahsil are said to be the Amgaon and Bijli parganas on the east, and the unirrigated portion of the Kamtha pargana, both towards Balaghat in the north and towards Dawa in the Sakoli tahsil in the south; also the southern portion of the Tirora pargana towards the Gaikhuri range. In Bhandara tahsil the Ambagarh and Chandpur parganas, and the Pauni *haveli* tract, south and south-west of the Wainganga, are likely to suffer most. The worst parts of the Sakoli tahsil are the Partabgarh pargana in the south, and the southern portion of the Kamtha pargana (the country between the eastern road and Dawa) in the north.

8. It is in these tracts that some measures for relief will most probably be necessary if rain holds off much longer; in the unirrigated portions of these tracts rain will make no difference, and relief measures will be necessary in any case. If no rain falls at all, relief may be necessary in the Chauras also.

9. As regards the form of relief to be adopted, I would invite attention to the prescribed Famine Statement C, submitted with this office letters Nos. 1541 and 1649, dated the 30th April and 7th May 1896 respectively, which gives the number of persons who could be provided for on roads and other works, sanctioned and unsanctioned. I would, however, remark that the Tumsar tank referred to therein has already been practically completed, and that the metalling of the Bhandara circuit road has had to be indefinitely postponed for want of funds. Many of the roads entered in Famine Appendices IV. B, IV. C, and IV. D will serve as relief works. In the Bhandara tahsil, work on the Tumsar-Katangi road would relieve distress in the Ambagarh and Chandpur parganas; the Pauni-Bhuyar road could serve as a relief work for the Pauni *haveli*; if measures for relief are required in the Chauras the Kardha-Adyar-Pauni road is available. In the Tirora tahsil, work on the Amgaon-Baila (in Balaghat) road, and on the Amgaon-Satgaon road, with an extension to Deori-Kishori on the Great Eastern road, would relieve the Amgaon and Bijli parganas; the latter road, though useful, would, however, only pass through a small portion of the distressed tract. A better line would be from Phulchur to Dawa and Dawa to Sakoli; this would relieve the southern portion of the Kamtha pargana and the most distressed portion of the Sakoli tahsil; in the alternative, work on the existing Phulchur-Sakoli road, which, however, does not actually pass through the middle of the worst tract, would, no doubt, attract many labourers. For the northern portion of the Kamtha pargana a road from Rajegaon (on the Gondia-Balaghat road) to Beni on the banks of the Wainganga would afford relief. The residents in the southern portion of the Tirora pargana would find relief on a road from Tirora to Chorkhamara. The Tumsar-Rampaili road passes through country which is not reported to be specially distressed, but work on this road would, no doubt, attract labour from Ambagarh, Chandpur, and Tirora parganas. For the relief of the Partabgarh tract a road from Kasari, an important bazaar in the Chichgarh zamindari, to Sakoli, *viâ* Nawegaon, is suggested. Many of these roads have already been proposed to be constructed or raised in class, the reasons for which have been fully detailed in previous correspondence.

10. But before embarking on any scheme of relief works, it seems necessary to ascertain to what extent distress actually exists in the district. For this purpose a test relief work, with wages fixed at rates slightly below the ordinary market price of labour, is required. At the present price of grain, 10 seers per rupee, the wages for relief workers of Class C (able-bodied persons not accustomed to labour) would be R. 0. 1. 7. for males, and R. 0. 1. 6. for females. The latter rate appears high. R. 0. 1. 6. for males,

and R. 0. 1. 3. for females, would, I think, be a reasonable rate to fix for a test relief work. The present market rates of labour are about R. 0. 2. 0. and R. 0. 1. 6. respectively. For the purpose of starting a test relief work the deepening of the Tumsar tank and the Gondia tank appears to afford sufficient employment. The President, Minor Municipalities, informs me that the Committee are prepared to spend Rs. 500 on the work at Tumsar; the work at Gondia has been estimated to cost Rs. 2,000, of which Rs. 1,000 has been contributed by the Zamindar of Kamtha. These works would not afford employment to a very large number of people, but people from the adjacent villages would, no doubt, flock to the work. Taking the number, character, and status, &c., of these people into consideration, and comparing the prospects of the tracts from which they come with those of the other tracts mentioned above, it ought to be possible to form some idea as to the necessity of relief works elsewhere. I therefore propose to have these works started as soon as possible under professional supervision.

11. However useful roads may be as a means for providing employment for a large number of people, they do not, except to a limited degree, tend to prevent scarcity in the future. In this district at least the means of communication are nowhere so deficient as to isolate any tract especially liable to scarcity from the more fertile parts. Failure of crops is directly due to deficient irrigation; any work that tends to increase the irrigated area is far more useful as a preventive of famine than any road can be. If zamindars and malguzars can be induced to construct tanks in villages which have suffered for the last two years from scarcity of water, they will at once give employment to many distressed labourers, and at the same time afford their tenants the means of preventing the recurrence of such a calamity. A few zamindars and molguzars will, no doubt, be prepared to construct such works at their own expense; such are the Zamindar of Kamtha and the Malguzar of Limba in the Tirora tahsil; in Bhandara, Asaram, Patel of Bamni, Khusali, Patel of Dongri, Rama, Patel of Mahakepar and Raoji, Patel of Bhuyar. Others might be willing to take a loan from Government for this purpose. If this suggestion is approved of, further enquiries will be made, and lists drawn up of persons willing to take takavi for this purpose. The present balance in hand is only Rs. 1,033 under the Agriculturists Loans Act, and Rs. 950 under the Land Improvement Loans Act; a special allotment would, therefore, have to be made to the district for this purpose.

12. I have also the honour to forward copy of a letter, No. 537, dated the 30th September, from the Secretary, District Council, to my address, in which he proposes that, in view of the distress prevailing among the labouring classes, the Local Government be moved (*a*) to throw open the Government forests for the removal of dead firewood and grass by head-loads, (*b*) to allow mohwa, gulli, and other edible fruits to be gathered free, and (*c*) that certain works be taken in hand at once. To take the third point first, it is necessary to remark that the only funds available are 7,000 rupees sanctioned for the Pauni-Kardha road; if, as seems probable, there is no necessity for constructing this road at present, it will be for the District Council to consider how best to spend this money. The Bhandara waterworks have also been sanctioned, and are to be commenced shortly; the other works mentioned in the letter have already been referred to above.

13. The other suggestions of the District Council have been discussed with the tahsildars, the divisional forest officer, and the zamindars of Kamtha and Amgaon. The annual receipts from the sale of dead firewood are said to be about 2,000 rupees. It is suggested that people should now be allowed to pick up this wood free and sell it in the nearest bazaar. It is doubtful whether this would benefit people in the interior of the district, where there could not be any large demand for firewood; the only people who would gain would be those living in the vicinity of towns, but even here the demand for firewood would be reduced, owing to hard times, while at the same time the supply would be largely increased; the value of a head-load would thus be trifling, and would not repay the labour of collecting and bringing it for sale. The same arguments apply to the proposal to allow grass to be removed free by head-loads. It would, moreover, be very difficult to exercise sufficient check over the people collecting grass and firewood to ensure that the privilege was not abused by persons who were not intended to be included in it. I do not, therefore, recommend that this suggestion be complied with.

14. The proposal to allow mohwa and other edible roots and fruits to be removed free is more practical, and would, no doubt, afford relief to the poorer classes. It would involve a loss to Government of about 3,600 rupees, which is the sum for which the

contract for the collection of minor forest produce has been leased out for the current year. I propose that this proposal be approved of and the sanction of the Local Government applied for. It has been suggested that if this concession is granted by Government, zamindars and mulguzars should give the same permission to their tenants. Rao Bahadur Indraraj Bhan, zamindar of Kamtha, has willingly agreed to this, but the zamindar of Amgaon has expressed his inability to forego any part of his income from mohwa (which he estimates at 2,000 rupees) unless a corresponding concession is granted to him regarding takoli. This is, of course, out of the question. It is, however probable that many zamindars and malguzars will agree to allow their tenants free mohwa, if the Government forests are also opened for this purpose; the high price of mohwa—seven or eight rupees a khandi instead of two rupees as usual—will, however, no doubt afford an inducement to some to sell all they can.

15. It has also been proposed by the Secretary, District Council, that bamboos should be allowed to be removed free of charge, and that free grazing should be permitted. With regard to the first suggestion, it is only necessary to say that the arguments adduced against the proposal to allow firewood and grass to be removed free apply equally here, and that it would mean the useless sacrifice of a considerable item of revenue without corresponding advantage to the persons for whose benefit the concession was to be made. Free grazing, on the other hand, might be allowed in the open forest; it would not be allowed in grass birs which have been sold nor in the closed areas. The open areas can afford sufficient grazing for all cattle that are likely to resort to them.

Banjaras, Gowlis, and other owners of large herds would not be allowed free grazing, nor would the concession apply to people of other districts; it would be confined to the cattle of *bonâ fide* agriculturists. It is estimated that the grant of this concession would involve a loss of about 1,000 rupees to Government.

No. 537. Dated Bhandara, September, 30 1896.

From the SECRETARY, DISTRICT COUNCIL, BHANDARA, to the DEPUTY COMMISSIONER, BHANDARA.

OWING to the failure of rain at the close of the season, the paddy crops growing on the fields which have no tanks for irrigation purposes are drying up. Consequently the price of rice in the district has risen; therefore considerable distress prevails amongst the labouring classes in the district. I therefore beg that you will kindly recommend to the Local Government to have the Government forest in the district thrown open for removing and picking up of dead firewood and grass, so that the poor people may, by selling these, earn their livelihood.

2. As there is now no chance of rain, most probably the rabi also will suffer and the distress will be more keenly felt. I would therefore suggest for your consideration, that the Government forest may be thrown open for picking mohwa, gulli and other edible fruits, so that the people may not die from starvation.

3. To enable the labouring classes to earn their livelihood, I would suggest that the following works might be taken on hand immediately:—

(1) Kardha to Pauni-road, for which 7,000 rupees have been sanctioned.
(2) Bhandara water works.
(3) Deepening of Tumsar tank.
(4) Construction of Gondia tank or well.
(5) The general repairs of roads under the District Council.

No. 3642. Dated Bhandara, November 4th, 1896.

From the DEPUTY COMMISSIONER, BHANDARA, to the COMMISSIONER, NAGPUR DIVISION.

I HAVE the honour to submit the following report on the probable expenditure in this district on famine relief from 15th November 1896 to 31st March 1897, as requested

in Secretariat letter No. C. 447, dated the 22nd October 1896, received under your endorsement, No. 8,296 of the 24th idem.

2. Before going into actual figures, I desire to state that I offer these statistics with considerable hesitation and great doubt as to their accuracy. The whole question of famine relief in the district depends, to a large extent, on the amount of rainfall, if any, within the next month or two; even if it is assumed that no rain will fall, still the actual number for whom relief will be required must necessarily be a matter of guess work; so long as this fundamental factor remains undetermined, it is impossible to estimate, with any pretence to accuracy, the expenditure likely to be incurred. I would, however, add that even if the future proves as disastrous as it now threatens to be, I believe the necessary expenditure will not be found to have been underestimated in the following figures.

3. Famine Statement C,* which must, I presume be taken as the fundamental basis in this inquiry, shows 30,000 as the maximum number of persons for whom relief may be required daily in the event of serious famine; columns 4 to 7 of this statement and the covering letter give details of the works on which 29,000 persons could be employed for a period of three months. This figure (30,000) has been arrived at in accordance with instructions contained in Revenue Department circular letter No. 4,670, dated the 9th November 1895, by taking 25 per cent. of the totals of side-heads 37 (field labourers) and 388 to 396 (road and general labourers), of Table XVII-B of the Census Report, Part II. The total number of persons included in these side-heads is 118,909, viz., 33,617 males and 85,292 females; classifying them by age according to the proportion obtaining in the district as a whole, I find that only 46,888 (viz., 12,768 males and 34,120 females) are between the ages of 20 and 50; and there are 18,843 children between the ages of 10 and 20; the rest are either under 10 or over 50 years of age and cannot, therefore, be taken into consideration as labourers.

4. From the fact that the totals of columns 4 to 7 of Statement C. are supposed, as far as possible, to equal the figure in column 3, I presume that the 30,000 persons referred to are all able-bodied labourers fit for work. Columns 4 to 7 show how 29,000 of them can be employed. With reference to column 4, it is necessary to remark that the Tumsar tank is now practically complete, and as no new work has since been sanctioned, the figure in that column must be nil. This then leaves work for 28,000 adult male labourers. In famine relief work the number of women and children is, I believe, invariably greatly in excess of that of men; this is in itself not surprising, considering that the labouring population are apportioned as follows, viz., 20 per cent. adult males, 55 per cent. adult females, and 25 per cent. children of both sexes over 10 years of age. Assuming a woman to do two-thirds of a man's work, and a child to do one third, I find that the works entered in columns 5 to 7 of the statement would provide employment for three months for about 43,000 persons in the proportion of 8,600 adult males, 10,750 children, and 23,650 adult females. $\left\{28{,}000 \times \frac{100}{(10 + 55 \times \frac{2}{3} + 25 + \frac{1}{3}}\right\}$ The period we are at present considering, however, is one of $4\frac{1}{2}$ months; the number of persons who could be supported for this longer period could be only two-thirds of the above or, say, 28,700 (5,700 males, 15,800 females, and 7,200 children) out of a total of 65,731 of the labouring classes between 10 and 50 years of age. Considering that distress is not likely to spread with equal severity over the whole district, and that the maximum number is not likely to require relief until towards the close of the period under consideration, I am inclined to consider the above estimate too high. As a daily average for the next four and-a-half months, I would not recommend the adoption of a higher figure than 20,000; this would represent 4,000 adult males, 11,000 adult females, and 5,000 children between 10 and 20; they would perform work which, under ordinary conditions, would be done by about 12,000 able-bodied male labourers.

5. The next point for consideration is the cost of maintaining these 20,000 persons for $4\frac{1}{2}$ months. This, of course, depends largely on the price of grain. For the present I assume an average rate of nine seers per rupee. Taking a fair proportion of labourers of A., B., C. and D. Class (A., 10 per cent.; B., 30 per cent.; C., 40 per cent.; and D. 20 per cent.); and assuming they are paid wages at the rates laid down on page 54 of the Famine Code, I find that 1,000 male labourers would cost about 116 rupees per day, and 1,000 female labourers would cost 108 rupees; for children I assume an all-round rate of nine pies each, this brings the cost of supporting 1,000 children to 46 Rs. 14a. 0p. per

* Submitted with this office letter, No. 1649, dated 7th May 1896.

day. Thus the daily wages of these 20,000 people would amount to 464 rupees (for 4,000 males) plus 1,188 rupees (for 11,000 females) plus 234 rupees (for 5,000 children), total 1,886 rupees, or say, 1,900 rupees. This would come to 57,000 rupees per month, or 2,56,500 rupees for the period from 15th November to 31st March.

6. These figures leave out of consideration the case of children under 10 years of age, and aged persons over 50. According to the district average of 31 per cent. and 13 per cent. respectively, these should be 37,712 children and 15,457 persons over 50 years of age among the labouring classes. It is difficult to say how many of these will require relief. No doubt a large proportion of the children will be supported by their parents on the works, although, as a matter of fact, the famine wage is not supposed to support more than the person actually receiving it. But we must be prepared to relieve a large number of children whose parents will not be able to support them even if they do not actually abandon them. Indigent persons are even now in many cases getting rid of their children by selling them to more prosperous persons; as distress increases the number of such purchasers will naturally diminish. In the case of old and infirm labourers probably a large proportion will have to be supported by charity; they are the first to be abandoned by their relatives when the pinch of want is felt. Assuming that only 15 per cent. of the aged, and less than 10 per cent. of the children, will have to be supported by charity, this gives over 2,300 aged, and 3,400 children. The monthly cost of supporting an aged pauper can certainly not be less than two rupees, for children I assume a rate of one rupee. The monthly cost of supporting these aged persons and children will then amount to about 8,000 rupees, or 36,000 rupees for a period of 4½ months.

7. Gratuitous relief to persons in their own houses is, I presume, to be discouraged, and is not likely to be necessary except in extreme cases. I estimate the amount of expenditure under this head at 1,000 rupees for the whole period.

8. Miscellaneous expenditure (such as allotments to the police for forwarding wanderers to poor-houses) is not likely to be large; a sum of 1,000 rupees should, I think, be sufficient.

9. The total estimate of expenditure is thus as follows:

	Rs.
(*a*) For relief of men, women and children on works - -	2,56,500
(*b*) For gratuitous relief of children and aged in poor-houses and children's kitchens - - - -	36,000
(*c*) For gratuitous relief to persons in their own houses -	1,000
(*d*) Miscellaneous purposes - - - - - -	1,000
Total - -	2,94,500

10. It now remains to be seen from what sources this expenditure is to be met. Beginning with Head (*a*), I will first take the case of private persons starting works of improvement (such as tanks, &c.) either from their own funds or from Government loans. The number of persons who would spend their own money is not large; the Settlement Officer estimates the amount such persons would spend at about 13,000 rupees. Complete lists are not yet available for the whole district, but in the Tirora tahsil people are said to be able to spend 10,000 rupees on these works. On the whole I do not think it would be safe to estimate expenditure under this head at more than 15,000 rupees for the whole district. Applications for loans, on the other hand, are likely to be numerous, and a large sum may be expended in this way, more especially if the rate of interest is reduced or altogether remitted. The Settlement Officer informs me that he could distribute 20,000 rupees in a week, and "the people would be crying for more." On the whole, I think an estimate of 35,000 rupees would not be excessive under this head. If, however, the rate of interest is not to be reduced, I would not estimate more than 25,000 rupees. This, with the 15,000 rupees to be provided from private funds, would raise the expenditure to 40,000 rupees. According to the figures given in Paragraph 5, this sum should suffice to support about 16 per cent. of the persons requiring relief for a period of 4½ months.

11. Turning now to other works, I find that in Famine Statement C., the construction of the Bhandara waterworks is said to be able to afford employment for 4,000 labourers for three months. This seems to me to be a high estimate. I understand that

the amount provided in the estimate for expenditure on unskilled labour is only 25,000 rupees. According to the figures above given, this should be sufficient to support about 10 per cent. of the persons requiring relief, *i.e.*, 2,000 (400 men, 1,100 women, and 500 children) for a period of 4½ months. But the work is not a suitable one to be undertaken as a famine relief work, nor are any measures for relief likely to be necessary in the immediate vicinity of Bhandara. It will be better therefore to leave this work out of consideration.

12. Sixteen thousand eight hundred persons still remain to be provided for at a cost of 2,16,500 rupees. Of this amount, I estimate that the District Council will be able to contribute not more than 8,000 rupees towards the cost of such works as the Gandia tank, the metalling of the Bhandara Circuit road, and the construction or improvement of some of the roads entered in Famine Appendices IV.-B. and IV.-D. The only heads from which money can be re-appropriated is from the provision of 7,000 rupees for the construction of the Paunikardha road, and 1,075 rupees from village sanitation. This leaves a sum of 2,08,500 rupees to be provided by Government.

13. With regard to the sum of 36,000 rupees which has been estimated to be required for the relief in poor-houses and kitchens of the aged and of children, it is difficult to say what proportion of this sum can be met by public charity. For the last month or two poor-houses, supported entirely by private subscriptions, have been in existence at Tumsar, Tirora, and Gondia, in this district, and 200 or 300 persons have been supported at each place. At Tumsar and Gondia, however, these poor-houses have been closed during the last few days for want of funds; that at Tirora is also said to be likely to be closed soon. During the next few days I hope to visit all these places, and draw up subscription lists, in which people will bind themselves to contribute a certain sum monthly for the next four or five months. Similar action will also be taken in Bhandara. In the absence of any information as to the amount people are likely to subscribe, it is somewhat difficult to frame an estimate under this head. I do not, however, think it would be safe to count on subscriptions amounting to more than 2,500 rupees per month; for the period under report this would represent an expenditure of 11,000 rupees, leaving a sum of 25,000 rupees to be contributed by Government.

14. The expenditure under heads (*c*) and (*d*) (paragraph 9) will be defrayed by Government; the money will be distributed through the police.

15. The above figures may be exhibited in the following tabular statement:

STATEMENT showing probable Cost and how to be Met.

COST.									HOW TO BE MET.							
On Works.		On Gratuitous Relief.				Miscellaneous.		Total.	On Works.			On Gratuitous Relief.		Miscellaneous.	TOTAL.	
No.	Cost.	In poor-houses and kitchens.		Otherwise.		No.	Cost.		Private Persons.	Bhandara District Council.	By Government.	By Private Persons.	By Government.	By Government.	By Government.	Otherwise.
		No.	Cost.	No.	Cost.											
	Rs.		Rs.		Rs.			Rs.								
20,000	2,56,500	5,760	36,000	?	1,000	?	1,000	2,94,500	40,000	8,000	2,08,500	11,000	26,000	1,000	2,35,500	59,000

* Includes allotment under Land Improvement Loans Act of 25,000 rupees.

16. With reference to paragraph 2 of the letter under reply, it is only necessary to add that of the total expenditure shown under head (*a*) in paragraph 9, 2,16,500 rupees will be spent on works to be carried out on estimates prepared by the Public Works Department. As far as I know there are no Public Works Department works to be carried out, but the works already referred to (*viz.*, Bhandara waterworks, metalling of Circuit-road, construction and repairs of roads in famine Appendices IV. and IV. D.) will all be carried on on Public Works Estimates. The balance, 40,000 rupees, will be spent on minor works, such as embankments, tanks, wells, &c., under district supervision. There are no minor works under the district council of sufficient importance to be considered in this connection.

17. The works on which I would recommend a start being made are (1) the Tumsar-Rampaili road, to be raised to Class I.; (2) the construction of a Class I. road

from Amgaon towards Kulpa in the Balaghat district, of which about two miles would be in this district; (3) the raising of the Sakoli-Phulchar road to Class I., or, in the alternative, he construction of a new Class I. road from Phulchar *vid* Goregaon and Dawa, to the Great Eastern road near Arjuni; and (4) the construction of a Class I. road from Pauni to Bhiwapur. According to Famine Appendices IV. and IV.-D., these works would give employment to 3,620, 350, 4,680, and 1,450 labourers respectively for four and a-half months, giving a total of 10,100. Considering the large proportion of women and children included in the figure of 16,800 given in paragraph 12, I believe the above works will be found to give employment to all those who will seek relief up to the close of the current official year.

BALAGHAT PROSPECTS, 1896-97.

The views of the Deputy Commissioner and Settlement Officer on this subject are set forth in the Deputy Commissioner's letter, No. 3,403, dated the 28th ultimo, and its annexure. This district will suffer more than any part of the division. The opening of the forests for the collection of edible roots and fruits, and (if possible) for free grazing for agricultural cattle, will be a great boon, especially in the Behir tahsil and in the south-west of the district. The latter also will be much helped by the liberal grant of takavi, for there are a number of landowners willing to spend money in the south-west. Acute distress has, however, already begun in the Behir tahsil and in the Lanji tracts on the south-east of the district.

2. I have discussed the matter, since receiving the report, with the Officiating Deputy Commissioner (Mr. Hallifax), and the Settlement Officer (Mr. Mayne), and also with the late Deputy Commissioner (Mr. Chitnavis). It is estimated that about 4,000 people may require gratuitous relief, at a cost of about 36,000 rupees for the current year. Of this, about 6,000 rupees may be expected to be met by charity, leaving 30,000 rupees to be met by Government. I believe that this estimate will be found to be excessive if relief works are promptly started. But I do not cut it down.

3. It is anticipated that landowners will spend about 10,000 rupees of their own money in tank construction and repairs, and that about 50,000 rupees can be utilised as takavi; total, 60,000 rupees.

4. Besides this, the following works are estimated for :—

(1.) The Burha-Behir direct road to be made and have muram collected. It is estimated in the famine schedule at 5,377 men for six months; call it 4,600 men for seven months. This would cost under ordinary conditions about 55,000 rupees, but must be set down for Behir at 65,000 rupees for the four months of the current year. It would meet the wants of the Behir people of all parts; for they are easily moveable. The project is, I understand, ready, and ought to be begun at both ends without delay.

(2.) Lanji to Kulpa (and one mile more towards Amgaon Station, *i.e.*, to the boundary) 16 miles. This is a very distressed tract, and a most important line of communication. The Road Scheme Famine Schedule (Appendix IV. c.) shows this as employing 2,176 men for six months. Labour is ready to hand; and the alignment should be taken in hand at once. The work is urgently required on both sides of the border, but especially on the Balaghat side. Taking 2,200 men for three and a-half months in the current year gives 23,100 rupees, say 23,000 rupees.

(3.) The Lalbarra-Waraseoni-Rampaili road has been aligned and could be begun when required. It continues the Tumsar Rampaili road. The Deputy Commissioner believes that it is required this year, and should be started as soon as possible. It is 20 miles long (including five miles in the Bhandara district). It is estimated to employ 2,600 men for six months. If the Waraseoni to Rampaili section were at once taken in hand, it would employ about 800 men for four months, at a cost of 9,600 rupees, say 10,000 rupees. That (with the forest relief and private tank construction above referred to) would probably suffice for the current year.

(4.) The Deputy Commissioner is also of opinion that the survey of the Balaghat-Lanji road should be taken in hand in case of need.

5. The Deputy Commissioner is at present utilising the allotment for tank construction in the ryotwari tracts.

A. H. L. FRASER,
Commissioner, Nagpur Division.

Dated November 7, 1896.

No. 3403. Dated Balaghat, October 28, 1896.

From H. F. HALLIFAX, ESQ., I.C.S., OFFICIATING DEPUTY COMMISSIONER, BALAGHAT, to the COMMISSIONER, NAGPUR DIVISION.

IN compliance with the instructions contained in paragraph 1 of Secretariat letter, No. C. 377, dated the 1st instant, forwarded under your endorsement No. 7,748 of the 3rd instant, I have the honour to forward herewith a report, drawn up by the Settlement Officer and myself in consultation, on the agricultural prospects of the district, and the measures for relief which it appears to us advisable to take. The report follows the lines laid down in Section 14 of the Famine Code, 1896.

2. An extensive series of crop experiments is being conducted by the District and Settlement staff. The results will be communicated as soon as the rice harvest is completed.

REPORT on the Agricultural Prospects of the Balaghat District for the year 1896-97, and the Measures for Relief which it appears advisable to take.

A.—The rainfall this year has so far been very similar to that of last year, with the exception of there having been no rain in October; and, as was the case last year, the early cessation of the monsoon has caused immense damage to the rice, by far the most important crop in the district. Last year's drought led cultivators to take greater care in the matter of repairing their tanks and securing an adequate supply of water; but the irrigated area forms so small a portion of the total area under rice, and of the area recorded as irrigated so small a portion has received anything like an adequate supply of water owing to the smallness of the tanks, that over a considerable area the outturn will be very low indeed, lower considerably than last year's, when the crops received a couple of inches of rain in October. Further, urd lakhadi and linseed in the black and brown soil tracts, comprising half of the lowlands of the district, form, by far, the most important second crop. These are sown "utera," that is broadcast among the standing rice, at the close of the monsoon, and require, for successful germination, moderate rain in September. Last year the area double-cropped, which is practically coincident with the area under these three crops, declined by 71 per cent. in the portion of the district which has come under attestation, and this year there appears to be a similar decline below normal in the "utera" area. Very slightly over one-quarter of the amount sown in a normal year has germinated, and the plants that have come up are stunted for want of moisture. Last year's October rain enabled nearly the normal amount of wheat and gram to be sown. This year the sowings have decreased to a large extent, and over considerable areas where these crops have been sown they have failed to germinate The tur crop is so far good, and even if no rain comes will give a fair outturn, but the area under tur is very small. Makkha has given a bumper crop in the Baihar tahsil, and has for the time materially relieved the distress of the aboriginal inhabitants, who subsist largely on it. The harra (myrobalan), which last year gave a bumper crop, is a failure this year, and a large number of Gonds and others of the less civilised tribes who find employment for a couple of months every year in collecting harra, are this year without their usual employment. Kodon-kutki, which are of fair importance in the uplands of the district, have been somewhat damaged by the drought.

The following is an estimate of the outturn of the rice crop :—

Balaghat Tahsil.—Irrigated land (one quarter, or a little more, of the total area), 10 annas. Good and fair unirrigated land (one-half of the total area), six annas. Poor

irrigated land (one quarter, or a little less, of the total area), one to four annas, say three annas. Average for the Balaghat tahsil, six to seven annas.

Behir Tahsil.—Irrigated and fairly good unirrigated land (one quarter of the total area), nine annas. High-lying unirrigated land (three-quarters of the total area), three annas. Average for the Baihar tahsil, four to five annas. The damage done, especially in the Balaghat tahsil, varies widely, often from field to field. Alongside a field bearing a fair crop are not rarely to be found fields in which the crop is so absolute a failure that the cultivator cuts a portion merely as fodder, and allows his cattle to graze over the remainder. As a rule the malguzars and well-to-do tenants hold practically all the good land, and though none of them can find the year a profitable one, some few may escape with only slight loss. But the case of the poorer tenantry is very different. With most of them the irrigated or low-lying area, if they have any, bears a very small proportion to the total of their holdings, and the malguzars having taken the lion's share of the water for irrigation. Many of their nominally irrigated fields have received only a single allotment of a few inches of water. Their harvest will therefore be quite inadequate to carry them on for the next year.

Even if the rabi crop were to turn out to be as good as last year's (which is extremely unlikely), the condition of the people would be such as to cause grave anxiety. Few of the malguzars are men of substance, and although they live comfortably enough in ordinary years, they have no large reserves. The partial failure of last year's harvest coming on the top of several years in which the crops have been below the normal, has nearly exhausted the resources of all but a small handful of well-to-do men. The absence of large money-lending firms, and the consequent tightness of capital, renders it difficult for the landlords of the district to obtain money save on ruinous terms, even if they mortgage their villages, where they have not done so already. Although the rents of the districts, which are comparatively light, were mostly collected last year, the interest due to malguzars by their tenants was not nearly so fully paid up, and the repayment of the principal of loans was rather the exception than the rule. Hence, complaints were numerous last hot weather that the malguzars were refusing to make the customary advances to their tenants, and this year the same evil will appear in a greatly aggravated form. Unless, therefore, large takavi advances are made to malguzars, they will, as a body, cease to perform their essential duty of agricultural capitalist, and many of them, being pressed by their creditors, will become hopelessly embarrassed.

The tenants of the Balaghat tahsil were hard hit last year, but with the exception of the aboriginal tribes they were able to retain their holdings, though with considerable difficulty. The Gond tenantry of the Balaghat tahsil absconded in large number, and mainly on their account the occupied area in the tahsil shows a decrease of 1¾ per cent. This figure is below the mark, as many fields have been left in the names of tenants who will probably not return. In the Baihar tahsil the bulk of the tenantry is little above the level of the labouring classes, and with them the distress is more acute. The Baihar tenants, however, almost all live in or near large stretches of jungle, and can provide for themselves in time of scarcity better than the Gonds and other servants in the lowland villages. Still, the tenant area has decreased in Baihar by 9 per cent., a figure which does not include all the actual cases of abandonment of holdings. Many of these labouring classes in the Balaghat tahsil, finding that the malguzar or other person employing them was reducing his staff, absconded to the Berar or elsewhere in search of work, or emigrated to the Assam tea gardens. A certain number drifted into the most important villages in the district, and died there of starvation or disease due to want of food.

B.—Area and Population likely to be affected.—Few villages are without a tank of some sort, but in few of them does the irrigated area extend to half the village, and in none has every tenant got irrigated or low-lying land. The distress is then universal throughout the district, but varies from village to village. For the inhabitants of a few villages, where the outturn is well above the average of the district, or the malguzar is well-off and does his duty by his tenants, no measures of relief will be necessary. Villages of this kind are, however, few and scattered, and it may therefore be said that relief works are necessary over the whole district, that is, they should be accessible to the distressed tenants and labourers of every village. The uplands are worse off than the lowlands both in the outturn of the crop and in the possession of capitalists, but they are thinly populated, whereas in the lowland tracts the population is as dense as in any part of the Central Provinces. The poorest portion of the district is the eastern half of the Baihar tahsil, comprising the Raigarh and Bhimlat parganas. Tanks are fewer and the

cultivators less intelligent. The harvest has been a greater failure there than in any other part of the district, and special efforts will have to be made to prevent the whole tract relapsing into waste, as the tenants are of migratory habits. The following statement shows the area of each tahsil of the district, the population and the density to the square mile:—

	Population at last Census.	Area recorded in Village Papers.	Population per Square Mile.
	No.	No.	No.
Balaghat khalsa - - - - - - -	209,360	652	321
Ditto zamindari - - - - - - -	87,179	666	131
Total - - -	296,539	1,318	225
Baihar tahsil - - - - - - - -	86,792	909	95
BALAGHAT DISTRICT - - -	383,331	2,227	172

C.—Character of Communications.—The communications are good in the lowlands and bad in the uplands. In the west of the district, Katangi, the chief town of the pargana of that name, is connected by a fairly good road with Tumsar on the Bengal-Nagpur Railway. The centre of the Balaghat tahsil is within easy reach of the metalled road from Gondia (Bengal-Nagpur Railway) to the district head-quarters. The south-east of the Balaghat tahsil runs to within four miles of Amgaon Railway Station and the north-west is connected by a good road with Balaghat, an important trade centre in the Seoni district. Fair cart-tracks connect all the villages in the lowlands with the principal lines of road during the open season. In the uplands of the Balaghat tahsil, which consist mainly of jungle, there are hardly any roads, nor is there any need for them. In the main plateau of the Baihar tahsil communications from village to village are mostly good, but there are no metal or muram roads, and the tract as a whole is shut off from the outside world. The approaches to it are difficult ghats, with the exception of one good road with an excellent ghat at Bhondwa, but this is a circuitous route for reaching the Balaghat tahsil or the railway, and is mainly of use to the western portion of the uplands only. The upper plateau (Raigarh) is still worse off in the matter of communications. The Bhesan ghat by which one ascends from the lower plateau is a difficult one, and Raigarh is more accessible from Manla by the Motinala road than from any part of the Balaghat district.

D.—The condition of the Grain Stocks.—Trustworthy information as to the extent of the grain stocks in the district is not forthcoming. There was a considerable scarcity of seed-grain last June. The net cropped area of 1895-96 is 12 per cent. below that of the previous year, and it is probable that this year's figures will show a still larger decrease. Few of the tenants had any appreciable stocks of grain left for food purposes last hot weather, and juari was steadily imported from Gondia. As soon as the roads were practicable after the monsoon closed, the imports again commenced, but high prices at Gondia and elsewhere have temporarily checked them. Last year the high prices obtainable for rice caused a good deal of it to be exported, but this year there is no probability of any considerable export as prices show no sign of falling, though a large portion of the rice has been harvested.

E.—Sources from which supplies of Food may be obtained.—It is hoped that food will be obtainable in sufficient quantities from the stations on the Bengal-Nagpur Railway through which the exports from this district ordinarily go—Tumsar, Gondia, and Amgaon. Unless the failure of harvests is as great there as in Balaghat, the Seoni and Mandla districts will supply grain for the north-west of the Balaghat tahsil and the north of the Baihar tahsil. The east of the Baihar tahsil ordinarily gets its supply of grain in time of need from Kaloti in Raipur.

F.—Proposed measures of Relief.—The following are the roads on which work might be started. They are arranged in order of urgency, regarded as measures of relief:—

(i.) Baihar to Balaghat.

(ii.) Baihar to Motinala. This passes through the worst tract and will provide work for the north of the Bhimlat and the whole of the Raigarh pargana. Work for the south of Bhimlat will be found in the construction of ryotwari tanks.

(iii.) Baihar to Mandla (*vid* Boda).

(iv.) Lanji to Kulpa. This would require to be completed in the Bhandara district to Amgaon. It would be of great service both as a relief work and as a means of communication to the Lanji pargana and the Bhadra zamindari, and might well be metalled.

(v.) Balaghat to Bhondwa. This has been surveyed.

(vi.) Lalbarra to Rampaili (*vid* Waraseoni).

(vii.) Balaghat to Lanji. This road will be of considerable use for traffic through the lowlands, and no other relief work can be found that will so effectively provide employment for the large area through the heart of which it passes. It has not been surveyed.

Nos. (i) and (vi) are believed to have been surveyed. The papers are with the Executive Engineer, Plateau Division. Nos. (ii), (iii), (iv) and (vii) are III–A. roads, and might all well be raised in class to Class II. if the survey can possibly be pushed through in time.

The Lanji-Kulpa road would be of immense service to Lanji and Bhadra, and would be a feeder-road for the Bengal-Nagpur Railway. In the Baihar-Motinala road the Bhesan ghat may cause some difficulty, and a survey of it would be advisable, if the survey of the whole road cannot be completed in time. It is impossible for the district authorities to estimate with anything like correctness the amount of money required to carry out these works. This is the business of the Public Works Department. No estimates of the probable cost are given in the Famine Appendices. For tanks there is a sum of 5,000 rupees already sanctioned for ryotwari villages, and work is to begin at once at Bansuli, Basimkhar and Parsatola in the Baihar tahsil. A proposal for the construction at Baihar of a tank for a small sum has already been submitted to the Commissioner. A very few malguzars may be induced to start embanking tanks in their villages. Last year the Settlement Officer managed with considerable difficulty to get about 4,000 rupees spent by malguzars and well-to-do tenants in providing work in this manner. If tanks be constructed and repaired on a much larger scale, a number of persons will be supplied with work at their own doors, and a considerable amount of relief afforded, but the malguzars will require substantial assistance from Government. They are not willing to take loans, foreseeing the difficulty they will have in repaying them. Loans on very easy terms might, however, be accepted. They would have to bear little or no interest, repayment of the first instalment would have to be postponed for a year or two, and, in some cases, repayment of some part of the principal might be remitted. From 20,000 rupees to 50,000 rupees could without much difficulty be spent in this way, provided that the terms of repayment are easy. Besides these tanks to be built by the malguzars, there are several places in which tanks could be constructed or in some cases repaired, so as to irrigate several villages each. There is no hope of any malguzar undertaking the work even with the assistance of a Government loan, and it might well be undertaken by Government. If the other measures fail to provide adequate employment, further reports and estimates on this point will be submitted. In Baihar the present three ryotwari tanks will not suffice. Projects for more tank construction will be drawn up and submitted later.

The question of advances for seed-grain is not so urgent as that of advances under the Land Improvement Loans Act, as no rabi sowings can be effected now, but substantial provision will be required under this head next year, very far exceeding any amount that has ever yet been required in this district. It will be absolutely necessary to suspend all repayments of takavi due this year. A poor-house has been started at Balaghat, at which some 150 or 200 persons are fed daily by private subscriptions. So far the subscriptions only just exceeded 100 rupees per mensem. As this was miserably inadequate, subscriptions are now promised to the extent of about 500 rupees per mensem for eight months from 1st November. At Lalbarra and Waraseoni two poor-houses were started, in each of which about 60 persons received two small meals daily. Both these houses have been closed for want of funds. Efforts will now be made to re-open them, and also to systematise gratuitous relief at other places. Further report on this subject will be submitted later.

No. 4415. Dated Nagpur, November 16, 1896.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner Central Provinces, to the COMMISSIONER OF THE NAGPUR DIVISION.

Sir,

I am directed to acknowledge the receipt of your letter, No. 8676, dated the 7th November, in which you report on the prospects of distress in the districts forming your Division, and submit proposals for dealing with it where it is expected to occur. The Chief Commissioner, since his return to Nagpur, has had the advantage of being able personally to discuss the matter with you, and I am now to convey the following remarks and orders on your report.

2. The time has not yet arrived for forming a definite estimate of the out-turn of the kharif harvest as a whole, still less of the probable results of the rabi. In parts of the Division where juari is an important crop it is still uncut, and a good deal of the rice still remains to be reaped: tur (or arhar) is only now coming into flower, and on the whole does not promise badly. It is only when the whole kharif harvest has been cleared off the ground, and extensive crop experiments have been carried out for the purpose of controlling the general estimates of out-turn, that a satisfactory approximation to the actual results of the harvest can be arrived at. As regards the rabi, the land placed under wheat, Mr. Lyall understands, is not much less than the normal area, and germination has not so far been unsatisfactory. Rain in November or December would greatly affect the prospects of this important crop, and there is at present no reason to fear that we shall not have the ordinary cold weather rains. The linseed is reported to have already succumbed to drought, but the gram (though this is not a very important crop here) may be expected to fare like the wheat if rain falls at the usual time.

3. Notwithstanding these uncertainties, however, on the issue of which the future will mainly depend, the situation already presents features which are likely to be permanent. It is certain that the rice harvest, especially in Balaghat and Bhandara, will be very poor over wide areas, and that the people of the tracts where it is the main staple will be much straitened for food. The great rise of prices, due rather to the demands for export than to apprehensions arising from local failure, has everywhere produced much distress among the poorer classes, which can only be met by affording them employment at wages which will enable them to live. Of the five districts of your Division, you anticipate with some confidence that there will be no severe distress in Wardha and Chanda. In Nagpur there are parts of the district, especially Umrer in the south, along the Wardha border in the north-west, and the hilly parts of the Ramtek tahsil in the north-east, where pressure is expected; but the main part of the district, the Katol tahsil and the country about the capital, does not appear likely to cause anxiety. In Balaghat and a large portion of Bhandara, on the other hand, you expect acute distress, especially in the former district, where the need of immediate relief is most urgent.

4. Your estimates of relief expenditure likely to be required up to the 1st April next, taking an outside figure, amount to 5,33,416 rupees, of which you expect that Government will have to meet 2,87,916 rupees, the balance, 2,45,500 rupees, coming from private sources (48,500 rupees for gratuitous relief and 1,97,000 rupees for works of improvement in private estates). You think, however, that the demand for assistance from Government might without risk be cut down to 2,29,000 rupees, of which 21,470 rupees can be met from local funds, leaving 2,07,530 rupees to be provided from Provincial resources.

The Chief Commissioner, after discussing the matter with you, thinks that your estimate may be accepted as a sufficient working basis on which to proceed, and has much pleasure in acknowledging the care and foresight with which you have prepared it He also desires to acknowledge the liberality with which, especially in the districts of Nagpur and Bhandara, private charity has come forward to meet the emergency.

5. Turning now to particular districts, he finds that in Wardha the metalling of the Wardha-Paunar road, five miles long, has already been started as a test relief work. The work is estimated to cost about 6,750 rupees, and will employ 750 men for three months. This work is approved. The only other work proposed in this district is the metalling of the last eight miles of the Pulgaon-Arvi road, which will cost about 11,000 rupees, and afford employment for 1,200 persons for three months. This work will not be taken in

hand unless experience shows that it is required. You are accordingly authorised to start it when you consider it necessary to do so. In this district nearly all the distress that at present exists is among immigrants, chiefly from Balaghat and Bhandara, who have as usual gone to Berar for the annual harvest work, and have been turned back in consequence of there being no employment available there. These will be relieved by private charity.

6. In Nagpur such distress as exists is at present due partly to the same cause as in Wardha—the return of disappointed immigrants to Berar, who only require to be fed and enabled to reach their homes, and partly to the throwing out of work of the weaver population (Koshtis and Momins) on account of the competition of the weaving mills and the low price of cloth. The cost of relief to these classes, so far as it is gratuitous, will be largely met by public charity, and the Chief Commissioner approves of your appropriating 10,000 rupees to this object.

In this district many useful works of agricultural improvement, which will afford much employment, are expected to be taken in hand, partly from the funds of estates under the Court of Wards, partly from the private resources of land-owners, and partly from advances under the Land Improvement Act. For the last-mentioned purpose you ask for a grant of 25,000 rupees, which the Chief Commissioner hereby sanctions.

To meet the distress in the Umrer tahsil you propose to take in hand the metalling of two lengths of the Nagpur-Chanda road, one of eight miles from Umrer westwards, and the other of 15 miles from Umrer to Bhiwapur. The first length you suggest should be started at once as a test relief work. These proposals are approved. In the north of the district you propose the construction of a metalled road, six miles long, from Patansaongi on the Nagpur-Chhindwara road to Khapa, an important mart where there are many distressed Koshtis. This road has to be aligned before work can be commenced, and the Secretary in the Public Works Department will be asked to have this done as soon as possible.

In the north-west, the metalling of the Kalmeshwar-Katol road, which has already been constructed, will be kept in reserve, as a work to afford relief in case of its being required in this direction. It will also serve the northern portion of the Arvi tahsil of Wardha, should relief be needed there.

7. In the Chanda district it is not expected that pressure will become severe anywhere before January next. In the Khalsa portion of the district some work on ryotwari and other tanks (for which the Deputy Commissioner already has an allotment of funds), and the collection of metal on the Warora-Patalla road, will provide all the employment which seems likely to be necessary; but you ask that the survey and alignment of the Chanda-Kotari-Markanda road (the first section of the southern road towards Sironcha) may be put in hand at once to provide for possible eventualities. The Chief Engineer will be requested to have this taken in hand as soon as possible. For gratuitous relief it is thought that 3,500 rupees will suffice for the remainder of the current year.

In the zamindaris the population, except in the north-eastern corner in the Ambagarh Chauki zamindari, is exceedingly sparse, and it is probable that the zamindars will be able to meet the requirements of their estates. You desire, however, that the Rajnandgaon-Panabaras road, of which 14 miles pass through the Ambagarh-Chauki zamindari, should be aligned at once, in order that its construction may be proceeded with as soon as possible at the cost of the zamindari; and you suggest that it should be put in charge of the Executive Engineer, Chhattisgarh Feudatories, and that the Feudatory Chief of Rajnandgaon should be addressed with reference to the construction of that part of it which passes through his State. This matter has been separately referred by you, and the Chief Commissioner has accepted your proposals, and referred them to the Public Works Department for examination and further orders.

8. The Bhandara district is one of the two in which most distress is anticipated, chiefly in the north-east, (the Tirora tahsil), the east (Sakoli tahsil), and the south (Pauni-haveli). Test relief works will immediately be opened at Gondia and Tumsar in the first-mentioned tract. The Conservator of Forests, Southern Circle, will be requested to open the forests for the collection of fruits, mohwa and edible roots by the poor, and for free grazing to all except Banjaras, Gaolis, and professional cattle breeders who own large herds. The Chief Commissioner understands that it will be possible to make arrangements by which the privilege of gathering mohwa free for home consumption will not interfere with its collection for commercial purposes, which will still be leased as usual. Mr. Lyall has heard with gratification that the Zamindar of Kantha has liberally opened his zamindari forests in the same manner as the Government forests will

be opened; and he trusts that upon the matter being properly represented to him the Zamindar of Amgaon will also do the like.

For gratuitous and poor-house relief you estimate that 25,000 rupees may be required, of which 10,000 rupees will be raised by private charity, leaving 15,000 rupees to be defrayed by Government.

This is a district in which much useful expenditure on tank construction and repair is possible, and you ask that, in addition to the amounts which will be contributed from private funds and Court of Wards Estates, 25,000 rupees may be put at your disposal for land improvement loans. The Chief Commissioner sanctions this allotment.

As regards works for the relief of those seeking employment, you consider that the road from Phulchar on the line of Railway *viâ* Gorgaon and Dawa to Arjuni on the Great Eastern road should be aligned at once, so as to be ready by the 1st January. The Chief Engineer will be asked to make arrangements for this being done.

Next to this in importance as a relief work you place the metalling of the Tumsar-Rampaili road, already constructed. This you intend to employ as a test work at Tumsar. Your proposal is sanctioned.

Another road which you desire to have surveyed as soon as possible, both for the relief of the north-east corner of Bhandara and the south-east portion of Balaghat, is the Amgaon-Kulpa-Lanji road. And in the south, you propose that the road from Pauni to Bhiwapur should be aligned, so as to be ready (in connection with the work on the Umrer-Bhiwapur line in the Nagpur district) early in January. The Chief Engineer will be asked to arrange accordingly.

9. Balaghat is the district in your Division which gives cause for most anxiety; acute distress has, it is stated, already set in in the Behir tract above the ghâts, and in the Lanji tract to the south-east. The people consist largely of aboriginal races of poor physique, who have no reserve resources, and readily succumb to distress; and the district has, in 1895 and the early part of the current year, already passed through a time of severe pressure. The failure of the rice crop has been general, the district being protected to a much less degree than Bhandara by tank irrigation.

You recommend the opening of the forests for the collection of edible fruits and roots, and for free grazing for agricultural cattle. This proposal is sanctioned. You consider that 30,000 rupees may be required from Government for gratuitous relief for the helpless poor, 6,000 rupees being met from private charity.

For works of agricultural improvement you have already made some provision from the allotment made on this account to your Division, and you ask for a further grant of 35,000 rupees, which the Chief Commissioner hereby sanctions.

For employment for the able-bodied poor, you propose that the Burha-Behir direct road, the project for which is, you understand, ready, be started at once at both ends. To this the Chief Commissioner agrees. He understands that you have already opened work on this road as a test relief work.

Next, to meet the demand for labour in the south-east, you place the Lanji-Kulpa road, already referred to, against Bhandara. This should be aligned at once, and the Chief Engineer will be asked to arrange for this being done.

Thirdly, the Lalbarra-Waraseoni-Rampaili road project is ready, and a portion of it has, you understand, already been started as a test relief work. You think that this road might stand over for the present, till it is seen how far the land improvement work, to be carried out from loans, provides employment in this locality for the people. To this the Chief Commissioner agrees.

Mr. Lyall understands that you do not at present press for the survey of the Balaghat-Lanji road, the fourth in the list given in your memorandum.

10. The Chief Commissioner has already, in my letter No. 4302, dated the 11th instant, placed at your disposal a grant of a lakh of rupees for famine relief purposes in your Division. The orders now given will enable you to distribute this sum, under the provisions of Article 137 of the Central Provinces Famine Code, among the districts of your Division.

This letter further places at your disposal a grant for Land Improvement Loans of 85,000 rupees as follows :—

	Rs.
Nagpur District	25,000
Bhandara District	25,000
Balaghat District	35,000

When relief operations have been started and the situation is further developed, you should report again in good time should the necessity of a further allotment of funds become apparent.

I have, &c.
H. H. PRIEST,
Chief Secretary.

No. 8739. Dated Nagpur, November 25, 1896.

From COLONEL J. A. TEMPLE, ESQ., COMMISSIONER, CHHATTISGARH DIVISION, to CHIEF SECRETARY TO THE CHIEF COMMISSIONER, REVENUE DEPARTMENT, CENTRAL PROVINCES.

SIR,

WITH reference to Secretariat letters Nos. C-380 and C-350, dated respectively the 1st and 22nd October, I have the honour to forward copy of a letter No. 6445, dated the 18th instant, from the Deputy Commissioner, Sambalpur, on the agricultural prospects of his district.

2. It will be seen that he anticipates little or no scarcity in the Khalsa portion, and that pressure, caused by the high prices of grain in other centres, may be expected to be relieved by the construction of tanks by Gaontias themselves.

3. The situation in the zamindaris of Phuljhar and Borasambar is not so satisfactory. But these estates are under the Court of Wards and have funds available. A further report is promised regarding them when the Deputy Commissioner has visited them himself.

4. The worst part of the district is the so-called zamindari of Chandarpur-Padampur This estate is, however, not really a zamindari at all. The villages are all settled with the Gaontias as in other parts of the district, the difference being that they pay their revenue to the zamindar or talukdar instead of to Government. Consequently the tract may, I think, be treated as part of the khalsa area. I asked the Deputy Commissioner to give me more precise information as to what relief would be required there, and now forward copy of his reply with a sketch map.

5. He recommends that the road between Dabra and Kursia Railway Station (13 miles) be constructed, if necessary, as a famine work, the total cost being, at 2,000 rupees a mile, 26,000 rupees. Three other roads are also suggested, but I do not think that they would be equally useful, nor indeed that they will be necessary. But steps have been taken to have the survey of these roads carried out by the Public Works Department Sub-Divisional Officer.

6. The estimate for the district will be as follows :—

	Rs.
Works under Public Works Department	26,000
Minor works under District Agency—approximately	1,000
Poorhouses and children's kitchens (very doubtful)	3,000
Gratuitous relief (very doubtful)	500
Miscellaneous	500
Total	31,000
Deduct—	
Re-appropriations by District Council	3,400
Private charity	3,900
Total	7,300
Balance required for Provincial Funds	23,700

A further sum of from 12,000 rupees to 15,000 rupees may be expected to be required as takavi, but as this will be all recoverable, it is not entered as chargeable to Provincial Funds.

I have, &c.
J. A. TEMPLE, Colonel,
Commissioner.

No. 6445. Dated November 18, 1896.

From R. A. B. CHAPMAN, Esq., I.C.S., Deputy Commissioner, Sambalpur, to the COMMISSIONER, Chhattisgarh Division.

With reference to your letter No. 8089, dated the 30th October 1896, forwarding certain letters from the Second Secretary to the Chief Commissioner, calling for a detailed report as to the agricultural prospects of the district, I have the honour to reply as follows.

The district is a very long and straggling one, and I have only just completed a rapid tour of nearly 200 miles through all the typical portions.

I forward herewith a map of the district, which will show at a glance the area affected by the scarcity.

2. The rainfall this year was very excessive. The average rainfall in the Sambalpur District is between 50 and 60 inches. This year it was considerably over 80 inches. The rain entirely ceased early in September.

The staple crop of the district is, of course, rice. The rice on the high lands called *at* is reaped at the end of August and early in September. Consequently the at crops were generally not affected by the early cessation of the rain. *At* lands are generally held by the poorer classes of tenants, so that though the outturn from *at* lands is always meagre, in this particular, at all events, the poorer tenants have not been at the mercy of the unfavourable season.

Of the other three classes of soil—bahal, berna and mal-bahal—lands are always irrigated; mal and berna lands may or may not be irrigated.

The Sambalpur District is famous for its tanks. The rich portion of the district is that where the natural formation is a succession of undulating hills and valleys which lend themselves readily to the making of tanks.

The people are adepts at placing their embankments in such a way as just to catch the gentle drainage of a sloping piece of land without endangering their strength by subjecting them to the danger of being carried away by heavy floods. It is just where this undulating character of the soil exists, and has been taken advantage of for the building of tanks that the crops have escaped the evil effects of the drought. But for the tanks the drainage would have been universal. As it is, the regions which have suffered have been, first, the level portions of the district, which do not offer the same natural advantages for the making of tanks; secondly, land lying under the hills on which both crops and embankments have been washed away by heavy floods; thirdly, jungly tracts, where however suitable the soil may have been for the building of tanks, the people have been too poor to do so; and fourthly, tracts bordering on the large rivers (especially the Mahanadi) where crops have been washed away wholesale by the floods. In such tracts as usual the people resorted to the transplanting of rice over the area devastated by flood, but owing to the cessation of the rain the transplanted crop died before coming into ear. There has been one cause of damage which seems to have been nearly universal throughout the district—a small winged insect called bamha, which fattens on the milk of the growing ear. Fortunately the insect is very local in its ravages; one field only out of a large number will often be found to have been attacked. The damage, however, from this insect has been infinitesimal as compared with that caused by the floods and drought.

The accompanying map will show at a glance that the area affected is after all a limited one.

Crop experiments show that irrigated rice has not suffered at all. In fact many of the irrigated crops I saw could not have been finer. Crop experiments are, I think, somewhat a fallacious method of gauging the outturn of a village as far as rice is concerned. Deprived of water, unirrigated crops at a certain stage die off very rapidly, and it is just a question whether the crop will ripen before this stage is reached. As a consequence it is not infrequent to find half the unirrigated crops in a village flourishing and half absolutely withered.

Before proceeding to deal in detail with the various portions of the district, I will deal with the minor crops of the district. These, I regret to say, have failed to a considerable extent owing to the drought. Fortunately these crops hold a very subordinate place in comparison with rice, and though the loss of these crops will interfere undoubtedly with the comfort of the people, it does not seriously affect the question of famine.

Nowhere have I seen til yielding more than a six anna crop. Urad and kulthi have failed to a still greater extent. Mung, which depends less on rain than on dew, will give from 8 to 10 anna crop. None of these crops are ripe yet, so I have been unable to carry out any crop experiments upon them.

The following table shows the proportion which the area under these crops bears to that under rice throughout the khalsa portion of the district:—

	Acres.
Rice - - - - - - -	489,412
Urad and Mung - - - - -	39,433
Kulthi - - - - - -	11,801

3. I will now take the various portions of the district in detail.

I think it may safely be said that none of the tracts to the east of the Mahanadi give any cause for anxiety. I saw a good deal of this part of the country in October when a portion of the crops had been cut, and from personal observation and from reports I have received, I should put down the crops throughout this portion of the district at 12 to 13 annas. The whole tract is well supplied with tanks and is, in my opinion, the most consistently prosperous part of the district. Crossing the river the crops at Attabira, Bargarh, Remanda, Bheran and Sohella are certainly not worse than 12 annas, in many places better.

At Attabira coarse rice was selling at 18 seers to the rupee. A crop experiment on irrigated and manured mal land gave a return of 2,500 lbs. of unhusked rice to the acre, the standard laid down for such soil in the Revenue Book Circular being 900 lbs.

At Remanda rice was selling at 16 seers to the rupee, at Bheran at 17 to 18 seers.

Two crop experiments at Bheran gave the following results:—

	Lbs.
Mal, unirrigated and unmanured - -	500
Berna ditto - ditto - -	1,800

the standard being 700 lbs. and 1,200 lbs. respectively.

The Zamindar of Barpali admitted a 14 anna crop of rice all over his zamindari. A crop experiment on unirrigated and unmanured mal gave a return of 580 lbs. to the acre, and rice is selling at 18 seers to the rupee.

At Bargarh rice is selling at 17 seers to the rupee. A crop experiment at Bargarh on unirrigated, but manured, mal gave a return of 980 lbs.

The crops in Bijepur are reported to be much the same as those of Barpali.

4. We have now dealt with the whole of the part of the district unaffected by drought, and it would be well here to say what I know about the grain stocks in this portion. This is the second bad year in succession which the district has suffered, but, speaking generally, the same portions of the district escaped the scarcity last year as have escaped it this year. A large export in grain is undoubtedly going on. In October of this year 34,000 maunds of rice were sent away by train as against only 2,000 in the same period in the previous year, but it must be remembered that this grain comes from a very large area. Sonpur, Patna and Kalahandi are all sending grain to the railway. If the grain was only being exported from the Sambalpur District, prices

would already have been much more affected than they have been. Gaontias are, I believe, in general, fully aware of the importance of keeping sufficient grain in the district for the year's consumption and also for seed-grain next year. Sambalpur is bordered for a considerable distance by States hitherto untapped by the railway, and grain being exported now from these tracts would be arrested in Sambalpur if there was any real scarcity.

From inquiries I have made, however, I am confident that there are and will remain ample grain stocks in the district for the needs of the year.

Taking at random the statements of five Patwaris of the Bargarh Circle, I find that there are grain stocks in the following proportion of their villages:—

Bargarh Circle.—Out of 5 villages, stocks in 3 amounting in all to 1,100 purugs or about 5,500 maunds (old rice).

Sarsara Circle.—Out of 4 villages, stocks in 2 amounting to 450 purugs or 2,250 maunds (old rice).

Patarla Circle.—Out of 5 villages, rice in 4 villages amounting to 750 purugs or 3,750 maunds (old rice).

Khutpali Circle.—Out of 5 villages, rice in 3 villages amounting to 370 purugs or 1,850 maunds (old rice).

Deogaon Circle.—Out of 8 villages, rice in 8 villages amounting to 950 purugs or 4,750 maunds (old rice).

These figures leave out of consideration the stores of rice kept by tenants for their own consumption, and only refer to stocks to be used in grain lending. They are irrespective of the new rice.

These Patwaris and the Revenue Inspectors of the Circle are unanimous in saying that these stocks are for the present being kept intact until at all events the returns of the present harvest have been ascertained. This circle may be taken as a specimen of the rest of the prosperous parts of the district. There is, I think, no fear of a general depletion of stocks here.

5. The first signs of bad crops were to be seen in the villages to the south of the Barapahars, and within three or four miles of the hills. The soil here is bad, the villages are jungly, and the crops have been subject to severe floods. The map will show the whole of this tract as giving a 4 to 6 anna outturn.

The following villages in this tract are the worst off:—

Bengitora - -	4 annas	
Raotpara - -	6 ,,	
Kajuria - - -	4 ,,	
Tala - - -	4 ,,	In the Kharsel Zamindari.
Banjipali - -	4 ,,	

A crop experiment in Roatpara on unirrigated, but manured, mal land gave a return of 1,350 lbs. A large proportion of the rice in Raotpara had withered altogether.

I do not think it will become necessary to open any special relief-works in this tract. It borders on villages which have escaped the scarcity. Gaontias of prosperous villages are fully aware of the advantages of the cheap labour which the scarcity will bring, and with a very little encouragement, which I shall not fail to give them, will provide labour for destitute villages by digging tanks in their own. I am addressing a general letter to all Gaontias bordering on distressed tracts to this effect. The Gaontia of Raotpara has consented to take a takavi loan and repair a tank in his village, and the Gaontia of Bengitora to build a tank at his own expense. I have ordered the Tahsildar to camp through this portion, and see if he can make arrangements for the digging of more tanks.

There is one splendid relief-work which might be undertaken if the scarcity really becomes acute here, which I do not apprehend,—a road up the Kajuria ghât into the Barapahar forests. This can be kept in reserve.

6. Proceeding into the Barapahar Range I found that crops had suffered severely throughout the Lakhanpur valley. In Lohara-Behera hardly any crop had been reaped at all owing to floods. It is proposed to make this a forest village, and to draft into it villagers turned out of a number of villages to be afforested this year. There is an old tank out of repair in the village which, if put in order, will bring a large tract into cultivation, and supply land to a large number of ousted villagers. I propose that this

tank should be repaired by the Forest Department at the cost of 500 rupees. This will afford work to several villages where crops have failed. I have addressed the Conservator on the subject.

The villages here are poor and there are large grain stocks at Butli and Lakhanpur. The population of the Lakhanpur valley is only some 7,000.

There is not, and never has been, any export from this valley, and rice is selling at 20 seers to the rupee.

The Gaontias of 12 villages agreed to make tanks—

Lakhanpur	Without takavi.
Katikhoj	
Babibira	
Gourpali	
Chal	
Tilaimal	
Chakramal	
Khola	
Uttam	With takavi.
Banjipali	
Lethar	
Lelar	

A crop experimemt at Lakhanpur gave the following results :—

Mal unirrigated and unmanured - - 124 lbs.

I think there will be no necessity for relief-works in the Lakhanpur valley if the Gaontias act up to their promises.

7. The population of the Ambabona Circle is about 15,000. The outturn here is generally from 6 to 10 annas. Grain is selling at Ambabona at 16 seers to the rupee. Considerable export is going on. There are grain stocks in about one-third of the villages. Many of the villages are poor and jungly.

The Gaontias of the following villages have agreed to build tanks at their own expense :—

Malipali, Ruchida, Narangpur, Sambalpuri, Jharpuli, Kaunpalla, Beherapali, Dwari, Tarakona, and Dolapali;

and the following Gaontias if takavi is given to them :—

Gountiapali, Barangkot, and Machmulda.

The most important of these works is the tank at Dwari. The village belongs to Bairagi Dora, a rich money-lender, and he has consented to repair a bund which will put a large stretch of land under water and give irrigation to seven or eight villages.

The Ambabona district will be carefully watched, but at present I am of opinion that no relief-works will be necessary.

8. We now come to that portion of the district where the crops have been the worst, the Padampur-Chandarpur Zamindari. This is a splendid property owned absolutely by Babu Harihar Singh, Zamindar.

He ought, of course, to be in a position to assist his own people, but unfortunately he is heavily in debt. He has, however, the power to sell or mortgage outright any of his villages, and has told me that he is quite willing to do so if necessary. It is a question how far Government, with severe demands upon its resources in other directions, can meet the needs of a zamindari which should have the best resources at its command in the whole Province.

The population of Padampur is 19,000, of Chandarpur 61,000, and of Malkhorda, a small zamindari to the west of Chandarpur which has also suffered severely, 7,500.

In Padampur the villages along the river bank have all suffered severely from floods. The Revenue Inspector is now engaged in drawing up estimates of grain stocks and outturn in Padampur.

From what I saw I think it will probably be necessary to open relief-works on a small scale here in March. The road from Padampur to Jamgaon Railway Station would be the best relief-work. It was reserved as a road at the recent settlement, and the Patwaris can easily peg it out in accordance to their maps. Grain is selling at Padampur at 20 seers to the rupee in spite of a large export.

The condition of the Chandarpur zamindari is the most serious of all. Out of 177 villages, crops in 77 villages are under four annas, and only in 15 of these villages are there grain stocks. There are considerable grain stocks in about 30 of the other villages of Chandarpur. Chandarpur is so near the railway that supposing its grain stocks were depleted, grain could be very easily imported. The villages all round the border of Chandarpur have especially suffered.

In Malkhorda out of 20 villages 11 have suffered seriously. In the rest there have been good crops. There are good stores of rice in some five or six of the Malkhorda villages. The zamindar of Malkhorda himself has some 1,500 maunds.

The main road from Bilaspur to Sambalpur passes through Malkhorda and Chandarpur. Already the head constable of Dabra thana, which is situated on the road, tells me that some 50 or 60 persons pass along the road daily emigrating from Bilaspur into Sambalpur on the look-out for work. I myself passed strings of Bilaspur carts coming into Sambalpur to seek work in the sleeper trade.

All this is undoubtedly a sign of severe distress in Bilaspur. If relief works are opened in Chandarpur many persons will undoubtedly come to them from Bilaspur. I shall take steps to relieve needy immigrants at Sambalpur if such appear. There can be no doubt, I think, as to what works should be taken up as relief in Chandarpur and Malkhorda. The system of roads mapped out by Mr. Nethersole and reserved as roads at the settlement should be given effect to. At present the road system in Chandarpur is very defective. The proposed roads run from Chandarpur-Dabra and Malkhorda to Khursia Station. If more relief works are required tanks can always be dug.

The zamindars of Chandarpur and Malkhorda are calling in all their Gaontias and ascertaining which will dig tanks in their villages.

The Revenue Inspector has already furnished me with a list of such Gaontias in Chandarpur, but it is at present a somewhat meagre list, and a little pressure from the zamindar will soon improve it, I have little doubt.

It is very difficult to form an estimate of how many persons will demand relief. It is possible that in Padampur 500 persons may require relief from March onwards, and in Chandarpur 2,000 or 3,000 from a month earlier. It is quite possible, however, that the destitute may find employment in the timber trade, which has developed enormously of late.

9. As regards means, the Chandarpur zamindar has promised 300 puris of dhan, value about 1,200 rupees, and I have no doubt the Malkhorda zamindar will also assist.

The District Council is unfortunately in a state of bankruptcy, and I do not see how it can provide more than 2,500 rupees, and that only by curtailing ordinary road repair.

What is wanted is a liberal supply of land improvement loans. As far as I can see, I can easily lend 10,000 rupees or 12,000 rupees for the digging of tanks in the two tahsils.

A liberal supply of loans for seed grain will also be required to provide the people with grain for the next harvest, say, 4,000 rupees in each tahsil.

The road relief work in Chandarpur and Padampur should be considered as work under the Public Works Department. It will be sufficient if poorhouses and children's kitchens are established at Dabra and at Padampur, possibly, also at Ambabhona and Lakhanpur later on, though I do not think this will be necessary. Centres for gratuitous relief may also be established at the same places as necessity arises. It may become necessary to open such institutions later on at Sambalpur town for the relief of immigrants.

I roughly estimate the sum which may be spent—

(1) On the Chandarpur-Padampur Road, as 6,000 rupees;

(2) On minor works under District Agency. (It may be necessary to open some tank works at Sambalpur, to relieve immigrants, though I do not apprehend distress in the actual vicinity of Sambalpur.) I put down 1,000 rupees for this purpose;

(3) On poorhouses and children's kitchens, 3,000 rupees;

(4) Gratuitous relief outside poorhouses, 500 rupees;

(5) Miscellaneous, 500 rupees.

I do not see how the District Council can provide more than 2,500 rupees, unless it should close some of its schools. If this is done it could provide, say, 4,000 rupees.

I estimate the amount to be collected by private charity as 1,500 rupees, excluding what the zamindars of Chandarpur and Malkhorda will give. I think it would be much better to direct the stream of private charity into the digging of tanks rather than to ask wholesale for cash subscriptions.

The major portion of the relief I look to in the digging of tanks by Gaontias and well-to-do persons in their villages. It is impossible to say how much will be done in this way, but from the readiness with which such persons have come forward with offers to dig tanks I am sure the sum will be no small one.

I estimate the requirements of the district under head "Land Improvement Loans" at 12,000 rupees, and under head "Agriculturists' Loans" at 8,000 rupees.

I have said nothing so far about the zamindaris of Phuljhar and Borasambar, where there is considerable scarcity. These are both Court of Wards Estates, and have ample balances in hand. Road works on a large scale are being carried on in both these zamindaris, and I propose that these should be converted, when necessity arises, into relief works. I am now about to visit these zamindaris, and when I have seen the state of things will be in a better position to judge of what steps are necessary for relief.

The influx of immigrants from Bilaspur along the Bilaspur-Sambalpur road will be carefully watched. It is for these persons, I believe, that relief will first have to be afforded. Test-works will be opened as soon as they are found necessary.

As I am in camp I have asked the Secretary, District Council, to add a note showing in what way the budget of the District Council can be altered to provide for famine relief.

Note on Road Proposals in the Chandarpur-Padampur Parganas.

This is in ordinary years a very rich portion of the Sambalpur District, but suffers very badly for want of communications.

The accompanying map shows the roads which I propose should be this year opened out as famine relief works.

The most useful road, and the one which should be first undertaken, is that between Dabra and Kursia Railway Station. About 13 miles of this falls within Chandarpur and two or three miles in Raigarh. The road could easily be built as a second-class road for 2,000 rupees a mile. I estimate the cost of this road for the portion passing through Chandarpur at 26,000 rupees.

I propose that this road should be surveyed at once, and have asked the Executive Engineer to depute the Sub-Divisional Officer, Sambalpur, for the purpose.

Test relief works will first be opened on this road. I will write to the Political Agent asking that the small portion of this road falling in Raigarh may be undertaken in connection with the work on one side of the border.

The next important road is that from Padampur to Jamgaon. About six miles of this falls in the Sambalpur District, and the rest, some four or five miles, in Hemgir Zamindari, in the Chota Nagpur Division. The portion of the road falling in the Sambalpur District would be about six miles. At 2,000 rupees a mile, this would cost 12,000 rupees.

The next road of importance would be that from Chapora to Kursia, of which about 13 miles would fall in the Sambalpur District—cost 26,000 rupees. Some three or four miles would fall in the Raigarh District.

A minor piece of road would be that between Lapos and Sugda, nine miles—cost 18,000 rupees.

The total length of the whole system of roads would be—

	Miles.	Cost at 2,000 rupees per mile.
Dabra-Kursia - - - -	13	26,000
Padampur-Jamgaon - - -	6	12,000
Chopara-Kursia - - - -	13	26,000
Lapos-Sudga - - - -	9	18,000
Total -		82,000

I certainly do not for a moment think we shall be called on to provide relief-works to anything like this extent.

I should propose commencing with the Dabra-Kursia and Padampur-Jamgaon roads, which will afford relief to the parts where scarcity exists.

SAMBALPUR,
The 23rd November 1896.

R. A. B. CHAPMAN,
Deputy Commissioner.

No. 4775. Dated Nagpur, November 30, 1896.

From H. H. PRIEST, ESQ., I.C.S., CHIEF SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES, to the COMMISSIONER OF THE CHHATTISGARH DIVISION.

SIR,

I AM directed to acknowledge the receipt of your letter No. 8739, dated the 25th instant, forwarding a copy of letter No. 6445, dated the 18th idem, from the Deputy Commissioner, Sambalpur, in which he reports on the agricultural situation in his district, and submits proposals for the relief of the distress in places where it exists, by opening the Dabra-Kursia Road as a test-work in the first instance.

2. This proposal has been sanctioned by the Chief Commissioner. As regards gratuitous relief, I am to say that Mr. Lyall considers that it should, as far as possible, be provided by private charity.

I have, &c.
H. H. PRIEST,
Chief Secretary.

No. 4988. Dated Nagpur, December 16, 1896.

From H. H. PRIEST, ESQ., I.C.S., CHIEF SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to invite the attention of the Government of India to this Administration's letter No. 2161, dated June 13, 1896, dealing with the agricultural situation in these Provinces up to that time. Owing to the peculiar character of the monsoon rainfall of the current year, the situation has, instead of improving, become very much more serious, and even on the most favourable view of the outturn of the spring crops, it is certain that there will be severe distress, especially in the northern and central parts of the Province, and that large expenditure will be necessary in connection with famine relief.

2. I proceed to show the circumstances which have resulted in the present situation, to state what has been done to meet such distress as exists, and to forecast, as far as is now possible, the prospects of each district and the measures which will be necessary for the effective relief of the agricultural and labouring classes.

The main features of the rainfall of 1895 were described in paragraph 5 of the letter already referred to, and until quite recently the course of the rains this year very closely resembled that of 1895. In June and July there was plentiful rain in all districts of the Province, while in August the fall was unusally heavy—heavier, indeed, than it had been in the previous year. There had been nearly everywhere sufficient breaks to allow of sowing and weeding being carried on, and, though the heavy rain of August had damaged the rice in some parts, there seemed every hope of an unusually plentiful autumn crop. With the end of August, however, the rain abruptly ceased, and September was practically rainless in nearly all districts of the Province. It was only in Raipur (5·18 inches distributed over four weeks) and Sambalpur (5·67 similarly distributed) that there was good rain throughout that month, while in Nagpur, Chanda and Damoh there was fair rain in parts of each district. Elsewhere there was practically none, the scanty local showers which fell in places being of no benefit to the standing crops. October was entirely rainless throughout the Province, and when the first half of November had passed without further showers, prospects were exceedingly gloomy. Not only had the early and high-lying rice, as well as the lesser millets which form the main food of the poorer classes, been ruined by the early cessation of rain, but there seemed every likelihood that the further course of the seasons would resemble that of the previous year;

that there would be no cold weather rains, and that, except in embanked and irrigated lands, the spring crops would fail even more entirely than the autumn crop had done. But the very heavy rain in the earlier monsoon months had left the soil charged with moisture. In spite of two months' drought the spring crops germinated with a fair degree of success wherever they had been sown, and week after week passed without their showing (except in a few places) serious signs of withering. At last, on the 22nd November and the two following days rain came, and fell in all parts of the Province. In the Nagpur and Chhattisgarh Divisions, as well as in Damoh, Mandla and Seoni in the Jubbulpore Division, and in the Chhindwara District of the Nerbudda Division, the fall was general and fairly plentiful. The prospects of the crops which had already germinated were greatly improved, and the land was sufficiently moistened to allow of further sowings, which were taken in hand in all these districts; even in the other districts, with the sole exception of Saugor, Hoshangabad, Betul, and Nimar, where the fall was very slight and scattered, the rain was sufficient to improve very materially the previous situation; standing crops were benefited, and though the fall did not, in many places, suffice to allow of further sowings, it diminished the fears of a failure in the fodder supply. It must also be noted that this most timely fall removed the fear that this year's season would resemble that of 1895–96 in having no winter rain. There is now (it may reasonably be hoped) every prospect of further rain at the usual time during the cold weather, and in most districts the outturn of the spring crop, on the restricted area sown, ought, so far as any forecast is possible at this early stage, to be at least an average one.

3. Turning now to the actual outturn of the autumn crops and the prospects of those of the coming spring, it will be well, in the first place, to review briefly the harvest results of the previous year: the power of the poorer classes to resist failure being obviously much less when the failure extends over more than one year. In paragraphs 5 and 6 of the letter of last June the outturn of the crops of 1895–96 was dealt with in detail, and in paragraph 7 these results were summarised. It will be seen that only in five districts were the harvests of that year fair or good (Nimar, Chhindwara, Wardha, Nagpur, and Chanda, those in the last three districts following on poor harvests in previous years), while in the remaining 13 they were poor or bad. In 10 of these the crops of previous years had been much below the average, while in the three districts of Jubbulpore, Saugor, and Damoh, the previous two years' crops had not merely been below the average, but had been so bad as to cause widespread agricultural distress. In the annexed table the districts are again shown in the same order, columns being added to show the per-centage outturn of the crops of 1895–96, the ratio of the rabi to the kharif area in each district, the probable outturn of the present kharif, the proportion of the rabi area sown, the proportion which has germinated, and the prospects of the spring harvests :—

Districts.	Average Outturn of past Three Years (100 = full crop).	Average Outturn of worst Two successive Years in the past Three.	Average Outturn of 1895–96 (full crop = 100).	Average anna Outturn of current Kharif.	Proportion of Kharif to Rabi Area.		Proportion of Normal Rabi Area sown.	Proportion Germinated.	Present prospect of Spring Crop.
					Kharif.	Rabi.			
1.	2.	3.	4.	5.	6.		7.	8.	9.
A. Districts.									
Nimar	72	71	76	7 to 8	87	13	56	25	Poor.
Chhindwara	77	76	--	5	58	42	87	69	Good.
B. Districts.									
Wardha	58	53	70	8	60	40	87	95	Good.
Nagpur	63	57	75	8	50	50	87	75	,,
Chanda	49	48	60	8	66	34	75	75	,,
C. Districts.									
Raipur	79	77	54	4	69	31	25	75	Good.
Bilaspur			39	5	64	36	31	81	,,
Sambalpur			70	10	98	2	20	50	,,
Betul	67	65	48	4	61	39	75	85	Poor.
Mandla	71	69	43	3	67	33	25	87	Good.
D. Districts.									
I.—Poor.									
Seoni	62	61	59	4	48	52	60	90	Good.
Narsinghpur	60	54	67	6	37	63	50	50	Fair.
Hoshangabad	58	49	59	5 to 6	27	73	75	96	Poor to fair.
Bhandara	53	50	40	6 to 7	63	37	85	90	Good.
Balaghat	57	52	48	3	75	25	25	75	,,
II.—Bad.									
Jubbulpore	55	48	45	5	48	52	66	87	Good.
Damoh	47	43	41	6	46	54	60	100	Fair.
Saugor	47	35	47	5 to 6	38	62	31	100	Bad.

4. The situation of the several districts may now be considered in detail, the succession given in preceding table being followed as most convenient for the purpose of comparison. In Nimar and South Chhindwara, the kharif crops were fair, juar, which is largely grown in both districts (one-third of the total cropped area in Nimar, and a little less than one-fourth in Chhindwara), yielding 8 annas. In the Chhindwara Tahsil of the latter district, however, and in the Jagirs to the north of it, where the people depend largely on the lesser millets, the kharif outturn was very scanty, and the total average kharif outturn of the district is estimated at only 5 annas. In Nimar the spring crops are quite unimportant, but in Chhindwara, where 42 per cent. of the cropped area is under rabi, prospects have been much improved by the recent rain, and sowings have been resumed. Neither of these districts, as a whole, gives cause for serious anxiety, though the poorer classes in the Chhindwara Tahsil, in the Jagirs to the north of it, and in the new Harsud Tahsil of the Nimar district, will certainly need Government assistance. The 1,600 square miles of country, which form the Chhindwara Jagirs, are a mass of hills and forest inhabited by Gonds and Korkus, who mix very little with the population of the plains, and the scattered nature of whose villages makes it specially difficult to ascertain their necessities or to organise relief. Special care will be needed in dealing with these people and the similar population in Mandla and parts of Betul.

5. As regards the B. Districts—Wardha, Nagpur, and Chanda—where last year's crops were good, but those of the two previous years poor, juari, which occupies between a third and a quarter of the total cropped area in all three districts, has yielded well in good soils, and the outturn of the kharif is estimated generally at from 8 to 10 annas. In all three districts the rabi area is also important, being 34 per cent. of the total in Chanda, 40 in Wardha, and 50 in Nagpur. The recent rain has enabled sowings to be resumed, and though, owing to drought in September and October, less than the normal area has been taken up, the prospects of the growing crops are hopeful. No general distress is anticipated, but relief will be necessary in the Umra Tahsil and some portions in the north of Nagpur, where a poor kharif crop has followed past poor harvests, and in the north-east zamindaris of Chanda.

6. In the C. Districts—Raipur, Bilaspur, and Sambalpur (forming the Chhattisgarh Division), Betul and Mandla, where last year's harvest (except in Sambalpur) was poor, but those of the two preceding years good, there is no cause for anxiety (except in one isolated tract in the north-west) in Sambalpur. The main rice crop has yielded 10 to 12 annas in good soils, and the outturn of the early reaped rice was also good. Rabi is quite unimportant here, being only 2 per cent. of the total.

Both in Bilaspur and Raipur the kharif has been a very poor one, averaging about 4 annas, except in the Dhamtari Tahsil of the last district. In both these districts, especially in Bilaspur, the rice crop of the previous year (1895–96) was also unfavourable, and there will be considerable distress in the southern part of Bilaspur and the northern half of Raipur. In both districts, however, over 30 per cent. of the total cropped area is under rabi, and the prospects of this crop have been greatly improved by the recent rain. In Betul the rabi is the chief harvest of the level portions of the district, while the hilly tracts depend almost entirely on the kharif. The early sown kharif (some three-eighths of the whole) has yielded tolerably well, 8 to 10 annas, while the outturn of the late sown varies from 2 to 6 annas. Only some 60 per cent. of the usual rabi area was, however, originally sown, and the recent rainfall has been too scanty and scattered to materially improve prospects. It is not, however, anticipated that there will be severe general distress, but there will, no doubt, be considerable suffering all through the upland tracts and among the poor who have no stocks to fall back on, and who have this year been deprived of their usual harvest earnings.

In Mandla the situation is serious; kodon, the most important kharif crop (covering about half of the total area under these crops) and the chief food of the aboriginal population, has yielded from 1 to 4 annas. Kutki, which covers one-eighth of the kharif area, has been an entire failure, while rice, which occupies about one-fourth of the kharif area, has only yielded from 4 to 6 annas. More than two-thirds of the population of this district depend upon kodon and kutki; the harvests of the past year were poor, and the people, who are mainly aborigines, are unaccustomed to lay up any store against possible accidents of season. The prospects of the rabi have, it is true, been improved by the recent rain, but this harvest is not an important factor in the agricultural situation here. Prospects in this district are certainly bad.

7. The D. Districts (Seoni, Narsinghpur, Hoshangabad, Bhandara, Balaghat, Jubbulpore, Damoh, and Saugor), where up to the current year harvests had, for some years, been

poor or bad, have next to be dealt with. It is here (and in Mandla) that the situation is most serious.

In Seoni the kharif crops have been very seriously injured by drought. Even irrigated rice yielded only four annas, while on the unirrigated area the yield was practically nothing. The kodon crop failed, and juar only gave a fair crop on the richer black soils. More than half the cropped area of this district (52 per cent.) is normally under rabi, but even allowing for further sowings after the recent rain, only 60 per cent. of this area has been sown, and though the seedlings are doing well, there will be nothing like a full crop. Past years' crops have been poor in this district, and severe distress is anticipated, especially in the Lakhnadon Tahsil, where kodon, which is the staple crop, was an utter failure.

In Hoshangabad three-quarters of the western half of the district, except in the Charwa Pargana, are under rabi, but in the east and north there is a considerable kharif area. The people in the latter tract have been much impoverished by three bad years, and except juari which has yielded eight annas, the present year's kharif has been a failure. Heavy exports have caused high prices all along the railway line, and in those parts of the district in which the kharif is important it is feared that there will be much distress. The recent rain did not reach this district except in scattered showers, and has not materially benefited the rabi. Even in the richer areas of the district the outlook is therefore not altogether favourable, while in the eastern tahsils and in the Charwar tract there will probably be general distress.

In Narsinghpur the rabi area consists of a belt of land about 12 miles broad running from east to west through the centre of the district. Of this area 50 per cent. has been sown, and half of this is said to have germinated. The recent rain has not, so far, been sufficient to allow of further sowings, though it has somewhat improved the prospects of the standing crops. Of the kharif crops, rice has yielded six annas, kutki four, and kodon six. The kharif out-turn, as a whole, is estimated at six annas. In the hilly tracts to the north and south of the district the people depend chiefly on the lesser millets, and are mostly poor. The scanty crops of this year, combined with past bad years and the high prices of all food-grains, will cause considerable suffering among these classes, and work will have to be provided for them. Even in the richer rabi area the outlook is gloomy. The failures of past years have exhausted resources; only half the normal area has been sown, and germination has been defective. Distress may, therefore, be expected over the greater part of the district.

In Bhandara, rice is by far the most important crop. High-lying rice has, owing to the early cessation of rain, been a failure, while on the better situated soils the out-turn has been from five to six annas. On irrigated land, on the other hand, which in this district is nearly half of the total rice area, the out-turn is estimated at from 8 to 14 annas. As regards the rabi, 37 per cent. of the total cropped area, large tracts were, owing to the early cessation of rain, left unsown. But sowings have been resumed now that general rain has fallen; 85 per cent. of the normal area is said to have been put under crop, and a fair out-turn may be expected. The situation in the greater part of this district cannot therefore be considered as serious, but it is anticipated that there will be distress among the poorer classes in the thinly populated forest tracts in the south-east and in the northern portion of the district. Here the chief food crop is rice, grown on poor unirrigated soil. This crop has yielded little or nothing either in the present or last year, and there are no stocks for the people to fall back upon.

In Balaghat, again, rice is by far the most important crop, occupying two-thirds of the total cropped area, only 31 per cent. of this being irrigated. On the irrigated land the out-turn is estimated at 9 to 10 annas, but on the unirrigated (69 per cent. of the whole) it will not be more than four to six annas in the Balaghat Tahsil, and two to three annas in Baihir, the large upland area forming the northern portion of the district. Over the whole district it is estimated at not more than three annas. There have been several successive bad years in this district, and the bulk of the population is very poor, and has no reserves of any kind. Considerable distress already prevails, and it is certain that this will become more acute with each succeeding month, especially in the Baihir Tahsil. Recent rain has improved rabi prospects, and may enable cultivators to sow more land with gram and pulses; but, in view of the fact that the ordinary rabi area is only 25 per cent. of the total, this cannot materially alter the general situation.

8. The three remaining districts—Jubbulpore, Saugor, and Damoh—have suffered severely from bad harvests for the last two years, and large measures of relief in the way of revenue remission and famine works have been found necessary. All

three are to a preponderating extent rabi districts, though less markedly so than Hoshangabad and Narsinghpur. This harvest was poor last year in Saugor and in those parts of Jubbulpore which lie outside of the rich plain known as the *haveli*. It was also very poor in Damoh. The kharif crop was very scanty in all three districts.

In Jubbulpore the kharif crop, chiefly rice, kodon, and kutki, has again failed in the parts of the district where distress was previously most serious, the out-turn being estimated at from three to six annas. Rabi sowings have also been much restricted, only two-thirds of the normal area having been sown. In the rest of the district the *haveli*, where there is much embanked land, the kharif has not been so bad, and, with the aid of the recent rain, a good rabi out-turn is expected. Owing, however, to the successive failures of the past three years, there will be much distress, especially in the Murwara or northern tahsil, where the people chiefly depend on the kharif harvests.

In Saugor the kodo crop was very poor, and the kharif out-turn, as a whole, is estimated at five to six annas.

A very large proportion of the rabi area, estimated at 70 per cent, has, partly in consequence of want of seed, and partly owing to failure of rain, remained unsown, and, as the recent rain was not at all general in this district, the prospects are most unfavourable. Much distress already exists here, and severe pressure must be anticipated in all tahsils. Indeed, there is no district in the province where the outlook is so gloomy, or where such acute and general distress is probable.

In Damoh there was some useful rain in September, and the kharif crop has been generally better than it was last year, except in parts of the Hatta Tahsil, where it was poor. The rabi sowings were restricted to a much smaller area than in the previous year (60 per cent. of the normal), but the recent rain, though not heavy, has been fairly general, and what has been sown is doing well. Distress here will not, it is anticipated, be general, but there will be considerable need for relief in the south-west of the Damoh Tahsil and in the north of Hatta.

9. Summarising these details, it may be said that there will be some measure of distress among the labouring poor and the smaller cultivators in all districts except Sambalpur, and that there will be acute distress in the districts of Jubbulpore, Saugor, Mandla, and Balaghat, and among the poorer classes in the Nerbudda Valley districts (with the possible exception of Nimar), in Damoh, Seoni, Chhindwara, Betul, Bhandara, Raipur, and Bilaspur. The extent and intensity of this distress greatly depends, except in Balaghat and Mandla, on the out-turn of the rabi crops. But in Saugor, although it is essentially a rabi district, sowings have been so greatly restricted that the rabi out-turn must in any case fall very far short of the normal, and cannot materially alter the present situation. Elsewhere the recent general rain has much benefited these crops, except in Hoshangabad, where there has been a very slight and scattered fall; but the area sown is still, in most districts, owing to the drought in September, considerably less than the normal, and some degree of damage had been done to the growing crops by the premature cessation of the monsoon. Hence anything like a full rabi crop cannot be hoped for even under the most favourable weather conditions. It has been already noticed that the power of resistance possessed by the poorer classes in face of harvest failure greatly depends on whether the bad crop comes on the top of previous good harvests or is one of a succession of bad ones. The unfortunate feature of the present situation is that in two of the worst districts, Saugor and Balaghat, the present unfavourable season has been preceded by others scarcely more favourable. In both these districts stocks have been exhausted and the resources of the people overtaxed in meeting the calamities of previous years, and it is on this account that the situation in them is so grave. The same considerations apply to the distressed areas in Jubbulpore and Damoh. In Mandla, harvests were fairly good up to 1895–96, but in that year the yield of the chief crops was poor, and there has been a good deal of distress throughout the summer and autumn. Moreover, the bulk of the people are poor and thriftless, and have no stocks of any kind. The same is the case with the greater part of the cultivators on the poorer soils of the other districts, and any considerable failure even of one year's crop is sufficient to reduce them to great distress.

I am further to observe that the distress which has resulted from the widespread failure of the autumn crops will, in most of the affected tracts, be only very partially alleviated by the reaping of the rabi harvests. The great majority of the classes who in these provinces will suffer most are almost entirely dependent on the autumn crops—rice, juar, and the lesser millets. Nearly all their land is cropped with these grains,

and when these fail, as they have this year almost everywhere failed, the most plentiful out-turn of wheat and gram is, apart from its effect in lowering the general price of food-stuffs, of little or no benefit to the people. Harvest labour will, no doubt, be a resource for a few, but in most cases distress must continue and grow more severe until the progress of the monsoon rains allows of their special food-crops being again sown and reaped. The Chief Commissioner therefore thinks that we must be prepared to face continued and general distress until well on in July or August. With favourable rains and a really good autumn harvest the distress would probably diminish towards the close of the rains, when the early crops ripen and field work becomes available for the labouring poor. It may then gradually disappear with the beginning of next cold weather. But in some parts, notably Saugor, Jubbulpore, Balaghat, and parts of Damoh, past years have been so bad, and the people are so depressed and impoverished by the calamities of successive seasons, that it will, in Mr. Lyall's opinion, take at least a year of renewed agricultural prosperity to make the poorer classes independent of Government relief. This, he thinks, is the utmost that can be said. We know too little of the resources of the people in times of need, and of the extent of the stocks they may have to fall back upon, to enable us to make even an approximate estimate of the numbers that will have to be relieved. All that Government can do is to have provision ready for a maximum number. But the Chief Commissioner thinks that it is quite useless to attempt in this letter any exact statistical forecast regarding the probable numbers to be relieved, when sufficient data for such statistics are admittedly not available.

10. Apart from the actual out-turn of the crops, the most important factor in determining the intensity of such agricultural distress as has to be dealt with in these provinces is the price of ordinary food-grains, and it seems desirable to forecast, as far as this may be possible, what the course of prices is likely to be during the next few months. On this point, however, it is, the Chief Commissioner thinks, unsafe to base conclusions as to the probable course of prices this year exclusively on a study of the prices which ruled in the later cold weather and hot weather months of 1895–96. Last year there was practically no rain after October, and there are strong reasons for thinking that, until the November rains of the current year, dealers were fixing prices on the assumption that the cold weather months of 1896 would resemble the same period in 1895; that there would be no winter showers; and that the coming rabi crop would, in most part, be a total failure. Prices were still further hardened by large exports to the North-Western Provinces and the Punjab, due to similar anticipations in those provinces. These anticipations have, however, not been fulfilled. There has been general rain in the present month, and it seems not improbable that there will be further rain before the standing crops ripen. So far, then, as can now be foreseen, the rabi out-turn on such land as has been sown will be nearly, if not quite, up to the average. In these circumstances it seems not improbable that the present very high prices will not be maintained, that they will gradually get lower as the rabi prospects improve, and that they will eventually be not higher than they were last year.

The statement which accompanies this letter shows for the last three years the prices of wheat and rice in each district on the 15th November, and also shows for the two years 1894 and 1895 the prices of the same grains on the 15th of each month up to April. It will be seen that the prices of these grains at present are at least 50 per cent. higher than they were on the same date last year, and a scrutiny of the figures for previous months shows that they have been steadily rising since September, the rise between the 31st October and 15th November, between which dates the hoped-for Diwali rains did not fall, having been considerable in nearly all cases. If these exceedingly high prices are maintained, they will materially aggravate the severity of the situation, but, as has been pointed out, they will probably fall now that there has been general rain, and will get gradually lower as the prospects of the spring crops become more certain.

It must also be remembered that with the enormous extension of railroads which has taken place in recent years, and the remarkable cheapening in ocean freights, the prices of all universal necessaries, such as food-grains, have ceased to be dependent, except in a few isolated districts, on local circumstances. In these provinces they depend on general harvest prospects and on general demand quite as much as on local harvests and on local demand. The rain which fell here extended over the greater part of India, and has, over large areas, improved prospects to an even greater extent than they have been improved here. This should largely diminish the demand for export from these provinces, and the knowledge that in a few months grain will, in some parts, be plentiful, should have a strong effect in lowering prices here. It must also be recollected that even a

slight rise in price is sufficient to check export abroad, and the fact that such export demand cannot be calculated on will also tend to cheapen all food-grains.

All these anticipations are of course conditional on sufficient winter rains; but provided these do not fail the Chief Commissioner sees no reason to think that prices will, in the hot weather months, be much above the level of the last season.

11. Such being the general situation in these provinces, it remains to state the measures which the Chief Commissioner has so far taken to cope with the anticipated distress, and what further measures will, so far as can be judged, be necessary to meet the probable future development of events.

As has already been indicated, agricultural prospects up to the first week in September were very bright, and it was only when this month passed without rain, and when the weather signs were such as to indicate that the monsoon had prematurely ceased, that anxiety regarding the agricultural outlook began to be felt. But by the end of September there seemed cause for serious anxiety. The early-sown rice then ripening was rapidly being ruined, the remaining kharif crops were suffering from want of moisture, and rabi sowings could not, owing to the hardness of the soil, be taken in hand. Consequently on the first of the following month a letter (copy of which I am to forward) was sent to all commissioners asking them to submit without delay a report on the agricultural prospects of their division, stating where distress was likely to occur, and what measures of relief it would be advisable to take. They were further instructed to arrange for numerous crop experiments both on early-sown and late-sown soils, and to report the results when complete.

As the weeks passed without rain it became more and more certain that, in view of the poor harvests of the previous year, grave and general distress would have to be dealt with; and on the 22nd October the Chief Commissioner again addressed all commissioners of divisions (*vide* letter No. C. 447–450, dated the 22nd October 1896, copy attached) asking them to submit concise estimates of probable famine relief expenditure up to the end of the present financial year. This estimate was to show probable requirements for—

(1) Works under the Public Works Department, or to be carried out on estimates prepared by that Department.
(2) Minor works under district agency.
(3) Poorhouses and children's kitchens.
(4) Gratuitous relief outside poorhouses.
(5) Miscellaneous.

They were also asked to state what part of this total could be provided from local funds or from private charity.

The Chief Commissioner also addressed the Government of India (letter No. C. 451, dated the 23rd October 1896) stating how matters stood, and asking for a provisional special grant of five lakhs of rupees for expenditure on famine relief. This grant was sanctioned by the Government of India in Mr. Sly's letter, No. 1979-27-13, dated the 31st October 1896, and has been distributed as follows in the different divisions:

Jubbulpore	Two lakhs.
Nagpur, Nerbudda, Chhattisgarh	Each one lakh.

The interval before the receipt of the reports called for from Commissioners was occupied in the issue of circular orders to the several heads of departments, directing them to arrange for the instruction of their subordinates in the duties imposed on them in time of scarcity by the provisions of the Famine Code. The Chief Commissioner also arranged conferences with the Commissioners and Deputy Commissioners of the Nerbudda and Jubbulpore divisions. These took place on the 15th October and 3rd November respectively, and the opportunity was taken of ascertaining the general situation in each district and indicating the lines to be followed in dealing with distress.

Early in November Mr. Lyall proceeded to Nagpur and discussed the situation there with the Commissioner and local officers. In Chhattisgarh the area to be dealt with was so large, and detailed local experience seemed so essential, that the Chief Commissioner thought it advisable to depute the Commissioner of Settlements and Agriculture, Mr. Carey, who had been in charge of the settlement operations in the Raipur district, to make a rapid tour through the most distressed parts of that district, and to assist the Deputy Commissioner with his great local experience. Mr. Carey's conclusions were embodied

in a memorandum (copy of which I am to forward) which proved of very great assistance in organising a scheme of relief for this district. On the 20th November, Mr. Lyall visited Raipur, and fully discussed the situation with the Commissioner and the Deputy Commissioners of the division. The conclusions arrived at at this conference were embodied in a Memorandum which is submitted for the information of the Government of India.

12. The first reports of the Commissioners of Division on the districts under their control (with the exception of those from Chhattisgarh) were received by the beginning of November, and are submitted with this letter. In the Nagpur Division the situation was sufficiently clear to allow of orders being passed at once (*vide* Secretariat letter No. 4415, dated the 16th November 1896, copy enclosed), and work in the districts of that division is now proceeding on these lines. In the Nerbudda division some further information had to be awaited, but orders have now been passed (*vide* letter No. 4729, dated the 28th November 1896, copy enclosed). In Jubbulpore, sanction was given at the conference held on the 3rd November to all necessary preliminary measures being taken, but the Chief Commissioner had to await the preparation of a complete list of the larger relief works proposed before passing final orders on the Commissioner's reports. A copy of these orders is now submitted (*vide* Secretariat letter No. 4951 A., dated the 11th instant). As regards the Chhattisgarh division, Mr. Carey's memorandum, already referred to, was made the basis of the orders issued for the Raipur district. These orders will be found in paragraphs 1 to 10 of the notes on the Raipur conference, appended to this letter. Similar orders with regard to Bilaspur will be found in paragraphs 11 to 17 of the same document.

In Sambalpur a very full and complete report has been submitted by the Deputy Commissioner (*vide* his No. 6,445, dated the 18th November 1896, copy appended), and orders (copy also submitted) have been passed on this. It will be seen that preliminary arrangements have now been made throughout the Province; that in the Nagpur, Jubbulpore and Nerbudda Divisions, detailed instructions have been issued, and that it is only in Raipur and Bilaspur that the particular methods to be followed in the organisation of relief have not been completely worked out. A programme of relief works under the Public Works Department has, however, been drawn out for those districts, and work has been started in all cases where the local officers considered this necessary. But in Raipur and Bilaspur, as indicated in paragraph 8 of Mr. Carey's Memorandum, our main reliance will, at least in the earlier months of the scarcity, be placed on local works carried out from Land Improvement Loans; and although a sum of Rs. 50,000 has been placed at the Commissioner's disposal to commence with, it is hoped that much larger sums will be applied for and met from the grant of 10 lakhs for such loans for which, in my letter No. 4697, dated the 26th November 1896, the Chief Commissioner has asked the sanction of the Government of India. The importance of completing all arrangements as early as possible as been impressed on the Commissioner of the Division, and it is hoped that the arrangements in this division will very shortly be as complete as the care and thoroughness with which local officers have dealt with the question have enabled the Chief Commissioner to make them elsewhere.

I am to enclose copies of the programmes framed for each division in the Public Works Department for large relief works, which will, in accordance with the system so successfully adopted in the North-Western Provinces and Oudh, be administered in that Department; it will be seen that in each case the programme includes a list (Statement A.) of works calculated to meet any possible development of distress, and a selection (Statement B.) out of the larger list of works which, it is thought, will suffice for present requirements, and which it has been arranged to put in hand at once.

The appended statement gives the estimates submitted by Commissioners showing their probable requirements up to the end of the current financial year, and also their estimates of the contributions which may be expected from local funds and private charity. It will be seen that the total sum which will be needed from Government is put at, approximately, 14½ lakhs of rupees. From the nature of the case, however, Mr. Lyall does not think that these figures can be taken as more than a rough preliminary estimate of what will be required. It has often been remarked that famine relief operations are "fruitful in surprises." The estimate may fall short in one district, and be found in excess of necessities in another. Immigration from one part of the Province to another, or from native states into British territory, may swell the numbers in any particular district above what is anticipated. For these reasons the Chief Commissioner deprecates too strict criticism of the figures. He has already, in the Nerbudda Commissionership and in Raipur, raised the figures of Column 3 (works under the Public Works Department) above the totals included in the programmes of works in the light of information received since these were framed.

13. It will, the Chief Commissioner thinks, be unnecessary to trouble the Government of India with a detailed account of the schemes of relief which have been approved for each district, but it seems advisable to state generally the lines on which it is proposed to organise relief measures both as regards the provision of work for those able to labour; for the relief of those whom hunger or weakness may render temporarily incapable of work, and, finally, for the helpless members of the community who are unable to move from their homes, and to whom aid must be given in their villages. As regards relief-works, those to be first taken in hand are, wherever this may be possible, village works, such as the deepening of existing tanks, excavation of new tanks, making field embankments, or eradicating kans grass. In the Chhattisgarh Division, especially in Raipur and Bilaspur, it is reported that there are but few villages in which there is not scope for further tank construction or field embankment. Rice is the staple crop here, and the widespread and extensive failure of this crop in the current and preceding years, owing to the absence of artificial irrigation, has made the people especially alive to the importance of the storage of water. A good deal of this work will, it is expected, be carried out by the well-to-do out of their own funds, but there are many others who, though willing and anxious to secure their villages against future failure of rain, have not the money available to do this. In these cases takavi advances will be most useful, and to meet these and other similar demands, Mr. Lyall has asked the Government of India, in my letter No. 4697, dated the 26th November 1896, to sanction an additional grant of 10 lakhs of rupees under the Land Improvement Loans Act. The greater portion of this sum will, it is anticipated, be spent in the Chhattisgarh Division, but there is also scope for similar work in Nagpur, Bhandara, and Balaghat in the Nagpur Division, and to a limited extent in Jubbulpore, and in Chhindwara and Seoni on the Satpura Plateau. Even in the wheat districts of Hoshangabad and Narsinghpur it is now reported that there is some scope for further field embankment, and the Chief Commissioner is confident, as he has already stated, that the sum asked for can be usefully allotted before the end of March.

There are, in Mr. Lyall's opinion, strong and practical reasons for an extensive scheme of village works in the present circumstances of these Provinces. Failure of rain has not hitherto been a usual feature in the local agricultural economy; even now it is hoped that the distress is purely temporary, and that with the advent of the next monsoon the people will once more be able to take up their ordinary occupations. Under these conditions the main thing to be done is to keep the people on their land, and to provide sufficient work and food for them near their homes to prevent their throwing up their holdings before better times come round again. If in securing this end we can at the same time help in ensuring the land from the consequences of future drought, the work becomes doubly valuable, and the Chief Commissioner is desirous that wherever such works are practicable they should be set in hand without delay. It may be added that they are an invaluable complement to centres of gratuitous relief. The main object of these centres is to provide food for those whom weakness and hunger may have temporarily rendered unable to labour, and to permit of their recovering their strength for regular work. In such cases suitable local labour must be provided, and the proposed village works will precisely meet this want. The opening of village works in all localities where scope for such works exist will therefore be the first stage in the organisation of a system of relief.

It has, however, been already pointed out that there are considerable areas of the provinces, especially in the northern districts, where distress will be severe, but where there is little or no scope for village works. It is also impossible to start such works in the hilly uplands of the plateau districts or in the poor and sparsely-peopled parts of Balaghat, Hoshangabad, or Narsinghpur. Moreover, as distress deepens and the number to be relieved grows, such works will be quite insufficient to meet the demand for remunerative labour. To meet these circumstances a detailed programme of large road works has, as already stated, been drawn up in the Public Works Department, after careful consultation with district and divisional officers, and has been approved by the Chief Commissioner. Where local works are insufficient, the more important of these works will be started at once, and further works will be taken up as the need for them is pointed out by local officers.

It may be observed that no unmetalled roads are included in this scheme, labour on such roads being found to be generally, in this province, money thrown away. The more useful existing roads are to be raised in class, new feeder roads constructed, and metal collected for existing roads. Metal can usefully be prepared and stacked in large quantities, and work of this nature can be easily supervised and measured. The Chief Commissioner therefore anticipates that it will have to be very largely relied on, especially in the rains, when earth-work becomes impossible.

All large works will be under the Public Works Department, and the Chief Commissioner has ordered that payments are, as far as possible, to be in the hands of a responsible official not below the rank of a Naib-Tashildar. In this he has followed the course adopted in the North-Western Provinces by the Government of Sir A. MacDonnell, whose recent Resolution on the Bundelkhand scarcity of 1896 has proved and will prove of great value to himself and his officers in the present juncture. He has also arranged for the issue of instructions for the guidance of officers in charge of such works on the lines of those issued in the North-Western Provinces in the printed rules of the 1st December 1896, and the Chief Engineer has been requested to communicate direct with the Public Works Department in the North-Western Provinces with a view to settle any doubtful points as to the adaptation of those rules to our circumstances here.

13. As an aid to small and large works, and to afford some immediate relief to the poorer classes and aborigines, who are accustomed in times of scarcity to resort to the forests for food, Mr. Lyall has ordered the opening of the forests for the extraction of edible roots, mohwa and fruits, in all cases where local officers may declare this to be desirable. He has also allowed free grazing to agriculturalists where want of fodder was otherwise anticipated.

For the provision of gratuitous relief, a beginning has been made by establishing poor-houses at all centres where any general distress is anticipated, and their number will be increased as necessity arises. These, will be supplemented, where more extensive distress makes this advisable, by more numerous relief centres brought nearer the homes of the people, and with local relief works attached to them wherever this may be possible. As distress spreads and becomes really acute, it will eventually be necessary to organise village relief on the basis of lists drawn up by Mukaddams and Patwaris; but as yet this has been taken in hand only in a few of the districts where the situation is most serious.

With respect to advancement for Land Improvement Loans it may be remarked that in addition to the usual allotment, a further sum of 1,80,000 rupees was made available by reappropriation from local loans. This has now been distributed, and as there are large further demands from the districts of the Nagpur and Chhattisgarh Divisions, the Chief Commissioner has, as has already been pointed out, recently asked for a further allotment of 10 lakhs of rupees for this purpose.

14. As regards the sum which will be required for the general purpose of famine relief, it is yet difficult to form a satisfactory estimate. The forecasts of expenditure prepared by Commissioners were based on the assumption of a poor or bad rabi harvest. On the other hand the Chief Commissioner is inclined to think that in some cases, especially in parts of the Nerbudda Division and in the Raipur and Bilaspur Districts of the Chhattisgarh Division, the probable extent of the distress was, in the first instance, considerably underestimated. The total estimate up to the 31st March next is roughly 14½ lakhs of rupees, and the Chief Commissioner thinks that 10 lakhs of rupees, in addition to the five lakhs already granted (*vide* Government of India, Revenue and Agricultural Department letter No. 1979—27–13, dated the 31st October last), is the least that he should ask for in present circumstances for relief purposes up to the close of the present financial year. The Government of India may be confident that whatever sum is granted will be spent with the utmost regard to economy and efficiency, and that no expenditure will be sanctioned that is not actually needed for the relief of distress. Where the object in view is the saving of life and the maintenance of the cultivating classes or their land, no reasonable expenditure can be said to be wasted. Moreover, the scarcity which has to be dealt with is, as has been already indicated, a quite abnormal event in the history of these Provinces. It is not, so far as previous experience enables any conclusion to be arrived at, likely soon to recur, and if relief is organised in a sufficiently liberal and comprehensive manner to keep cultivators on their holdings and the labouring classes in their villages, it may be confidently anticipated that with a cycle of favourable seasons the Provinces will rapidly recover their former prosperity. The Chief Commissioner trusts, therefore, that the Government of India will sanction the grant now asked for.

15. There still remains for discussion the important question of the extent to which Revenue suspension and remission may become necessary, but the Chief Commissioner thinks that it will be best to defer any detailed treatment of this subject until the out-turn of the kharif crops is more fully known in detail and the prospects of the rabi are more certain. Collections for 1895–96 were in general punctually made, in spite of the trying circumstances of that year, and, except in the Jubbulpore Division, where the measures

of suspension and remission detailed in this Administration's letter, No. 2283, dated the 27th June 1896, were found necessary, but little difficulty was experienced in realisation. There were, however, short collections in the Hoshangabad and Chhindwara Districts, but in the remaining districts of the Nerbudda Division and in the Nagpur and Chhattisgarh Divisions the demand has been collected in full.

Provided that rabi prospects continue good, the mere fact that the kharif out-turn has been bad would not in itself justify general suspension, though it is certain that considerable measures of suspension will be necessary in numerous cases in areas where the kharif harvest greatly preponderates over the rabi.

The dates of the kharif instalments of land revenue in these Provinces vary from the 1st February in the Jubbulpore and Nerbudda Divisions to the 10th February in the Nagpur Division and the 1st March in Chhattisgarh. The rents of privileged tenants are payable 15 days, and those of ordinary tenants one month, before the dates of the revenue instalments. There is thus some time to elapse before orders as to suspension or remission of revenue (which will in all cases be coupled with conditions as to a corresponding suspension or remission of rents) need be passed. Mr. Lyall is on the point of starting for a detailed visitation of all the distressed districts of the Province, and he will on arrival in each carefully consider the question of what orders are necessary in communication with the Commissioner and Deputy Commissioner, and arrange for the submission of proposals upon a systematic basis.

As at present advised, the Chief Commissioner thinks it likely that considerable suspensions and some remission will be necessary in Saugor and Damoh and in parts of Jubbulpore. Some degree of suspension will also probably be needed in Mandla, Balaghat, and the Narsinghpur and Hoshangabad districts, as well as in the worse-off parts of Betul, Seoni, Chhindwara, Raipur and Bilaspur. But it is impossible to make any reliable forecast on this point at present, and its detailed treatment will be taken up separately later on, when the situation is more accurately known.

I have, &c.
H. H. PRIEST,
Chief Secretary.

STATEMENT A.—Showing the Prices of Wheat and Rice in each District on the 15th November for the last Three Years, and for the Two Years 1894–95 on the 15th of each Month up to April.

NAME OF DISTRICT.		Prices of Food-Grain on 15th November.		PRICES OF FOOD-GRAIN, 1895–96.							
				15 January.		15 February.		15 March.		15 April.	
		Wheat.	Rice, Common.	Wheat.	Rice, Common.	Wheat.	Rice, Common.	Wheat.	Rice, Common.	Wheat.	Rice, Common.
JUBBULPORE DIVISION:											
Saugor	1894	11·23	9·41	19·01	11·06	14·54	11·06	14·54	11·06	11·11	11·06
	1895	11·76	11·05	11·23	9·41	11·76	11·05	11·76	11·05	11·76	11·05
	1896	7·49	7·60	–	–	–	–	–	–	–	–
Damoh	1894	10·30	13·00	20·0	14·19	16·10	12·0	12·76	10·0	12·75	10·0
	1895	11·25	11·25	11·75	10·80	12·50	12·50	12·50	12·50	12·50	12·50
	1896	8·00	8·25	–	–	–	–	–	–	–	–
Jubbulpore	1894	12·00	14·00	18·0	15·0	16·50	14·50	14·75	14·0	15·75	14·0
	1895	12·25	13·25	14·0	15·25	13·0	14·25	13·50	14·50	15·0	15·50
	1896	8·75	8·5	–	–	–	–	–	–	–	–
Mandla	1894	15·00	15·00	20·0	15·0	–	–	18·50	17·0	18·0	13·0
	1895	15·00	13·00	15·0	17·0	16·0	–	15·0	14·0	16·0	12·0
	1896	9·00	10·00	–	–	–	–	–	–	–	–
Seoni	1894	16·59	13·36	25·0	13·57	24·88	13·57	24·88	13·57	20·36	13·57
	1895	14·45	11·48	16·59	–	16·0	12·80	16·0	12·80	16·59	12·80
	1896	8·96	8·00	–	–	–	–	–	–	–	–
NERBUDDA DIVISION:											
Narsinghpur	1894	13·00	9·13	19·20	11·23	18·0	9·13	16·0	9·13	14·0	9·13
	1895	13·08	9·13	13·0	9·13	13·0	9·13	13·0	9·13	13·0	9·13
	1896	8·00	8·00	–	–	–	–	–	–	–	–
Hoshangabad	1894	14·23	10·25	19·7	11·86	17·66	11·86	16·35	11·86	16·35	11·86
	1895	13·80	11·87	14·72	11·28	14·72	11·28	14·72	11·28	13·27	11·25
	1896	8·00	7·52	–	–	–	–	–	–	–	–
Nimar	1894	14·22	13·06	17·07	12·47	16·0	12·47	17·07	12·47	18·28	12·47
	1895	14·22	12·47	15·06	13·06	14·22	13·06	15·06	13·06	16·0	13·06
	1896	8·53	8·07	–	–	–	–	–	–	–	–
Betul	1894	16·00	9·82	20·57	10·80	20·57	10·80	20·57	10·80	18·0	10·80
	1895	14·04	10·28	14·40	9·82	14·40	9·82	15·43	9·82	15·43	9·39
	1896	9·00	7·2	–	–	–	–	–	–	–	–
Chhindwara	1894	12·67	10·91	16·89	11·43	15·20	11·43	·89	11·43	16·89	10·0
	1895	11·70	10·00	12·67	11·43	13·82	11·43	15·20	10·0	13·82	10·0
	1896	9·50	6·66	–	–	–	–	–	–	–	–
NAGPUR DIVISION:											
Wardha	1894	14·55	10·00	16·0	10·0	16·0	10·0	17·77	10·0	16·0	10·0
	1895	14·54	10·00	14·55	10·0	14·55	10·0	14·55	10·0	16·0	10·0
	1896	8·42	8·00	–	–	–	–	–	–	–	–
Nagpur	1894	15·62	11·25	18·75	12·50	18·75	12·50	18·12	12·50	16·87	12·50
	1895	14·37	10·50	15·0	12·50	14·37	11·87	14·37	11·87	16·25	12·50
	1896	8·12	8·12	–	–	–	–	–	–	–	–
Chanda	1894	13·50	12·50	16·50	14·66	17·60	14·66	16·0	12·80	16·0	12·57
	1895	14·77	12·80	–	–	13·50	15·0	13·50	15·0	14·80	15·0
	1896	9·62	8·4	–	–	–	–	–	–	–	–
Bhandara	1894	15·00	12·50	17·50	13·25	18·75	13·25	17·50	12·50	17·50	12·50
	1895	15·00	12·50	15·0	12·50	13·25	12·50	16·0	12·50	17·50	12·50
	1896	8·75	8·75	–	–	–	–	–	–	–	–
Balaghat	1894	11·00	16·00	16·0	16·0	17·50	17·50	17·80	15·0	16·0	16·0
	1895	11·00	11·00	11·0	16·0	11·0	16·0	12·50	16·0	12·50	12·50
	1896	–	–	–	–	–	–	–	–	–	–
CHHATTISGARH DIVISION:											
Raipur	1894	18·56	17·05	26·55	18·26	26·55	17·50	26·55	18·25	25·56	18·25
	1895	15·00	15·00	–	–	17·0	15·75	18·56	17·05	20 56	19·37
	1896	9·50	9·	–	–	–	–	–	–	–	–
Bilaspur	1894	17·75	18·00	28·40	20·90	24·62	18·0	26·62	20·09	22·43	18·0
	1895	15·49	14·64	18·93	14·64	17·75	18·0	17·75	18·0	18·93	18·0
	1896	–	–	–	–	–	–	–	–	–	–
Sambalpur	1894	14·00	17·50	21·0	16·69	21·0	16·69	20·13	17·50	20·13	17·50
	1895	13·00	16·00	14·75	19·69	15·31	18·37	13·50	18·37	16·62	19·26
	1896	8·	11·	–	–	–	–	–	–	–	–

STATEMENT B.—Showing Estimate of probable Famine Relief Expenditure in the Central Provinces up to the 31st March 1897.

DISTRICT.	Works under the Public Works Department.	Civil Works under Local Officers.	Works carried out by Private Agency.	Poor-Houses, Children's Kitchens, and Gratuitous Relief.	Miscellaneous.	Total.	DEDUCT— Contributions from Local Funds.	DEDUCT— Contributions from Private Persons. For Works.	DEDUCT— Contributions from Private Persons. For Charitable Relief.	DEDUCT— Total.	Net Expenditure to be met by Government.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
JUBBULPORE DIVISION :	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Saugor	1,05,400	10,000	4,000	30,000	2,000	1,51,400	–	4,000	2,000	6,000	1,45,400
Damoh	49,800	7,000	1,000	17,000	3,000	77,800	–	1,000	500	1,500	76,300
Jubbulpore	1,05,600	60,000	3,000	30,000	4,000	2,02,600	6,000	3,000	3,000	12,000	1,90,600
Mandla	61,700	38,000	2,000	15,000	4,000	1,20,700	–	2,000	1,500	3,500	1,17,200
Seoni	40,300	5,000	2,000	3,500	1,000	60,800	–	2,000	2,500	4,500	56,300
Total	3,71,800	1,20,000	12,000	95,500	14,000	6,13,300	6,000	12,000	9,500	27,500	5,85,800
NERBUDDA DIVISION :											
Narsinghpur	65,000	25,000	–	10,700	1,000	1,01,700	–	–	5,000	5,000	96,700
Hoshangabad	70,700	35,000	–	15,000	1,000	1,21,700	22,000	–	10,000	32,000	89,700
Nimar	15,000	5,000	–	5,000	300	25,300	5,000	–	–	5,000	20,300
Betul	40,000	10,000	–	4,000	300	54,300	–	–	3,000	3,000	51,300
Chhindwara	30,000	15,000	7,000	4,000	300	56,300	9,000	7,000	1,000	17,000	39,300
Total	2,20,700	90,000	7,000	38,700	2,900	3,59,300	36,000	7,000	19,000	62,000	2,97,300
NAGPUR DIVISION :											
Wardha	12,300	5,000	–	6,000	200	23,500	1,000	–	6,000	7,000	16,500
Nagpur	49,500	5,000	75,000	32,000	400	1,61,900	9,500	75,000	25,000	1,09,500	52,400
Chanda	17,700	4,000	10,000	3,800	200	35,700	3,400	10,000	1,500	14,900	20,800
Bhandara	66,000	8,000	52,000	20,000	1,000	1,47,000	7,600	52,000	10,000	69,600	77,400
Balaghat	79,500	12,000	60,000	27,000	2,000	1,80,500	–	60,000	6,000	66,000	1,14,500
Total	2,25,000	34,000	1,97,000	88,800	3,800	5,48,600	21,500	1,97,000	48,500	2,67,000	2,81,600
CHHATTISGARH DIVISION:											
Raipur	1,43,400	18,000	5,000	6,000	1,000	1,73,400	2,000	5,000	10,000	17,000	1,56,400
Bilaspur	85,400	18,000	5,000	8,000	500	1,16,900	12,000	5,000	7,500	24,500	92,400
Sambalpur	30,800	1,000	–	3,500	500	35,800	3,400	–	3,900	7,300	28,500
Total	2,59,600	37,000	10,000	17,500	2,000	3,26,100	17,400	10,000	21,400	48,800	2,77,300
GRAND TOTAL	10,77,100	2,81,000	2,26,000	2,40,500	22,700	18,47,300	80,900	2,26,000	98,400	4,05,300	14,42,000

No. 111—27-23 F. Dated Calcutta, January 4, 1897.

From DENZIL IBBETSON, Esq., C.S.I., I.C.S., SECRETARY TO THE GOVERNMENT OF INDIA, to the CHIEF COMMISSIONER OF THE CENTRAL PROVINCES.

I AM directed to acknowledge the receipt of Mr. Priest's letters No. 4697, dated the 26th November 1896, and No. 4988, dated the 16th December 1896, containing reports upon the agricultural situation in the Central Provinces; and in continuation of my telegram of the 25th instant to communicate the following remarks.

2. After a careful examination of the subject, your conclusions are that there will be some measure of distress among the labouring poor and the smaller cultivators in all districts except Sambalpur, and that there will be acute distress in the districts of Jubbulpore, Saugor, Mandla and Balaghat, and among the poorer classes in the Narbuda Valley districts (with the possible exception of Nimar), in Damoh, Seoni, Chindwara, Betul, Bhandara, Raipur and Bilaspur. These conclusions are fully accepted by the Government of India, and the latest returns of the numbers on relief works show that there is a considerable demand for labour at famine wages, and that these works have been started no earlier than the circumstances demanded.

3. The Government of India notice that you do not consider that the distress is as yet sufficiently acute to necessitate the organisation of relief circles and village-to-village inspection. The situation will doubtless be carefully watched, and the provisions of Chapter IV. of the Famine Code put into force as soon as it is necessary. One feature that unfortunately distinguishes the present scarcity from those that have preceded it, is the extraordinary rise in the price of food from the very first threatenings of failure; and this fact (more especially when, as you point out is the case in many of your districts, the resources of the people have been exhausted by previous bad seasons) renders village and house-to-house relief necessary at an earlier stage than in previous famines.

4. You consider that the information available is not sufficiently precise to enable you to form even an approximate estimate of the numbers that will have to be relieved. I am to invite your attention to paragraph 75 of the Famine Commission Report, in which you will find some indications that may be of assistance to you. In other Provinces, a rough approximation to the maximum numbers likely to require relief, based upon percentages of the population which vary with the varying conditions of the districts, has been found useful as affording a general basis for the scheme of relief works to be provided.

5. It is estimated that a sum of ten lakhs will be required for direct expenditure on the general purposes of famine relief, in addition to the expenditure of five lakhs already authorised in my letter No. 1979, dated the 31st October last, and the Government of India accept this estimate.

6. You also ask for a grant of ten lakhs of rupees for advances under the Land Improvement Loans Act. It is proposed to make these loans principally in the Chattisgarh Division as supplementing the expenditure to be incurred directly by Government upon the larger famine relief works. The principles upon which such loans are admissible at the present juncture have already been discussed in connection with similar proposals from the North-Western Provinces and Oudh, and Bengal; and I am to forward, for your information, a copy of the correspondence noted below.* These papers explain the principles upon which the Government are prepared to make advances to landlords and others for village relief works, and upon which alone they can sanction such advances in the Central Provinces. It is at present impossible for the Government of India to provide funds for ordinary Land Improvement Loans as distinct from the relief of distress. It is noticed that your present estimate for direct expenditure upon famine relief in Chattisgarh is three lakhs only, and as far as can be judged from the information given in your letters, it seems possible that the full ten lakhs of rupees for

* Letter from Government of Bengal, No. 5,183, dated 12th December 1896.
Letter to Government of Bengal, No. 8 F, dated 22nd December 1896.
Letter from North Western Provinces and Oudh Government, No. 432, dated 16th December 1896, with Enclosures.
Letter to North Western Provinces and Oudh Government, No. 46 F, dated 24th December 1896.

which you apply cannot be usefully applied for the relief of distress under the limitations now laid down.

7. The Government of India accordingly sanction the expenditure of five lakhs of rupees in advances, subject to the conditions :—

(1) That none of the money is spent in advances when relief works are not required ;

(2) that the money is spent only in affording relief to those for whom it would otherwise be necessary to provide relief in other ways ;

(3) that it is all brought to account as famine relief expenditure in the first instance ; and

(4) that only so much is recovered as represents roughly the value of the work done.

If, after this explanation of the principles upon which such advances should be made, you still find that the whole of the ten lakhs of rupees is required, the Government of India will consider any further application which you may wish to make.

8. The effect of these orders will thus be to raise from five lakhs to twenty lakhs of rupees, the limit of expenditure upon famine relief operations which was fixed in Mr. Sly's letter No. 1979 of 31st October 1896.

Extract from "Times of India," Weekly Summary, January 30, 1897.

The Scarcity in the Central Provinces.

Mr. H. H. Priest, I.C.S., Chief Secretary to the Chief Commissioner of the Central Provinces, writes:—In your correspondent's letter on the scarcity in the Central Provinces, which appears in your issue of the 19th January, there are several, I am sure quite unintentional, misstatements, which, I trust, you will allow me this opportunity of correcting. I give the statements I refer to and the corrections in parallel columns :—

Quotation.	*Reply.*
(1) "As in other parts of the Central Provinces relief was not officially undertaken in earnest till the beginning of December. It was on the 5th of last month that the local poorhouse was put on Provincial Funds."	The local poorhouse has been supported by Provincial Funds since May last, and has been open to all who chose to resort to it since that time.
(2) Your correspondent gives statistics of numerous deaths, and adds "Government ought to be aware of what is going on."	Government, as your correspondent himself points out, is well aware of what is going on, but is quite unable to prevent the death of starving wanderers who are brought to the poorhouse in the last stage of emaciation. In most cases these are immigrants from the Native States of the Baghelkhand Agency, the border of which is only eight or ten miles from Murwara. Out of 583 inmates of the poorhouse at the end of December only 154 belonged to the Jubbulpore District, the remaining 429 all coming from Native States or the North Western Provinces.
(3) "With these perfectly awful facts before us, and knowing that twenty or fifty little places as bad as Kutni can be found, may the question not be asked: Is this state of things to be accepted as inevitable?	Kutni (or Murwara) is a municipal town of over 9,000 inhabitants, and is on the Great Southern Road from Upper India. It is also a railway junction and a trade centre, however it is close to the border of Native

And are we to look forward calmly to months of it to come as there have been months of it in the past? The only local authorities are the Tahsildar and the Hospital Assistant, and they seem particularly kind to the perishing paupers. But they have little experience and less authority to spend money, which, since the 5th December, is Government money, and to initiate radical reforms. The district officers are the men to lay down peremptory orders and then see for themselves how they do. I know the district officers are worked off their feet. But so are the Tahsildar, and Extra Assistant Commissioners, and Deputy Collectors throughout the famine tract. It is a time of hard work. I am working harder than I have worked for some years. Besides, there are officers specially set apart to do famine duties. One of them might leave his statistics, tables, returns, registers, and reports, and keep the people from perishing."

States. It is thus a main resort of starving wanderers, and there are certainly not twenty or fifty places like it in the Central Provinces. Indeed, apart from the large towns, and Bina in the Saugor District, there are none.

Beyond having poorhouses open to all, relief centres in the surrounding country, large and small works for those able to labour, orders to the Police to conduct starving wanderers to the poorhouses, and house-to-house relief in villages; all of which measures are fully organised in the Murwara Tahsil, it does not seem that anything more can be done.

I may add that as regards the competency of the local authorities, the Tahsildar is an experienced official, and has full authority to spend whatever money is needed for relieving distress.

As regards "radical reforms," your correspondent says that the paupers are well and kindly cared for, and indicates no reform except as to meals and the stricter confinement of inmates, which I shall refer to immediately. I may add that the poorhouse is regularly visited by the Civil Surgeon of Jubbulpore, an officer of great experience. There are no famine officers employed "in preparing returns." All famine officers are employed in districts in organising and supervising measures of relief.

(4) "First the people ought to be fed twice a day, as they used to be when the poorhouse was first opened, though the allowance of food was not as large then as it is now under Government. When the Deputy Commissioner was here two days ago, he expressed a wish that the people might be fed twice a day, but some difficulty was raised, and the committee are to meet to-morrow to consider whether it is practicable to act on the Deputy Commissioner's suggestion. Meanwhile a dozen more, perhaps, will die and another dozen become ready to die."

This matter is, as the attached circular will show, in the hands of the poorhouse Committee. In this respect the rule in the North Western Provinces has been followed, and the same latitude left to local usage. I may add that emaciated persons are treated as invalids, and specially dieted with easily digestible food.

(5) With respect to the remarks of your correspondent as to the poorhouse inmates being allowed to wander about, strict orders were issued some time ago to prevent this in all poorhouses. The completion of the necessary walls and enclosures sufficient for the rapidly increasing population of these institutions must, however, take some time.

EXTRACT from the Proceedings of the Chief Commissioner, Central Provinces, in the Revenue Department, No. 574, dated Nagpur, February 1, 1897.

RESOLUTION.

For some time past the harvests in several districts of these provinces have been deficient, but the most severe failure of recent years occurred in 1894 in the districts of Saugor and Damoh, where the wheat and linseed crops were almost totally destroyed by a visitation of rust, which also caused heavy losses in the district of Jubbulpore and in the eastern portion of the Nerbudda Valley, as well as considerable damage in other parts of the provinces.

Relief measures were found necessary in the two districts most affected, and these took the shape of the opening of the forests, large revenue suspensions, road works and liberal takavi advances, so that by the end of 1894, in spite of the fact that the autumn crops were poor, signs of distress had very materially abated.

A resolution was issued by Mr. Woodburn on the 26th January 1895, and published in the "Central Provinces Gazette" of the same date, containing an account of the measures taken to combat distress in these two districts.

The Chief Commissioner now desires to put on record an account of the seasons which followed the failure of 1894, and of the measures taken to alleviate the consequent distress in the districts most affected by bad harvests.

THE YEAR 1895.

2. At the time when Mr. Woodburn's resolution of January 1895 issued it was known that the autumn crops of 1894–95 had, owing to the excessive rain of October and November 1894, been much below the average. The spring crops then in the ground were, however, most promising, and had these crops fulfilled the expectations formed, distress would quickly have become a thing of the past. The Settlement Officer of Saugor and the Deputy Commissioner of Damoh were, however, directed to report fully on the condition of their districts, and the results of the previous year's failure. While this information was being collected, and as the season wore on, rust again made its appearance with the most disastrous results. Saugor partially escaped, but the damage caused in the open portion of Damoh and the rich embanked lands of Jubbulpore was very serious.

The Commissioner of Settlements made a tour of inspection in Saugor and Damoh, and reported favourably on the situation in the former district, but considered that the outlook in Damoh gave some cause for anxiety.

The precaution was then taken of again opening the forests in both these districts, so as to assist the people until the spring harvest should be reaped. Crop experiments were ordered to be conducted, and the Commissioner of Settlements and the Commissioner of Jubbulpore were asked to submit a joint report on the outturns of the crops in both districts, with a view to determining the measures which might be necessary in the shape of suspensions and remissions of the land revenue.

At the same time a small test work on minimum wages was started in the neighbourhood of Damoh, in order that it might be judged how far distress, which the Deputy Commissioner reported to have again abated with the reaping of the grain crop, still existed.

3. Meanwhile, the reports of the Settlement Officer, Saugor, and the Deputy Commissioner, Damoh, regarding the effect of the previous year's failure on these districts were received. The information which they had collected showed that the large land revenue suspensions and the liberal takavi granted in the previous year had been of the utmost benefit to the agricultural classes.

In Damoh the decrease in the cultivated area was under 3,000 acres, or only 0·54 per cent. on the area cultivated in the preceding year; while in Saugor the comparison showed that the area under cultivation had actually increased by 2½ per cent. Wheat, it is true, had largely given way to gram and juar, but this substitution of food crops for a crop chiefly grown for export was not a serious feature, and was of itself calculated rather to increase than diminish the local food supply.

The annual reported rate of mortality had risen in 1894 from 30 to 42 per mille in Saugor, and from 31 to 42 per mille in Damoh, as compared with that of 1893, but it was not larger than had often been recorded in unhealthy years. Stamps and registration returns showed that there had been a substantial increase in mortgages of agricultural property, and some increase in crime. But while all the above statistics indicated that there had been some stress, they were, none of them, of an alarming character, and the maintenance of cultivation proved indisputably that up to that time the people had not lost heart, and that with normal harvests they would quickly recover. The future depended upon the seasons, and, unfortunately, the crops of 1894–95 were very far from good.

4. In May 1895 the Commissioner of the Division, Mr. Anderson, and the Commissioner of Settlements, Mr. Carey, submitted their joint report on the crops of the Saugor and Damoh districts. As regards Saugor, their report was to some extent reassuring. The kharif crops had not failed totally: kodon yielded seven annas, rice eight annas, and juari four annas; while of the spring crops wheat was six annas (against one anna in 1894), and gram and masur, covering in the aggregate 22 per cent. of the cropped area, gave yields of 10 and 12 annas respectively. The average outturn of all crops taken together was about 40 per cent. of the full, equivalent to half a normal outturn. The money value of the year's yield was estimated to be 69½ lakhs of rupees, against 39 lakhs in the preceding year. On the whole the season had not been out of the common in view of the normal vicissitudes of an Indian district, and, but for the failure of the previous year, would not have occasioned any anxiety. At it was, however, it was decided to collect the demand according to the old settlement, to remit the one-third of the suspended instalment of 1894 due for collection in 1895, and, as a measure of relief to the poorer classes, to keep the forests open during the year for the free collection of edible products, dry wood and grass, and to allow the free grazing of all cattle belonging to agriculturists.

The rainfall during June, July, and August was extremely favourable, and it was only in September that the early cessation of the monsoon once more raised apprehensions of distress. The account of affairs subsequent to September belongs to the year 1896, but at the close of the revenue year, in October 1895, the Deputy Commissioner of Saugor was able to write that the condition of the cultivating classes had given no cause for anxiety. They had been obliged to subsist on the cheaper food grains, but they had not been pinched for food. Of the labouring classes he could not speak quite so well, but he recorded that their condition had much improved with the harvesting of the spring crops, and that large numbers had obtained employment by selling head-loads of wood and grass in the towns. The times were hard, but no necessity for special relief works was considered to exist, though private charity was employed in the towns for relieving such poverty-stricken persons as congregated there, mainly from the neighbouring Native States.

5. In Damoh the joint report showed that the losses had been largely concentrated in the rabi-growing tracts; on the other hand, in the hilly parts of the district, inhabited by the poorest population, where kharif crops predominate, the crops had been decidedly better than in Saugor. Rice had yielded 12 annas, kodon nine annas, and juari seven annas. The spring crops were, however, very poor indeed throughout the district; wheat and its mixtures, covering 30 per cent. of the cropped area, had given an outturn of only four annas, and though gram and masur yielded 10 annas and six annas respectively, these two crops together occupied only 12 per cent. of the cropped area.

The autumn crops were, it was reported, sufficient to feed the population during the earlier months of the year, but there was a serious diminution of harvest earnings from the spring crops, and something more in the way of relief for the poorer classes seemed necessary than was thought sufficient for Saugor.

Accordingly, on the recommendation of these officers, relief was given to the cultivating classes in the affected or rabi-growing tracts by remitting the whole of the suspended arrears of the previous year, and by a further suspension of half the current instalment. The forests were continued open as in Saugor up till the 15th October, free grazing for agriculturists' cattle being included in the privilege. At the same time, as has already been stated, a test work on the minimum wage was opened in the neighbourhood of Damoh, in order to gauge the extent of distress among the labouring classes. This work was opened on the 16th April and was closed on the 18th of May. The numbers had reached 1,130 on one day, but they fell directly some ordinary road work on contract terms was started by the Public Works Department. On one day, indeed, a local holiday, the numbers dropped from 700 to 132. The condition of the

labourers on this work, which was inspected by the commissioner of the division, was found to be good. Under all these circumstances the Chief Commissioner, Mr. Woodburn, considered that ordinary road works would meet the necessities of the case. The numbers on this road work rose to 1,500 and subsequently to 2,000, but showed no tendency to further increase.

Metal collection for the road from Damoh to Hatta was provided, throughout the rains, for the employment of those who could not obtain work in their villages; but from the periodical reports received from the local officers it appeared that those of the labouring classes who could not get regular work preferred to supplement such earnings as they obtained from temporary employment by begging, and declined to go to the road work provided for them.

At the same time poor-houses were maintained by private charity from April to October in Damoh and Hatta, and for two months at Patharia. The average daily number of paupers supported in these poor-houses was 465, and the amount expended on their support was just under Rs. 3,600.

So far as the year ending 30th September 1895 was concerned, the monsoon had been, until the last part of September, favourable, and the lower classes had not been so pinched as to induce them to leave their villages in search of employment.

In October the deputy commissioner wrote: "I have received no authentic reports of death from starvation. Though such cases have abounded in police reports, they have been invariably found on inquiry to be due to causes other than hunger." At the same time it is certain that many persons of the labouring classes, who preferred to beg rather than to work, led a precarious existence and suffered much privation.

6. In the Jubbulpore District, the tracts in which the autumn and spring crops respectively predominate are well defined. In the rich "haveli" or level tract rabi crops occupy 72 per cent. and kharif 28. In the remainder of the district autumn crops occupy 61 per cent. of the cropped area. The autumn crops of the year were very fair. Rice and kodon, together covering 34 per cent. of the cropped area of the district, yielded 11 and 13 annas respectively, and til gave an eight-anna outturn. This practically secured the kharif circles of the district, and gave material assistance to the rabi tract. With the spring crops, however, it was far otherwise; wheat and its mixtures, covering 30 per cent. of the cropped area of the district, yielded only three annas, and gram covering 11 per cent. only six annas. Masur and linseed failed. The brunt of these losses, however, fell upon the richest tracts of the district, and it was felt that if relief was given to the cultivating classes in the shape of suspension of revenue and rents, the time of stress would be tided over. Accordingly, the deputy commissioner was given discretion to suspend two-thirds of the rabi instalment in the affected villages, and the sum actually suspended by him amounted to three lakhs of rupees. For the employment of labourers whose harvest earnings had been curtailed some road work was started, and several malguzars took the opportunity of carrying out small works in their villages to keep their labourers together.

The amount expended on road construction and repairs from District Funds during the year 1895–96 was Rs. 64,000, apart from the ordinary expenditure met from the Public Works Department Budget on account of maintenance of roads directly managed in that department.

This, combined with agricultural operations, for which the monsoon rains were favourable, gave employment to the labouring classes, though it appears certain, as was remarked by the deputy commissioner in his annual revenue report, that these classes had to endure much privation.

7. The only other districts in which there had been apprehensions of scarcity were Narsinghpur and Hoshangabad. Here also the forests were thrown open, and private charity provided relief in the chief towns. The deputy commissioners took measures that road work should furnish employment. The amounts spent from District Funds on road repairs and construction during the year 1895–96 in these two districts were Rs. 33,000 and Rs. 42,000 respectively. The settlement officer of Hoshangabad and the deputy commissioner of Narsinghpur carefully examined into the necessity of any measure of revenue suspension, but their reports showed that no formal measure of suspension was justified by the character of the harvests.

In these districts, also, the poorest classes underwent privation, but there was no acute distress and no crowding to road works. The poor-houses, supported by private charity, were largely filled by wanderers from across the border of the Bhopal State.

In other districts of the provinces the spring crops were deficient, but the rice crop was generally plentiful, and there was no cause for apprehension of any scarcity of food, or real distress among the poorer classes.

8. As regards the year ending the 30th September 1895, it may be said, therefore, that cause for anxiety has been concentrated in the three districts of Jubbulpore, Saugor, and Damoh, but that there had been no abandonment of land, cultivation had been well maintained, and prices had been kept down by large imports of food grain from Chhattisgarh and elsewhere; while the crops on the ground gave good promise, and agricultural operations during the rains had been in full swing. Wherever road works had been started to afford employment to the labouring classes, there had been no such influx of workers as to indicate any widespread distress, although those who preferred begging to work had, no doubt, undergone serious privation. The death-rate had risen in the affected districts, but not to an extent which justified alarm.

The approaching autumn harvest held out promise of an ample food supply and employment to all, and strong hopes were entertained that distress would soon disappear.

The Year 1896.

9. But the anticipations formed were once again disappointed. The rainfall in the latter part of September 1895 had been partial and scanty, especially in the districts which had suffered so much in the past, and when October went by without rain, it became evident that the autumn crops must be far below the average, and that the rabi sowings would be curtailed for want of moisture. At the end of October, it is true, rain fell over the south of the province, but the northern districts received nothing. General instructions were accordingly issued pointing out the necessity of numerous crop experiments and requesting early information as to the extent of the rabi sowings. The reports from time to time received showed that over the greater part of the provinces, such crops as juar, tur, cotton, and til had given good outturns, rice in the southern districts had been to a large extent protected by irrigation, while in Chhattisgarh, where the damage to the rice crop had been serious, the people had been enjoying excellent crops for several seasons past, and were in a position to support the losses of a single year. The area in which distress was again concentrated was the Jubbulpore Division, and especially the districts of Jubbulpore, Saugor, and Damoh.

In these districts the autumn crops, though very poor, were calculated to supply the labouring classes with food for a few months; and the construction of the Saugor-Katni Railway was expected to meet the needs of these classes until the spring crops were ready to be cut.

Such was the state of affairs at the time when Mr. Lyall took over charge of the Administration in December 1895, from Mr. Woodburn. It was known that much depended on the character of the spring harvest, but that danger was ahead, and not immediately present. On the 28th December the Deputy Commissioner of Jubbulpore reported that he had been over all the tracts where the autumn crops had failed, and he thought that the yield was five annas all round. He had seen numbers of the people of the poorest classes, but there was no evidence of any actual distress or starvation anywhere. In the Murwara tahsil, work on the railway was to commence from the 1st January, and road work would be again taken up in the other tahsils.

The reports and diaries received about this time from Saugor and Damoh were to a similar effect. They spoke of no present distress, but anticipated a time of difficulty when the rabi crops had been cut. Much difficulty was expected in the matter of rent and revenue collection. The Commissioner marched through Mandla and Seoni, but at that time he found that distress had not declared itself in these districts, where the harvests of the preceding years had been much better than in the other districts of the Division.

The proposal received in January to suspend two-thirds of the February instalment of revenue and rent in the kharif-growing circles of Jubbulpore was at once sanctioned by the Chief Commissioner, and received the approval of the Government of India. The revenue thus suspended amounted to about a lakh of rupees. About this time a period of bright cold weather with heavy dews caused a very material improvement in the condition of the spring crops in the northern districts of the Provinces. In February cases of severe want and some deaths from starvation were reported to have occurred along the Damoh-Jubbulpore road among the persons travelling down the road in search of employment, and the Commissioner placed funds at the disposal of the police to enable them to feed starving wanderers and pass them on to places where work was available or gratuitous relief was being distributed.

The Chief Commissioner arrived at Jubbulpore at the end of February, after visiting all the head-quarter stations of the Nagpur and Chhattisgarh Divisions.

The only district in these two Divisions where cause for anxiety existed was Balaghat, and particularly the Behir tahsil of that district. Later on, at the instance of the Commissioner, a sum of Rs. 5,000 was allotted for tank work in ryotwari villages in that tahsil, but only 46 people were, with difficulty, collected, and this test work was abandoned. The forests were, however, opened in the Behir tahsil to the free collection of edible produce, as an aid to the aboriginal castes, by whom these uplands are mainly inhabited, and who subsist largely on mohwa for a considerable portion of the year.

10. With the Chief Commissioner's arrival in Jubbulpore complete arrangements were made for the full examination of the situation so far as it had then developed. The Commissioner of Settlements accompanied the Commissioner of the Division to Katni or Murwara* (where a large influx had taken place of persons from Native States attracted by the news of railway construction), in order to ascertain what measures were necessary in that tahsil which had suffered most, and the Deputy Commissioners of Saugor and Damoh were summoned in to a conference. On the information obtained from local officers, it was decided to regularly constitute the poor-houses in Jubbulpore and Murwara, hitherto maintained by private charity, aiding them with Government funds as soon as the subscriptions collected had been expended. Tank work was to be started in Murwara in connection with the poor-house there, the arrangement being that persons too weak for work should be fed up in the poor-house, and should then be transferred to light work in the town until they were strong enough to go on to the railway works at that time in progress at a distance of 12 miles from Katni. It was calculated that their harvest earnings would keep the labourers for about a month, and these were supplemented by opening the forests to the free collection of mohwa, edible fruits and roots, a measure which was ordered forthwith in all three districts. A scheme of road work was to be at once taken in hand to meet the pressure which was certain to follow the exhaustion of the harvest earnings and the mohwa food supply; and private enterprise in the shape of tank improvement and construction was to be encouraged.

Both in Damoh and Saugor the Deputy Commissioners considered that the railway would afford sufficient employment to all as soon as the harvesting was over, but they were directed to arrange for the opening of poor-houses immediately the need arose, as well as for the commencement of road work in the parts of their districts furthest removed from the railway.

The returns of the poor-house supported by private charity in Jubbulpore confirmed the impressions of the Deputy Commissioner that the period of pressure had not yet come. It had been opened in the previous September, and the numbers had since dwindled, as the following figures show:—

	Number of Inmates.
September 1895	673
October „	641
November „	526
December „	198
January 1896	191
February „	166
March „	102

The numbers of people who came wandering in from the bordering Native States aggravated the situation, especially in Murwara. A census was taken of these persons in Murwara. Of the inmates of the poor-house, then 150 in number, only 64 belonged to the Central Provinces, and of 518 beggars in the town 289 only belonged to the Central Provinces. This is merely an illustration of the extent to which wanderers from outside have throughout migrated into the Provinces in search of labour. The influx of these persons was a contributory cause of the increased mortality in the Murwara tahsil throughout the year.

11. The line of action having been thus determined on at Jubbulpore for the three districts most affected, the Deputy Commissioners were instructed to compile as soon as possible complete returns of the harvest out-turns in their districts, so as to enable a decision to be arrived at as to the proportion of the land revenue to be suspended or remitted in them.

* Murwara is the name of the northernmost, or Vindhyan, tahsil of the Jubbulpore District, and also of its head-quarters town, containing a population of 9,468; Katni is the name of a river which flows by the town of Murwara, and has been adopted by the East India Railway Company as the name of their station at that place.

In the meantime the forests were thrown open in the Lakhnadon tahsil of Seoni and in the Mandla district, and the same precaution was adopted in the districts of Narsinghpur, Hoshangabad, and Betul, where, although the crops had been far superior to those of the Jubbulpore Division, it was thought advisable to help the labouring classes and the dwellers among the hills and jungles, whose crops on the high-lying lands had been poor. In the remaining districts, where crops had been short, the local officers were warned to keep a vigilant watch for any signs of distress, to encourage land improvement by landholders, and to give employment in Court of Wards estates. The action taken in the Behir tahsil of Balaghat has already been referred to. The subsequent history of the distress in the year ending September 30th, 1896, is mainly confined to the districts of the Jubbulpore Division.

12. In describing the progress of events in the Jubbulpore Division up to the close of September, it will be convenient to state generally that the opening of the monsoon of 1896 was favourable, the very heavy rain in Jubbulpore in August being the only special feature. The areas sown with autumn crops were abnormally large, the people being anxious to obtain an early food supply. The maize and early millets which ripened at the close of August and the beginning of September yielded full crops, and up to the middle of September the prospects were all that could be desired. In the three districts of Jubbulpore, Damoh, and Saugor, especially in Damoh, the work on the Saugor-Katni Railway was the most important aid in meeting the demand for labour. But the details of the crop out-turns for the season 1895–96 and of the measures of revenue suspension and relief require to be described district by district.

JUBBULPORE.

13. To commence with Jubbulpore. During April, about 3,000 persons were employed on the railway; the mohwa crop and other forest produce was of the greatest assistance to the poor; but tank work was started in Murwara, and road work in the Sehora and Murwara tahsils, giving employment to about 2,000 people. The numbers in the Jubbulpore poor-house rose from 96 to 162, and in Murwara continued at about 150.

The District Council allotted about Rs. 30,000 for road works, and Government grants were subsequently given for the two poor-houses.

The final reports on the crops of the district were received in May. It was found that in the rich Jubbulpore *haveli*, where moisture had been well retained, the rabi out-turn averaged 12 annas, and in the remainder of the district six to eight annas on a largely diminished area.

It was accordingly decided to recover the year's demand in the *haveli*, deferring any attempt to collect the arrears of the previous year. In the rest of the district, where the out-turns were only about a third of the normal, two-thirds of the June instalment was suspended in addition to the suspension of a similar proportion of the February instalment sanctioned in January. The total sum suspended amounted to over two lakhs, or two-thirds of the revenue, in the tracts most affected. It seemed clear that the people of the *haveli* would not need relief, but that efforts to supply employment should be concentrated in the eight circles where the crops all round had only been a third of the normal.

The following table will show at a glance how the numbers employed on the railway and road and tank works, and those supported in poor-houses, fluctuated up to the end of September:—

Fortnight ending	Average Numbers employed.			Numbers supported in Poor-houses.
	Railway.	Roads and Tanks.	Total.	
9 May - - -	5,000	3,377	8,377	334
23 „ - - -	4,800	5,154	9,954	473
6 June - - -	4,894	4,582	9,476	464
20 „ - - -	3,183	4,311	7,494	575
4 July - - -	2,527	3,102	5,629	1,004
18 „ - - -	2,951	3,430	6,381	1,482
1 August - -	2,578	3,875	6,453	2,088
15 „ - - -	1,976	3,715	5,691	2,222
29 „ - - -	1,900	4,048	5,948	1,894
12 September - -	2,295	4,609	6,904	2,048
26 „ - -	2,000	3,691	5,691	1,776

With the advent of the monsoon, agricultural labourers returned to their villages in many cases, while, on the other hand, the persons who had been begging in the district and who preferred this to work, crowded into the towns and filled the poor-houses. The Municipal Committee of Jubbulpore started works for the employment of these people, but at the same time, though particular roads were temporarily closed in the interior, others were opened, and if the people had only chosen to come to the works, employment would have been provided for them. At one time works of one kind or another were available in 20 different places in the district. Even in August, the month of the heaviest rainfall, work was in progress in 11 places. Moreover, as a special measure of relief to the poorer classes, persons bringing head-loads of wood from the Government forests for sale in Jubbulpore were exempted during the rains, and subsequently from the payment of tolls at the ferries over the Nerbudda and Gour rivers.

The numbers contained in the above statement refer to those employed or relieved at organised works or poor-houses. A great deal of indiscriminate charity was administered by private individuals, but owing to the resulting distribution of uncooked food to debilitated persons who were incapable of assimilating it, this probably rather increased than diminished the mortality consequent on the prevailing distress.

Damoh.

14. The statistics collected in this district showed that there had been a large falling-off in the area cropped, and the crops of both seasons gave all-round outturns of about five to seven annas only. The failure of the millets in some of the poor portions of the district was the most serious feature, but, leaving these aside, the crops, though very deficient, were in some respects slightly better than in the preceding year in the rabi-growing portions of the district. The value of the normal produce on a normal area is computed at 62 lakhs of rupees. The value of the year's produce at normal rates was estimated as 23½ lakhs. It was therefore resolved to remit all the suspended revenue of the previous year, as well as half of the revenue demand of the year.

The prompt remission of revenue sanctioned was a liberal concession designed to put heart into the people, and the Deputy Commissioner had instructions not to press unduly the collection even of the unremitted half.

The opening of the forests was a further help to the people, and the railway supplied this work to as many as sought it. Road work was opened as a test of the demand for employment in the north and south of the district, but the people would not come to the work in any numbers. Advances were given to the police to bring in indigent wanderers, but the paupers frequently deserted from the poor-house when sent there. They much preferred, as they had done in the preceding year, to wander about begging rather than to subject themselves to the restraints of the poor-house, or the labour of road works. It was frequently reported that indigent persons in the neighbourhood of the railway declined to go there when directed. Often as many as 33 per cent. of the labourers at work on the railway were persons from outside the Province.

The advent of the monsoon drove a certain number into the poor-houses for shelter, and lowered the numbers at work on the roads and railway. Many sought agricultural labour in the villages, and reports received showed that a fair amount of agricultural work was obtained, as well as employment, such as monsoon repairs to houses. But competition no doubt made wages low.

The extent to which the people spontaneously sought work will be seen from the following statement:—

Fortnight ending	Numbers Employed.		Total.	Numbers in Poor-houses.
	Railway.	Roads.		
9 May - - -	10,000	186	10,186	118
23 „ - - -	16,000	616	16,616	246
6 June - - -	18,401	600	19,001	338
20 „ - - -	14,713	428	15,141	360
4 July - - -	12,522	252	12,774	497
18 „ - - -	11,805	206	12,011	650
1 August - -	10,865	193	11,058	746
15 „ - -	7,092	112	7,204	842
29 „ - -	9,439	118	9,557	828
1 September - -	10,047	42	10,089	767
26 „ - -	8,930	41	8,971	985
10 October - -	8,298	12	8,310	758

Apart from the works just named, there were some ordinary Public Works Department roads, and some Municipal tank work at Damoh, for which numbers are not returned. But these figures most clearly indicate that the railway met the demand for work. The test-works opened in the parts of the district further from the railway attracted absurdly small numbers. On the other hand, wanderers from Native States, or from Saugor, and persons who preferred begging to working, found their way or were sent by the police into the poor-houses.

At the close of August a second poor-house was opened at Hatta, and paupers who came from the Hatta Tahsil were drafted into it.

Saugor.

15. In Saugor the examination of crop areas and outturns showed that the area cropped had fallen 16 per cent. below the area cropped in the previous year, the Khurai Tahsil having been most seriously affected. On the other hand, the autumn crops had been much better than in the previous year, and had given an all-round yield of six to eight annas, juar being a 10-anna crop. Of the spring crops, wheat and gram were fair in Saugor and Rehli, poor in the Banda Tahsil, and miserable in the Khurai Tahsil. In this tahsil the outturns were only about 28 per cent. of the full; in the others they exceeded half the full.

In the Khurai Tahsil large concessions were obviously necessary, and two-thirds of the June instalment were remitted at once, as well as all old suspended arrears. In the rest of the district remission of all arrears was granted, and where the new settlement was in force 20 per cent. of the demand was remitted. The Deputy Commissioner was further given discretion to extend indulgence in all cases where it seemed called for.

The above concessions were framed on a consideration both of the current and past harvests, and of the actual rent collections which the malguzars had made from their ryots. It was believed that the railway would afford sufficient work in the Saugor and Rehli tahsils, but the Deputy Commissioner had instructions to provide help in the shape of road work for the Khurai Tahsil, and in Banda if required. He was also to establish poor-houses directly the need arose.

On the 9th of May the Deputy Commissioner reported that the food supplies available from the forests would soon be exhausted, and that the labouring population would need help. He was starting road work in Khurai, and would start work in Banda also shortly. He added that 6,267 persons had been employed on the railway.

The statement below shows the extent to which the labouring population of the district availed themselves of the employment provided for them :—

Fortnight ending	Numbers Employed on—			Supported in Poor-houses.
	Railway.	Roads, &c.	Total.	
9 May - - -	6,267	—	6,267	—
23 „ - - -	9,240	1,395	10,635	—
6 June - - -	7,087	1,564	8,651	—
20 „ - - -	6,403	1,994	8,397	—
4 July - - -	4,272	1,545	5,817	829
18 „ - - -	4,770	1,195	5,965	1,017
1 August - -	4,545	1,206	5,751	843
15 „ - - -	4,166	991	5,157	1,106
29 „ - - -	5,150	876	6,026	1,057
12 September - -	6,004	880	6,884	1,119
26 „ - -	6,650	934	7,584	1,338
10 October - -	6,707	784	7,491	1,448

Road work was in progress on four different roads, but as soon as the rains began the numbers on these dwindled, and the same thing occurred in the case of the railway, except that when the rains ceased the numbers employed began slowly to increase again.

In June, when the Deputy Commissioner reported that beggars had begun to congregate in large numbers in the towns, a poor-house was started at Saugor, a local work, the levelling of the Railway Ganj, being opened in connection with it, so that the able-bodied beggars and persons who were discharged as strong from the poor-house could be drafted on to it. A fortnight later a poor-house was opened at Khurai, and paupers who had collected at Bina were on two occasions conveyed by rail to the Khurai poor-house, or provided with municipal work in that town. Here also, though to a less degree than

in Damoh, the people went off to their villages in the monsoon and preferred to beg and pick up what they could by occasional labour than to come on the railway or Government work. Many of the poor picked up a living by collecting head-loads of wood and grass in the jungles and selling them in the towns. It would no doubt have been better had the Deputy Commissioner opened the poor-houses some time earlier, but, before these were regularly organised, charitable relief was given to the distressed persons collected in the sarais.

MANDLA.

16. In this district the preceding year's crops had been good or fair, and serious distress was not anticipated in the early part of the year.

The sparse population of the district, and the fact that the people largely consist of aboriginal classes who even in normal years depend largely on the forests for their support, made it unlikely that they would suffer as much distress as the people of the neighbouring districts. But in March the Deputy Commissioner reported that the kharif crops had been only about half the normal, and that the millets which form the chief food of the aboriginal castes had yielded only six annas and in some places less. The rabi crops had been only six annas on an average, on a very restricted area, and he recommended that the forests should be thrown open for the free extraction of mohwa and edible products. This was sanctioned, and his further proposal to prepare for the opening of road works, if required, was also approved.

The first fortnightly report dealing with the condition of the people up to the 9th of May was encouraging. Though cholera had caused high mortality, no acute distress was reported, and the opening of the forests had been much appreciated by the people. In some localities of the district the condition of the labouring classes was normal. In the next fortnight there were signs that distress was increasing, and road work was undertaken, but cholera prevented a real start being made till the 2nd of June. Three special roads were started in addition to some ordinary Public Works Department work, and tank work was also begun in two places.

The following figures indicate the progress of the demand for employment. At first Gonds would not come on road work at all, and for a long time no one came from any distance, but gradually the numbers increased. No regular poor-houses were opened in the district, but charitable relief was given in Mandla and some of the large villages, and the police were directed to bring persons in an emaciated condition to centres on the road work, where they could be fed up till they were strong enough to work:—

Period.	Number Employed on Roads.	Gratuitously relieved from Public Funds.
Fortnight ending 20 June	338	—
„ „ 4 July	1,410	—
„ „ 18 „	2,092	16
„ „ 1 August	2,284	28
„ „ 15 „	2,997	76
„ „ 29 „	3,340	141
„ „ 12 September	4,216	159
„ „ 20 „	2,963	206
„ „ 10 October	2,072	171

The Deputy Commissioner had it widely proclaimed throughout the district what works were open for those in want of employment.

The numbers on road works steadily rose as the season advanced; but towards the end of September many returned to their villages. There was far less wandering about of beggars in this district than in other parts of the Division; the police and mukaddams were, however, given orders to forward all such to places of relief attached to the works. A poor-house was started by private subscription in Mandla in August, and the Church

Missionary Society fed a number of persons in Mandla, but it was difficult to induce people to come to places of relief.

Deaths from starvation began to be reported in August and September, some of which were investigated, and in many of the cases the reports proved incorrect, but there was no doubt that many persons who had subsisted on indigestible food in the jungles and would not come on the works had fallen victims to bowel complaints. Prices rose, and at one time there was a fear that private trade could not import food grains. The Deputy Commissioner was authorised to encourage importation by advances, but eventually food was imported without resort to Government aid.

Seoni.

17. In this district the crops were not nearly as bad as in the rest of the Division; the rains of 1895 did not cease till September 16th, and rice and the millets gave very fair yields. It was not anticipated that there would be much distress, but in April it was reported that the people in the northern half of the Lakhnadon Tahsil, a part of the country which, in character and population, resembles Mandla, were beginning to be pinched for food. The rabi crop had been a poor one, and the aboriginal population, who depend at this time on their harvest earnings, had suffered in consequence. A number of organised grain raids had taken place, and though most of the persons engaged in these raids were not in any distress, still they afforded some evidence of want in the neighbourhood. The forests were thrown open for the free collection of edible produce, and arrangements were made for opening road work in the tract of country immediately affected. Some malguzars were induced to undertake tank work either from private capital or with the aid of takavi advances.

Work was opened in May, and on the 3rd June 743 persons were employed, but the numbers were most capricious, and during June they fluctuated within two or three days from 908 to 340.

In July special arrangements were made for giving small seed advances through the patwaris to enable the aboriginal cultivators to sow their millets. By this time the numbers on the road had declined. the daily average being about 400 only. About 100 paupers and orphans were maintained at poor-houses supported by private charity at Seoni and Lakhnadon. By the end of August the numbers had again fallen to about 350, the number of those receiving gratuitous relief being about the same as before. A similar number were employed on private tanks, and the Municipal Committee of Seoni found work for about 160 people. By the end of September numbers on the road had fluctuated between 399 and 65. The average number on the road at the end of the first week in October was 126 only.

Gratuitous relief was given to a few people at Seoni, Lakhnadon, and Barghat. The mortality in Seoni was very high during May and the monsoon months, a result mainly due to a severe epidemic of cholera which prevailed at that time.

If judgment be formed from the extraordinary fluctuations in the numbers of labourers on the road work, their condition, as testified to by the Commissioner of the Division, and the appearance of the prisoners in the jail as well as of those concerned in the grain raids, and if regard be paid to the character of the previous harvests, the only conclusion is that the distress in this district was far less severe than in any other part of the Division.

Prices of Food-grains.

18. The course of prices during the period under review in the districts of the Jubbulpore Division has been an important factor in the situation. The best way of showing these is to take, first, the average prices of the five years which preceded the serious failure of 1894, and thereafter to take the prices prevailing on the following dates:—

15 August	-	Mid rains. Prospects of kharif uncertain.
15 November	-	Beginning of cold weather. Prospects of kharif harvest and of rabi sowings known.
15 February	-	Close of cold weather. Kharif only brought to market and prospects of rabi known.
15 May	- -	Middle of hot weather. Rabi crops brought to market.

The following statement deals with the prices of wheat, rice, and gram. Details are added in the case of the year 1896 for the prices prevailing on the 31st August, and the 15th and 30th September, as it was about that time that a general rise took place in consequence of the unfavourable reports from all parts of India :—

Retail Prices in Seers per Rupee.

Period.	Saugor.			Damoh.			Jubbulpore.		
	Wheat.	Rice.	Gram.	Wheat.	Rice.	Gram.	Wheat.	Rice.	Gram.
Average prices of five agricultural years, 1889-90 to 1893-94.	13⅜	9⅘	16⅘	16¾	12⅕	20¼	14⅓	13⅓	19
Highest prices during the above period.	11¾	9¼	12⅕	14	10	16	12½	9¾	17
Date of the above -	(Nov. 1891.)	(Aug. 1889.)	(Feb. 1892.)	(Aug. 1889.)	(May 1894.)	(Nov. 1891.)	(Nov. 1891.)	(Aug. 1889.)	(Aug. Nov. 1889.)
Lowest price during that period.	16¾	11⅕	24¾	18¼	13¾	26	17	15¼	23½
Date of the above -	(Nov. 1889 Feb. 1890.)	(Nov. 1890.)	(Nov. 1893.)	(Nov. 1893.)	(Aug. 1891.)	(Nov. 1893.)	(May 1890.)	(Feb. 1891.)	(May 1894.)
15 August 1894	11¼	9⅖	19	10½	9¾	15	14¼	13½	19
15 November „	11¼	9⅖	19	10⅓	13	15	12	14	17¼
15 February 1895	11¾	11	17⅗	12½	12½	15⅓	13	14½	16½
15 May „	11¾	11	18¾	12⅕	12½	18¾	14¼	16	19¼
15 August „	11¾	11	17⅗	11¼	11¼	15	12	14	17
15 November „	11¾	11	19	11¼	11¼	15	12¼	13¼	14¾
15 February 1896	11¾	11	16½	10⅓	12½	15	12¾	15⅛	16¼
15 May „	11¼	8⅗	16⅛	10½	10	15	14	13⅓	17¾
15 August „	11¼	8¾	13½	10¼	8⅖	11	12½	12	13
31 August „	11¼	8⅗	13½	9	8⅛	11	12	11½	13
15 September „	8⅘	8¼	10¾	8 9/10	8	11⅖	11	11	12¾
30 September „	8⅘	8⅗	9	8½	8⅛	10	9	9⅛	11

The above figures show that until the last week of August 1896, or first week of September, in Saugor or Jubbulpore, there was no such rise in prices as to indicate severe hardship on this account among labourers for cash wages.

In Damoh, which was dependent for its surplus supplies on imports by road, the heavy rains of July and August took effect somewhat earlier.

Towards the end of August the unfavourable reports of the crop prospects in the neighbouring Provinces began to have their effect on local prices even before any local failure was anticipated. The drought of September, which extended to these Provinces, and especially to the Jubbulpore Division (where the area protected by irrigation is quite trifling), and the general threatenings of harvest failure, brought matters to a climax, and prices bounded up, not only in this Division, but over the whole Province. It was from this period that the gravity of the situation developed itself.

Up to August, then, prices, though ranging high, could hardly be said to have reached scarcity rates.

In Saugor wheat remained almost throughout only 13 per cent. dearer than the normal price of the five years preceding the period of failure; gram was as cheap as or cheaper than the average for most of that time.

Rice, which is always imported in Saugor, ruled lower than the normal until the hot weather of 1896, and then only rose to about 12 per cent. above it.

Similarly in Jubbulpore, before September 1896, wheat never rose higher than 12 seers per rupee, and generally fluctuated between 12½ and 14 seers as against a normal price of 14⅜.

Rice until August 1896 was consistently cheaper than the average; while the price of gram, though higher than the normal except for short periods, never rose to any serious degree until the same date.

In Damoh, on the other hand, want of railway communication gave fuller effect to the shortness of the local food supply. Wheat, after rising to 10½ seers, or 37 per cent. above the normal in 1894, cheapened slightly with the harvest of 1895, but with the failure of 1896 it again reached the pitch of 1894, and finally in August 1896 it rose to 9, and by September to 8½ seers. Gram in this district was 25 per cent. dearer than the average, and continuing at that figure till the middle of the hot weather of 1896, it underwent a still further rise, reaching 40 per cent in August and finally 50 per cent. in September above the normal price. In this district the ordinary food of the people, except the aborigines, who depend, as elsewhere, on the small millets, is a mixture of wheat and gram called *birra*; the average price of these two grains therefore indicates the prevailing rate of the food supply.

Rice, however, which is of considerable importance in Damoh, approximated closely to the normal price till the middle of the hot weather of 1896, when it also rose 25 per cent. above the average, fluctuating in September at a rate from 37 to 50 per cent. higher than the normal. Yet even in this District it was not till the opening of the monsoon reduced importation of grain that prices rose to an extent which indicated serious scarcity.

The failure of wheat brought about a considerable extension of juari cultivation in Saugor and Damoh. Price quotations regarding this millet are irregular, but up to the end of August 1896 it was available in Saugor at prices varying from 17¼ to 15 seers per rupee. In September the price varied from 11½ to 12. In Damoh 13 to 15 seers were to be had during the first half of 1896, and in the rains the price varied between 11 and 12 the highest rate reached for a short time being 10⅗ seers.

In Mandla and Seoni no such detailed examination of prices is needed. Up to the middle of 1895 prices were quite normal in these two districts. After that date there was some rise, but, until the rains of 1896 broke, 14 to 15 seers of wheat, 12 to 13 seers of rice, and 15 to 17 seers of gram were obtainable for the rupee.

During the rains in Mandla wheat rose to 12½, 11, 10, and finally in September to 8½, rice to 11, 10, and 8, and gram to 13, 12½, 11½, and 10 seers respectively.

In Seoni, however, the rise was only marked in September, when wheat advanced from 13 to 12, and then to 10¼; and gram from 13 to 12½ to 11. Rice became dear at the opening of the rains (10⅜), but cheapened in August to 11½, reverting to 10⅜ in September. Prices in this district never rose to the high pitch reached in other districts of the Division.

Mortality Statistics.

19. The mortality which has taken place during the past seasons in the districts of the Jubblepore Division has been the subject of comment in the public press, and has been affirmed by some to be due to the want of adequate measures for the relief of the people. That the mortality has been high cannot be gainsaid, but abnormal seasons are generally abnormally unhealthy, and, during part of the year cholera claimed many victims. The best way of gauging the significance of the vital statistics is to eliminate from the returns all deaths due to cholera and small-pox, and the following tables show the mortality in each of the districts of this Division when this elimination has been effected. (Murwara, though only a subdivision of Jubbulpore, is shown separately because it lies in a separate physical area, the Vindhyas, and is separately treated in the vital statistic returns published monthly in the Gazette.)

The year in each case is taken from one kharif harvest to the next, and the ratios are deaths per mille per annum, obtained by multiplying the monthly rates per mille by twelve :—

Month.	Saugor.			Damoh.		
	1893–94.	1894–95.	1895–96.	1893–94.	1894–95.	1895–96.
October	35·69	62·81	68·45	36·27	54·99	62·58
November	34·23	70·09	50·84	38·33	60·96	55·77
December	31·25	55·85	49·59	34·94	51·34	49·53
January	31·64	53·27	52·93	30·59	36·45	48·75
February	30·50	50·17	53·19	26·35	31·99	54·28
March	39·79	42·32	36·87	32·69	33·87	53·33
April	39·49	41·33	44·92	36·08	32·91	56·92
May	30·87	41·53	49·87	47·39	38·44	50·34
June	28·00	31·88	49·98	31·25	31·33	57·34
July	30·37	37·07	66·17	28·37	42·71	78·20
August	44·82	59·57	92·70	38·81	49·98	128·14
September	48·53	67·45	98·17	44·15	51·70	138·05
Total	36·16	51·13	59·47	35·43	43·05	68·93
All causes including cholera and small-pox	38·62	53·34	67·29	36·26	43·86	79·92

Month.	Jubbulpore.			Murwara.		
	1893–94.	1894–95.	1895–96.	1893–94.	1894–95.	1895–96.
October	38·29	52·36	56·11	34·48	50·13	41·82
November	37·91	54·01	43·92	35·31	46·39	40·43
December	32·50	42·39	37·14	30·24	35·10	42·17
January	24·90	31·92	36·95	28·94	30 19	49·30
February	20·94	28·14	34·97	27·54	26·24	74·44
March	34·55	34·66	29·10	29·43	29·22	21·95
April	48·34	42·32	48·42	38·49	36·43	53·72
May	45·22	47·18	40·22	51·86	43·00	37·14
June	31·89	30·77	32·98	34·07	31·85	46·47
July	27·11	32·22	49·59	28·87	28·12	58·31
August	35·80	37·64	85·92	42·44	30·19	98·53
September	41·42	51·66	97·19	43·00	36·89	103·24
Total	34·90	40·44	49·37	35·43	35·31	56·04
Total including deaths from cholera and small-pox	35·62	41·28	56·11	36·74	36·21	58·40

Month.	Mandla.			Seoni.			Whole Central Provinces.		
	1893–94.	1894–95.	1895–96.	1893–94.	1894–95.	1895–96.	1893–94.	1894–95.	1895–96.
October	38·29	45·19	46·35	38·52	35·05	56·96	35·00	46·26	48·67
November	37·33	38·47	42·15	33·95	37·80	47·80	34·58	42·16	40·59
December	33·17	30·37	35·04	30·32	34·15	43·01	35·00	34·62	39·34
January	27·43	23·33	33·38	24·21	25·02	38·96	29·09	27·14	38·75
February	25·53	20·33	36·88	23·08	22·53	32·79	25·90	26·13	39·76
March	30·66	24·72	40·37	28·24	24·01	40·78	39·29	27·77	38·50
April	32·63	21·78	33·35	41·37	26·51	35·25	45·22	28·29	36·10
May	38·75	24·93	39·64	44·44	26·67	49·59	39·58	31·27	37·57
June	31·54	25·50	57·28	26·41	25·69	39·07	28·21	27·45	29·71
July	25·50	23·99	67·60	20·62	28·31	49·36	26·11	28·72	35·75
August	33·94	33·33	125·06	25·88	43·89	80·59	37·51	41·13	56·49
September	37·52	39·00	102·92	35·31	52·72	69·27	43·36	47·40	57·13
Total	32·69	29·26	55·08	30·99	31·86	48·62	34·90	34·03	41·53
All causes including cholera and small-pox	33·84	29·67	70·84	31·11	33·05	59·45	35·62	36·63	47·99

20. These statistics show very clearly how in all years there is a marked increase of deaths in the months of August, September, and October, a feature which is common to the whole of the Provinces and to all seasons, normal or abnormal. This rise occasionally extends to November, after which the death rate remains low until July or August.

An examination of the details will at once show that in Jubbulpore, Mandla, and Seoni, no extraordinary death rate is observable until July 1896 in the case of Mandla, and until August 1896 in the case of the other two districts.

The same may be said of Murwara if February 1896 (death rate 74·44) be excluded. In Saugor and Damoh, where the failure of 1894 was so severe, the death rates were high in the unhealthy months of 1894 and 1895, but invariably fell with the cold weather and through the hot weather, if not to normal figures, at least to an extent which precluded any idea of famine. In them also the serious and rapid increase of mortality began in July 1896.

The only instances in which special comment is necessary are the mortality of February 1896 in Murwara and the death rates in all districts from July or August 1896.

In the case of Murwara there was a large influx of destitute persons from neighbouring native states who came in search of employment, in addition to local beggars from other parts of the district. A widespread rumour had prevailed that work would be begun on the railway in October, and in November the numbers who collected were large. The railway work was not actually started till the beginning of January, and this period of enforced idleness probably accounts for the weak state of health to which many of them were reduced before employment was available. Many of the beggars even then preferred to hang about the town of Murwara and the neighbouring villages, picking up what they could until the rabi harvest was ripe, to going on a distance of 12 miles to the railway works. Others were not strong enough to work on the railway, and many fell easy victims to fever and bowel diseases. A good many also died on the railway works at that time, the contractors having supplied inferior grain. The railway authorities intervened, and some contracts were cancelled. The opening of work in several places in the tahsil, following the harvest earnings and the mohwa crop, at once lowered the death rate to more normal figures.

The heavy mortality in the division during the months of August and September is much to be deplored, but it arose from causes difficult to control. With the advent of the monsoon, the labourers on the roads and railway began leaving for their villages to seek employment on agricultural operations; while wandering beggars who were unwilling or unable to work crowded into the towns for shelter. Competition for labour reduced the earnings of those who obtained agricultural employment, and high prices threw them into further distress. These continued on in their villages in the hope of better times when the kharif crops should ripen. Exposure and insufficient food during the abnormally wet month of August induced fevers and dysentery. Then followed an unusually unhealthy September, when doubtless, as the drought began to declare itself, the cultivators who would ordinarily have given food or employment tightened their hands and pockets, and the distress then assumed a more aggravated form. With the open weather of September some returned to the works, others too weak for work struggled into the towns, but many continued on. But the progress of the distress was necessarily a gradual one, and its effect could not be immediately apparent.

Vital statistics cannot be collected and compiled from day to day, nor do deaths of this kind make themselves so soon known as deaths from epidemics. They are gradual, distributed over the whole area, not sudden and concentrated in particular localities. The death rates computed at a rate of so many per mille per annum look most formidable in a statistical statement, but the highest rate of all (138 in Damoh in September) means during the month 11 or 12 deaths only per 1,000, or two or three deaths in a village of 250 souls; that is to say, one or two deaths only above the normal in a village of that size. All this time work was available in the interior of the district, and gratuitous relief was being given in poor-houses, but the people did not come to such relief in any considerable numbers. It may be said without fear of contradiction that the people themselves were as much deceived as the officers of the Government by the prospects of a good kharif; they preferred to struggle on till the time of plenty came, and it was not till late in September that the prospects of a good crop were definitely dissipated.

The reluctance to come on work was nowhere more marked than among the aboriginal castes of Mandla, Seoni, and Damoh. Residing as they do in hilly and forest country, where it is almost impossible to find any local village works of improvement which can be undertaken, there is no resource but to offer them road-work in their neighbourhood. This was done in Damoh, but they would not come; the same in Seoni, and [illegible]

the numbers were very small. The experience now gained seems to show that a test work is of little use where aboriginals are concerned. Distress must have reached an acute stage before they will leave their forests to work on the roads.

But in addition to these causes mortality was undoubtedly swelled by the wandering spirit which took possession of the labouring poor. Discharged from a poor-house they would often not go to work, but would resume their begging habits, consume uncooked food, and before long many died or found their way back again to the poor house in a condition worse than when they originally entered it.

With the continued drought in October, bringing with it one more harvest failure, scarcity and distress entered into an acute stage, and it became necessary to extend relief measures and bring into full operation the provisions of the Famine Code both in this Division and in many other parts of the Provinces. The present review, however, deals with the period ending the 30th September last, and the history of the current period of acute and widespread distress, and of the measures taken to relieve it, can only be satisfactorily dealt with when the time of stress has passed and the full effects of the successive failures of crops are known.

21. The policy of the Administration has throughout been to keep the cultivators on their lands by liberal suspensions and remissions of land revenue, accompanied by a corresponding suspension or remission of rents, and to give freely takavi advances for seed and cattle, as well as free grazing in the districts where losses were most continuous. This is the surest means of supporting the agricultural labourers, to whom the ryot, having saved his rent and received an advance, is better able to give employment. For the labouring classes themselves the opening of the forests afforded a supply of food to supplement agricultural earnings during the intervals which elapse between the principal agricultural operations, and further aid was provided in the shape of extra employment on road works.

It was not the desire of the Administration to pauperise the population or discourage self-help, and gratuitous relief was, during 1895, left to private charity, but from March and April 1896, as distress increased, poor-houses supported from public funds were organized, and additional road and tank works were arranged to supplement the extensive scope for employment which the construction of the Saugor-Katni Railway afforded.

In the districts of the Jubbulpore Division, during the period 25th April to the 10th October, the aggregate of the maximum numbers who availed themselves of these special means of employment amounted to 45,000, while the maximum supported at the various poor-houses amounted to 5,000 persons. The number of individuals who at some time during this period received employment or support was, of course, very much larger.

22. It is not easy to distinguish the cost to Government of the various measures of relief. Until the Famine Code was formally brought into operation, the sums expended under the direct head of "Famine Relief" had been trifling, and it is difficult to separate the ordinary from the extraordinary expenditure involved in the various public works carried out by the Public Works Department and from District Funds. But the following statement shows the amount of land revenue foregone by the State, the expenditure on district roads during the period under review, the loss of revenue entailed by the opening of the forests, and the amount of takavi advanced in the Jubbulpore Division, as well as the direct grants made for famine relief:—

Year.	Suspension of Land Revenue.	Remission of Land Revenue.	Expenditure on Construction and Repairs of District Roads.	Direct Grants for Famine Relief.	Loss of Revenue in the Forest Department.	Total of Columns 3 to 6, plus Revenue Suspended but not yet Remitted (Column 2).	Takavi Advances.
1.	2.	3.	4.	5.	6.	7.	8.
	Revenue Year.		Financial Year.		Forest Year.		Financial Year.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1894-95 - - -	4,30,339	3,04,456	46,849	73,417	40,000	4,64,722	6,54,815
1895-96 - - -	2,04,887	6,19,303	98,837	1,055	68,000	8,82,313	1,43,114
April to September 1896			32,825	40,293	* 22,000		1,36,979
Total - - - Rs.	6,35,226	9,23,759	1,78,511	1,14,765	1,30,000	16,44,035	9,34,908
Of which not yet remitted.	2,97,000	—	—	—	—	—	—

* Approximate figures.

If one lakh of rupees out of the expenditure entered in column 4 be counted as ordinary expenditure, which would have been incurred whether or not scarcity existed, it appears that during the past two years the Administration has contributed in one shape or another about 15½ lakhs to the relief of distress, while making itself responsible to the Imperial Government for advances, with interest on them, to the extent of 9⅓ lakhs. The remissions and suspensions of revenue, which carried with them proportionate relief in the case of rents, meant that the cultivating classes were excused from a payment of over 20 lakhs of rupees, and counting in the takavi advances, these classes have benefited to the extent of 30 lakhs, while over four lakhs have been expended in giving further employment or food to the labouring population.

23. This review would be incomplete did it not make mention of the officers who were charged with the administration of the districts of the Jubbulpore Division during this long period of difficulty and anxiety. The charge of the Division was held by Mr. F. C. Anderson from April 1894 to April 1895, by Mr. L. K. Laurie from April to November 1895, and again by Mr. Anderson from the last date to the present time. The chief anxieties of the period were concentrated during the second incumbency of Mr. Anderson, and the Chief Commissioner desires here again to express (as he has already done in the Revenue Review for the year 1894–95) his grateful sense of the unremitting labour and watchfulness which that officer has devoted to meeting the difficulties as they arose. The task was the more severe as deaths, departures owing to ill-health, and the depleted state of the ranks of the Commission in consequence of retirements, compelled the Administration to put in charge of important districts officers, sometimes very junior, who were ill-acquainted with them, and needed much direction in the conduct of operations for meeting the distress. The Division has been peculiarly unfortunate during the year 1896 in the number of its casualties.

In Jubbulpore the late Mr. A. C. Duff was in charge throughout the period, except from March to September 1896, when he was compelled to take leave in consequence of a severe attack of influenza. His successor, Mr. O. G. Arthur, a very promising officer, had hardly taken charge when he fell a victim to an attack of cholera while enquiring into the distress and visiting the railway works in the north of Jubbulpore; and the Chief Commissioner was compelled to cancel furlough which had already been promised and call Mr. B. Robertson from Nimar to hold charge till Mr. Duff should return. Mr. Lyall has already publicly expressed his sense of the great loss which the Government has sustained by the untimely death, on the 5th January 1897, of Mr. Duff, whose knowledge of, and sympathy with, the people in his charge were invaluable to the Administration.

In Damoh, the late Mr. Burn was in charge of the district throughout the period until the middle of August last, when failing health compelled him to take short leave; he visited Kashmir, and there fell a victim, on 26th September 1896, to enteric fever. During his absence, until the return of officers from furlough in November placed a senior man at his disposal, the Chief Commissioner was compelled to entrust the charge of the district to a junior civilian of only three years' service.

In Saugor, Colonel T. W. Hogg was in charge for the whole period, except for one month's privilege leave which he took, in consequence of ill-health, in July. He retired in November last, and his health for some weeks prior to retirement was very indifferent.

In Mandla, Mr. Aley Muhammad has administered a difficult charge with much activity and efficiency throughout 1896.

In Seoni, the transfer of Mr. Robertson from Nimar to Jubbulpore made it necessary to move Mr. Walker to the former district in March, and to entrust Seoni to Mr. Jowers, an officer of five years' service. Mr. Jowers' health broke down in September, and he too had to be replaced by a still more junior officer until the return of a senior man from furlough.

(True Extract.)

R. H. CRADDOCK,
Third Secretary.

ORDER.—Ordered, that a copy of this Resolution be submitted to the Government of India in the Revenue and Agricultural Department, that copies be forwarded to the Commissioner of Settlements and Agriculture and to the Commissioner, Jubbulpore Division, and Deputy Commissioners of the Jubbulpore Division.

R. H. CRADDOCK,
Third Secretary.

No. 849. Dated Nagpur, February 12, 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

I am directed, with reference to my No. 4988, dated the 16th December 1896, to submit the following further report regarding the prevailing scarcity in these Provinces.

2. The Chief Commissioner has now satisfied himself, by personal inspection, of the condition of the districts where distress is most serious. He has also arranged, in greater detail than was possible when he last wrote, the scheme of relief operations to be adopted in each district. Moreover, the further information which has reached him, combined with his own observation in the affected areas, has led him to modify on one or two points the view of the situation in the several districts of the Province which was given in paragraphs 4 to 9 of my former letter, No. 4988, dated the 16th December 1896. For these reasons he deems it desirable to report on the situation in each district as it now presents itself to him; to specify the areas affected and their general circumstances; to indicate the scheme of relief which is in operation; to show the number and classes of people who have been and are in receipt of relief; to forecast, as far as the data now available permit, the probable future duration and extent of the distress, and to estimate the aggregate numbers who will be in need of relief.

The following statement shows, for the districts where distress exists, the numbers in receipt of relief on the 23rd January last, their classification, and the nature and number of relief works provided :—

Serial Number.	District. Name.	Total Area in Square Miles.	Population.	Affected Area. Area.	Affected Area. Population.	Numbers in Receipt of Government Relief. On Relief Works.	Numbers in Receipt of Government Relief. Gratuitously Relieved.	Numbers in Receipt of Government Relief. Total.	Percentage of Persons Relieved to Total Population of Affected Areas.	Number of Relief Works opened.	Number of Relief Centres.	Number of Government Poorhouses.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
1	Jubbulpore	3,909	748,146	3,909	748,000	70,178	13,373	83,551	11·6	11	16	4
2	Saugor	4,007	592,000	4,007	592,000	24,345	7,327	31,672	5·3	4	10	5
3	Damoh	2,831	326,000	2,831	326,000	17,894	2,466	20,360	6·2	12	7	4
4	Seoni	3,206	370,767	1,766	200,000	5,566	553	6,119	3·	13	6	2
5	Mandla	5,056	339,373	5,056	339,000	12,621	257	12,878	3·8	6	17	2
	Total	19,009	2,376,286	17,569	2,205,000	150,604	23,976	154,580	7·0	46	56	17
6	Nagpur	3,882	757,862	524	95,500	1,662	877	2,539	2·6	6	–	2
7	Bhandara	3,968	742,850	1,750	390,000	6,760	1,162	7,922	2·	4	–	4
8	Balaghat	3,139	383,331	3,139	383,000	4,093	1,330	5,423	1·4	6	–	3
	Total	10,989	1,884,043	5,413	868,500	12,515	3,369	15,884	1·8	16	–	9
9	Hoshangabad	4,749	529,945	3,794	375,000	27,140	5,735	32,875	8·7	8	–	2
10	Narsinghpur	1,916	367,000	1,916	367,000	14,451	1,891	16,342	4·4	5	–	3
11	Nimar	3,358	253,486	–	–	452	273	725	–	2	–	1
12	Chhindwara	4,630	407,494	2,000	135,000	3,436	1,337	4,773	3·5	2	15	3
13	Betul	3,828	323,196	2,389	128,000	6,810	751	7,561	8·9	3	–	1
	Total	18,481	1,881,121	10,099	1,005,000	52,289	9,987	62,276	6·2	20	15	10
14	Raipur	11,724	1,584,427	4,000	710,000	6,319	1,034	7,353	1·	3	–	5
15	Bilaspur	8,341	1,164,000	8,341	1,164,000	4,483	1,326	5,809	·4	3	–	4
	Total	20,065	2,748,427	12,341	1,874,000	10,802	2,360	13,162	0·7	6	–	9
	Grand Total	51,394	8,890,035	45,422	5,952,500	206,210	29,692	245,902	4·1	88	71	45

In view of the great importance as regards the present distress of the outturn of the coming spring crops, a statement is also given, showing for each district the area under

rabi crops for the last three years; the average area of these years; the area now under these crops according to the latest available data, and the anticipated outturn in each case.

It should be observed that these figures must not be accepted as final, as the patwaris' papers showing the areas in detail are not filed until the 1st April. They may, however, be regarded as the best provisional estimate now obtainable:—

District.	Area under Rabi Crops during			Average of Columns 2, 3, and 4.	Area under Rabi during 1896-97.	Percentage by which Column 6 Exceeds (+) or is Less than (−) Area in Column 5.	Estimated Outturn of Rabi Crop, 1896-97, in Annas.
	1893-94.	1894-95.	1895-96.				
1.	2.	3.	4.	5.	6.	7.	8.
	Acres.	Acres.	Acres.	Acres.	*Acres.		
Saugor	680,542	641,262	527,551	616,452	164,860	—73	†4
Damoh	350,181	317,939	237,206	301,775	113,166	—62	8
Jubbulpore	712,816	629,892	455,994	599,567	399,711	—33	11
Mandla	210,367	199,396	126,120	178,628	44,657	—75	12
Seoni	428,685	374,875	280,241	361,267	240,000	—33	12
Wardha	381,378	357,808	323,641	354,276	309,991	—13	8
Nagpur	614,319	615,316	539,102	589,579	515,881	—13	8
Chanda	378,069	232,566	397,890	316,175	237,131	—25	8
Bhandara	488,102	397,407	300,980	395,496	355,946	—10	11
Balaghat	162,323	145,447	126,651	144,807	37,000	—74	6
Narsinghpur	408,103	405,700	353,149	388,984	202,858	—48	8
Hoshangabad	802,946	771,070	750,204	374,740	595,081	—23	6
Nimar	74,639	68,561	59,236	67,479	50,609	—25	4
Betul	272,802	268,222	244,107	261,710	196,282	—25	8
Chhindwara	286,051	299,265	260,922	282,079	211,999	—25	10
Raipur	1,036,948	975,258	568,245	860,150	430,075	—50	6
Bilaspur	721,990	646,813	337,223	568,675	106,627	—81	12
Sambalpur	12,844	10,490	10,360	11,231	(Rabi crop unimportant.)		
Total	8,023,105	7,357,287	5,838,822	7,073,070	4,211,874	—41	8

* Estimates only. † Estimate for wheat.

The appended Table A. also shows the way in which the numbers in receipt of relief have changed from week to week since the beginning of December.

3. I proceed to report in detail on the circumstances of each district, beginning with those of the Jubbulpore Division, where the distress is most serious. In the Jubbulpore District the parts most severely affected are the whole of the Murwara or northern tahsil, and parts of the Sehora or central tahsil, in the north and east, and the southern half of the Jubbulpore or southern tahsil in the west and south. The area of this tract is 2,459 square miles, and the population 368,000, or half the total population of the district. Even, however, in the remaining part of the district, including the rich plain of 1,111 miles (population 244,270) known as the Haveli, the bad rabi crops of the two years 1894 and 1895 have much reduced the circumstances of the people, and here, as elsewhere, general high prices must cause distress among the poor. The total affected area is thus identical with the whole area of the district, and covers 3,909 square miles, with a population of 748,000.

Turning next to the scheme of relief which has been adopted for this district, it may be observed that the failure of the kharif crop in the parts of the district where distress had previously been most severe, made it necessary to anticipate the opening of large works by some more summary methods of relief, and, at the conference held at Jubbulpore in the beginning of November last, the Commissioner was authorised to open relief-centres at the more important villages throughout the affected tracts. The object of these centres, as explained in Revenue Department Letter, No. 4950, dated the 11th December 1896, was to relieve starving wanderers by the provision of food, and, by arranging for local labour of a not too arduous kind in the immediate neighbourhood of each centre, to enable such of them as had, owing to hunger and weakness, been rendered temporarily incapable of sustained work to regain their strength. As soon as they were considered strong enough they were to be passed on to large works under the stricter supervision of the Public Works Department. In the special circumstances of the Jubbulpore Division, where, as has just been noted, the failure of the autumn crops fell with especial severity on a population previously reduced by two years of scanty harvests, this method of relief proved most useful. The simple mechanism of the relief-centres allowed of their being opened promptly; while the starting of large relief works and the organization of village relief would necessarily have taken some

time. They were started during November; were at once largely resorted to, and are now in operation at 16 places throughout the affected tracts (viz., at six places in the Jubbulpore Tahsil, five in Sehora, and five in Murwara).

The Chief Commissioner took an early opportunity of pointing out that these relief-centres were essentially of a provisional nature, and that when once village relief had been effectively organised and sufficient works opened, the necessity for them would largely disappear. In a recent circular letter dealing generally with gratuitous relief (*vide* paragraph 3 of Circular Letter, No. 214, dated the 15th January 1897, copy enclosed*), he has again laid stress on this point, which he regards as one of much importance. In addition to the 16 relief-centres, there are poor-houses at the three tahsil head-quarters, and at Katangi, on the northern road to Damoh, where the Chief Commissioner, on a recent visit, found a large number of people from the Native States of Bundelkhand, and from the North-West Provinces, many of them in a very emaciated condition.

For those able to work, seven large works under the Public Works Department, all road works, have been started, and it was believed until recently that these would suffice to provide work for all who needed it, at a not too great distance from their homes. The numbers on works, owing largely to extensive immigration from the Native States of the Baghelkhand Agency, have, however, during the last few weeks, risen very rapidly, especially in the northern or Murwara tahsil. The district has now been divided into two sub-divisional charges; it is intended shortly to form a third, and a number of large works will be increased to keep pace with the constant flow of applicants for labour which has to be dealt with. The Katni extension of the Indian Midland Railway also provides work for large numbers of the able-bodied. A scheme of subsidiary local works, to be partly carried out from Government funds, and partly with the aid of the special famine loans recently sanctioned by the Government of India, is now being elaborated, and numerous works of this kind, at convenient centres, will be started as soon as possible. Three tanks have already been begun. For the hill and forest tract in the south-west corner of the district arrangements have been made to construct three tanks and a forest road through the agency of the Forest Department.

The bulk of the people on the works are agricultural and other labourers, and some of the smaller cultivators. On the large works recently opened some of the better class of cultivators are to be found, but the Chief Commissioner considers that, unless a really adequate task is exacted, and a bare subsistence wage given, there will, even in the absence of any acute distress, be numbers of agriculturists willing and ready, at a season when there is no field work, to add to their scanty means by coming on Government works. As the exaction of task work grows more systematic, and when field work again begins, the numbers of workers drawn from these classes will in all probability rapidly fall off. Cases of emaciation are rare on the works, the main signs of poverty being inadequate and ragged clothing, but in the poor-houses, and at relief-centres, there are numerous very bad cases. Most of these are, however, beggars or pilgrims who only come on relief as the last resource when alms or food are no longer procurable.

For the relief of the agricultural classes the whole of the kharif instalment of land revenue has been suspended throughout the most severely affected area. In the rest of the district from half to two-thirds of that instalment has been suspended.

It may be added that for the effective supervision of famine relief work in this district, a European officer has been placed in charge of each tahsil: a covenanted Assistant in each of two tahsils, and an Assistant District Superintendent of police in the third. A special medical officer has also, with the sanction of the Government of India, been appointed to superintend the medical and sanitary arrangements on all famine works and in poor-houses. Arrangements have now been made for the deputation of three more European supervising officers to cope with the rapidly increasing work, especially in the northern tahsil.

Village house-to-house relief has also been organised, as well as similar relief in towns, which will be arranged for by the municipal committees with the help of Government officers. For the relief of the respectable poor in the town of Jubbulpore itself, who are averse from coming forward to ask for Government aid, a special committee has been formed, which is carrying on operations with the aid of private funds.

A special difficulty in arranging for famine relief in this district has arisen from the large number of frequently emaciated immigrants from Native States, who swell the ranks of relief workers, and crowd into poor-houses and relief-centres. At the end of December no less than 83 per cent. of the inmates of the Murwara poor-house consisted of such immigrants, and there are similarly large numbers wherever measures of relief have been started. The Political Agent, Baghelkhand, has recently assured the Commissioner of

* Not reprinted.

the Division that adequate measures of relief have now been adopted in the Agency itself, and the Chief Commissioner trusts that the immigration may diminish. Of this, however, there is at present no symptom. Most of these wanderers arrive at the poor-houses and relief-centres in a very reduced state, and the frequent deaths among them have largely contributed to the high rates of mortality which have been such a serious feature of this district during the past months.

The reality and extent of the distress in Jubbulpore can best be gauged by a consideration of the aggregate numbers in receipt of relief since the beginning of December last. In the beginning of that month the total numbers were 12,829; by the middle of the month they had exceeded 20,000; and on the 26th stood at 42,000. Since then they have steadily and largely increased, the total numbers now in receipt of relief being over 90,000, or more than 12 per cent. of the total population of the district (=748,000). The stoppage of immigration from Native States, and the harvest work which will be available in February and March in getting in the rabi harvest, should, however, diminish these numbers; while from April to June the free opening of the Government Forests will, if the mohwa crop is abundant, cause a still further fall. The bulk of the people who are in receipt of Government relief much prefer resorting to the jungle and living on mohwa and other edible forest produce, to the sustained labour of a famine-work, and the Chief Commissioner anticipates that here, as indeed in all districts where mohwa is plentiful, this will result in a marked falling off in the numbers in receipt of relief during the hot weather months. Indeed, if the crop is a full one, many will lay up stocks to last them through the early monsoon months, and will probably return to their homes until the autumn harvest can be reaped. In view of these considerations, Mr Lyall thinks that the numbers in receipt of relief will probably reach their maximum by the end of this month, and, including those in receipt of village house-to-house relief, he would estimate 70,000 as the average number who will need relief from the 1st February until the end of September, or say 17 million units.

With respect to rabi prospects, the outlook in the restricted area sown (now stated as two-thirds of the normal) was reported as good in my letter of December last. The further rain at the end of December, and during the current month, has still further improved matters, and an out-turn of 11 annas is at present anticipated.

As regards prices, those of wheat and gram, the staple food-grains of the district, are slowly but steadily cheapening. At the beginning of December wheat stood at 8 and gram at 10. For the last three weeks wheat has stood at 9 and gram at 11. As the present prospects of the rabi become more assured, a further fall is probable; but here as elsewhere in the Central Provinces, the governing factor in prices is the prospect of the rabi harvest in Upper India, to which export of food grains is still going on from Jubbulpore. There is no cause for anxiety as to deficiency of food stocks in any part of this district.

4. In Saugor, the most seriously affected tracts lie along the south-western and south-eastern borders of the district, in the north-west corner, and in the Shahgarh pargana in the extreme north-east.

The early cessation of the monsoon confined rabi sowings to a third of the area of the previous year, while the kharif outturn has nowhere exceeded four annas: past years have been very bad, and the Chief Commissioner considers that there is no part of the district in which distress will not be felt. The whole area of the district, 4,007 square miles, with a population of 592,000, should therefore be treated as affected for the purposes of famine relief. The general circumstances of this district are similar to those of Jubbulpore, though there is less immigration from Native States. Here also relief-centres have been established at 10 places in the tracts most seriously affected; while, to meet the demand for work, four large road-works have been opened, one in each tahsil. Here, as also in Jubbulpore and Damoh, the extension of the Indian Midland Railway to Katni supplies labour for the ablebodied. As regards local works, it may be remarked that in this district there is but little scope for these, but the construction of three large tanks is proposed; while for the Khurai Tahsil, where acute and general distress exists, special famine loans are to be granted for the embankment and submersion of fields for the purpose of eradicating *kâns* grass. Poor-houses have been established at each of the four tahsil head quarters, and at Shahgarh, in the extreme north-east of the district. Village house-to-house relief has also been arranged for in all tahsils, and is now regulary distributed. The condition of the people on the works is reported to be fair, there being but few cases of emaciation. Relief workers are chiefly drawn from the labouring classes, but there are some tenants and a few petty landowners, co-sharers in small villages, on some of the works.

At the beginning of December there were 2,000 persons on relief works, and over 1,000 in receipt of gratuitous relief. By the end of that month the number of workers had reached 15,000, those in receipt of gratuitous relief having increased but slightly. Early in January there was a marked increase under both heads, and according to the latest returns there are nearly 27,000 on relief works, and nearly 13,000 in receipt of gratuitous relief. Two additional covenanted Assistants, and one Assistant Superintendent of police, have been appointed to supervise the famine charges into which the district is divided, and a special medical officer has, with the sanction of the Government of India, been placed in charge of all sanitary and medical arrangements connected with famine.

The forests in this district will not attract such large numbers as in Jubbulpore, nor will harvesting on the greatly restricted rabi area afford much labour. Moreover, immigrants are not numerous. The Chief Commissioner considers that no perceptible decrease in distress can be hoped for until the early autumn crops are reaped, and that we may expect to have from 25 to 30,000 people needing relief until the end of September. This would give, say, six million units for that period.

The rain in December and January has somewhat improved rabi prospects; but, as has been stated, the out-turn on the greatly restricted area must be so small that it cannot materially alter the situation.

The prices of the staples, wheat and gram, hardened in the latter part of December. They have now again fallen slightly, and are slightly cheaper than at the beginning of November, wheat being at 8½ and gram at 10 seers per rupee.

There is still considerable export of grain to Upper India from this district, which points to stocks still being available, but if there is a good rabi harvest in the North-Western Provinces, and in the remaining wheat districts of these Provinces, this will, no doubt, later on give place to extensive import. No insufficiency of food supplies is anticipated by the local officers.

5. The Chief Commissioner's personal observation in the Damoh District, and the further and fuller reports which have reached him since my letter of December 16th was written, have convinced him that the account of the situation in that district, at the end of paragraph 8 of that letter, gave an unduly favourable impression of the present condition and prospects of this part of the Province. The rabi crop of 1894 was an utter failure; that of 1895 was little better, while the early cessation of the autumn rains of 1895 gave an equally scanty harvest in the spring of 1896. The kharif crop of 1895 was scarcely better than the rabi; and while this crop in the present year was, in the southern tahsil, somewhat better than that of 1895, it was almost an utter failure in the north, where the people are very poor, and are almost entirely dependent for food on rice, juari, and the lesser millets. The proportion of the rabi area sown was also considerably over-estimated by the local officers in their report of December, and it is now certain that the sowings do not cover more than half of last year's area. The successive calamities of past year's have exhausted the resources both of tenants and malguzars, and the district will need very careful treatment if it is to recover the prosperity which it formerly enjoyed.

For the period from the middle of August to the beginning of November, owing to casualties among officers in the Jubbulpore Division, the district was unavoidably placed in charge of a young and inexperienced officer, who could not be expected fully to read and understand the signs of distress. It is true that such distress as existed has certainly grown rapidly worse since the failure of the autumn crops declared itself, but even before that time it must have been considerable. The condition of this district previous to the failure of September has been set forth in paragraphs 14, 18, and 19 of the Chief Commissioner's Resolution, No. 574, dated the 1st instant, dealing with the proceedings of 1895 and 1896 in regard to famine in the Jubbulpore Division, to which I am to refer the Government of India. The Deputy Commissioner now in charge of Damoh has had previous experience of the district as Settlement Officer, and the Chief Commissioner is confident that everything that is necessary is now being done.

It was formerly reported that the distressed area was confined to the south and south-west of the district, and to the north of the Hatta Tahsil. No doubt these are the areas where the scarcity is most severe; but, for the purpose of famine relief, the Chief Commissioner considers that the whole district, which extends over 2,831 square miles, with a population of 326,000 persons, should be regarded as distressed. Here also relief centres have been opened at seven places in the most distressed tracts; three large road works have been started, two in the north and the third in the south, and nine local works are in progress. There are poor-houses at the two tahsil head-quarters, and at two other places on main roads from the west and south, which are much frequented by

wanderers. A scheme of local works, to be undertaken partly from Government funds and partly with the aid of special famine loans, is being worked out for those tracts where no scope for large works exists, and house-to-house relief in villages has been organised. It may be added that, for the able-bodied, abundant work is provided in the construction of the Saugor-Katni extension of the Indian Midland Railway. The general condition of the people on the works is reported as low, many of the able-bodied having gone to work on the railway. The bulk of those in receipt of relief are labourers, but there are a few petty landholders, co-sharers in small villages, and a sprinkling of tenants. Relief has been given to the agricultural classes by the entire remission of the kharif instalment of land revenue throughout the district.

The numbers on relief works and in receipt of gratuitous relief, which stood at under 6,000 in the middle of December, rose to over 12,000 by the end of that month and now considerably exceeds 20,000. In considering these numbers it must be remembered that the population of this district is only half that of Jubbulpore, and that a large number of persons find employment on the railway. Even, however, after allowing for this, the Chief Commissioner does not consider that the maximum number has yet been reached, and thinks that, after making the necessary deductions for withdrawals, owing to the possibilities of getting food in the forests, and to harvest and other field labour becoming available, provision should be made for about 20,000 people from February to the end of September, or (say) $4\frac{1}{2}$ million units in all. The prospects of the rabi on the area sown are at present fair to good, and an average crop is expected in most parts of the district.

The prices of the staple food grains, wheat and gram, are much the same as in Saugor, and have shown only slight fluctuations since the beginning of November. They then stood at eight and ten seers per rupee respectively. Their present price is $7\frac{1}{2}$ and 10. Owing to there being no railway to Damoh import is difficult during the rains, and prices tend to rise towards and during the monsoon months. But with good rabi harvests in Upper India, general prices should fall considerably during March and April, and a considerable import may be expected. Scarcity of food grains is not anticipated, but here, as also in Saugor, and probably in Jubbulpore, large advances will be necessary for the purchase of seed-grain.

6. In Seoni there is no such general distress as in the three districts which have just been dealt with. The crops of 1893–94 yielded 71 per cent. of a full crop; those of 1894-95, 63 per cent.; while it was only in 1895-96 that both kharif and rabi were poor. In 1896 some 40 per cent. of the normal rabi area remained in the first instance unsown; but after the rains of November further sowings became possible, and the area now under spring crops is not, it is estimated, much short of the area sown in the previous year.

It is thus only in the Lakhnadon or northern tahsil, and a comparatively small tract in the south-east of the Seoni or southern tahsil, where the people are almost entirely dependent on the out-turn of the autumn crops, that any acute distress is anticipated. The affected area extends to 1,766 square miles, with a population of 200,000, or 54 per cent. of the total population of the district.

For purposes of relief there are three large road works, under the supervision of the Public Works Department; two in the Lakhnadon or northern tahsil, the other traversing the distressed tract of the southern tahsil. There are also six relief centres, four in the northern and two in the southern tahsil. Smaller local works have also been started at ten places, and there are two poor-houses at the two tahsil head-quarters. The question of house-to-house relief in villages has been considered, but it was decided that no such measure is yet needed. Three forest roads are being constructed as relief works; one in the southern tahsil, and two in the north-east and north-west respectively of the northern tahsil.

Throughout the affected area the forests have been opened to the free extraction of mohwa, edible roots, fruits and head-loads of grass and fuel.

One of the large works was recently inspected by the Chief Commissioner, and he did not observe a single case of emaciation. Most of the workers were labourers and petty cultivators, not, as yet, in actual distress, but very glad, in this period of high prices and absence of demand for labour, to earn a regular daily wage. Even in the poor-houses cases of emaciation were not frequent, and with good harvests in the current year the Chief Commissioner does not think that this district will give cause for serious anxiety. It may be added that the kharif instalment of land revenue has been suspended throughout the affected area.

The numbers in receipt of relief rose from 2,000 in the beginning of December to nearly 4,000 at the close of that month. In the beginning of January they reached 6,500, then decreased to something over 4,000, and have now again risen to over 7,000. Looking at the present excellent prospects of the rabi crop in the greater part of the southern or Seoni Tahsil, the Chief Commissioner does not think that a monthly average of more than 5,000 need be provided for, and he would fix the figure for this district for the period 1st February to 30th September at, say, one million units.

Rabi prospects are at present good. As already indicated, the greater part of the normal rabi area has been sown, and both the early and late sown crops are doing well. In his recent journey from Seoni to Chhindwara the Chief Commissioner passed through village after village of splendid wheat land where the cultivators freely admitted that they looked forward to a full crop. Unfortunately, after he left the district, on the 21st January, a destructive hail-storm visited a portion of this tract and did some, though local, damage to the nearly ripe wheat. The estimated rabi out-turn for the whole district is not less than 12 annas.

The prices of food-grain reflect the state of the crops. Rice, of which the harvest was very poor, remained nearly steady since the beginning of November at 10 seers the rupee and has only recently fallen to nine seers, while wheat has gone down from just over eight to 10 seers per rupee. As the prospects of the rabi become more assured the price of wheat will probably show a still further fall, and no anxiety need be felt as to the sufficiency of food stocks in this district.

7. As regards Mandla, it was pointed out in paragraph 6 of my previous letter that the situation here was serious. The autumn crops of 1896 were practically an utter failure, and both the kharif and rabi of the previous year were poor. More than half of the population are aborigines who are altogether without resources, and the number of mohwa trees is not sufficiently large in Mandla to warrant our anticipating from that source so much relief as in the three northern districts of the division. Moreover, it is generally believed that the aboriginal population are especially averse to leaving their homes for Government works.

The whole district may be considered as distressed in a greater or less degree, and, except in a small tract in the north and west, in and around Mandla itself, the distress is acute. The distressed area thus extends to 5,056 square miles, with a population of 339,000 persons. To meet the peculiar circumstances of the district, and with regard to the large extent of the distressed area, it has been thought advisable to have more numerous relief centres than were found necessary elsewhere, and the number at present open is 17. There are also four large road works under the Public Works Department and two local works under civil officers, as well as three forest roads in those tracts where other modes of relief are not possible. There are poor-houses at both the tahsil head-quarters, and house-to-house relief in villages is now being rapidly organized.

It is further expected that a large number of local works of improvement will be carried out with the aid of special famine loans, and the construction of 10 tanks as local famine works from Government funds has already been sanctioned.

The whole district has now been divided into four famine charges, two for each tahsil, a responsible officer of the rank of tahsildar being placed in charge of each. A European Assistant Superintendent of police has also been posted to Mandla to assist in the supervision of famine works.

The Chief Commissioner inspected one of the large Public Works Department works, and also visited a relief centre and the Mandla poor-house. The average condition of the aboriginal population of Mandla is at no time good, their food being scanty and frequently unwholesome. The recent bad times have made matters worse, and the condition of the people generally is poor. Starving wanderers are not, however, often met with, nor are cases of actual emaciation at all frequent, except in poor-houses. Meanwhile all is being done that can be done, and the adequacy of the arrangements made was gratefully acknowledged by the people during the Chief Commissioner's recent visit to Mandla.

The numbers on relief works and in receipt of gratuitous relief, which were just over 5,000 at the beginning of December, had reached nearly 8,000 by the end of that month. Numbers are still steadily rising, and have now reached 15,000. Harvest labour may give employment to some, but the rabi area in the affected tracts is so small that this will not perceptibly diminish numbers. On the other hand, the local officers believe that many more will flock on to the works as soon as they become fully known, and they consider that numbers will go on rising, with possibly some slight fluctuations at harvest time, until the early monsoon crops are reaped. The Chief Commissioner thinks,

therefore, that 30,000 should be taken as the daily average from 1st February to 30th September, giving a total for that period of 7¼ million units.

The present prospects of the rabi crops are excellent, and have been much improved by the showers of December and January. But, as already remarked, the out-turn of these crops cannot materially affect the general situation.

Prices here are rising. At the beginning of November the prices of the staple grains (wheat and rice) were 10 and 11 seers per rupee respectively. They now stand at nine and eight seers, and food stocks are reported to be very scanty. The attention of the Commissioner has been already drawn to the correspondence regarding the import of grain into Bengal which was forwarded with your letter No. 4–F., dated the 6th January 1897, and he has been asked to consider whether any special arrangements may be needed later on for the supply of food-grains in Mandla. The inaccessible character of a great part of this district, the absence of local traders, the poverty of the people, and the fact that there are no local food stocks, make it not improbable that Government help in some shape will be needed to secure a due supply of food-grains during the rains. At present there is no reason to fear failure of supply so long as the people are put in funds by the opening of a sufficient number of relief works. The measures necessary for supply during the monsoon months will, no doubt, need anxious and careful consideration, but for this there is ample time.

8. Summarizing the situation in the Jubbulpore Division, it may be said that the whole division, with the exception of the southern half of Seoni, is affected by distress, and that the affected area extends over 17,569 square miles, with a population of 2,205,000. On the 23rd January 154,580 persons, or seven per cent. of this population, were in receipt of Government relief, and up to the 30th September, up to which date a continuance of Government relief measures will be necessary in all parts of the affected area, it may be estimated that 31 million units will need relief.

9. In the Nagpur Division it is only in three districts that distress now exists otherwise than quite locally, and in only one of these, Balaghat, is the distress general or acute. From Chanda no distress is reported except in the remote zamindari of Ambagarh Chauki, in the north-west of the district, and bordering on the Nandgaon Feudatory State. In Wardha, where a poor-house was opened and a test work started, it was found that only a few immigrants from other districts came to the poor-house, and that the demand for work at the famine wage was very small. The poor-house has accordingly been closed, and the work will be continued as an ordinary work. In view of the good out-turn of juari, which in this district covers nearly half the kharif area, and with a favourable rabi, of which there now seems every hope, there will probably be but little need for further direct famine relief here.

In Nagpur the greater part of the district gives no cause for anxiety, but there is a demand for labour and some degree of scarcity among the poorer classes in two small tracts in the north-west, two similar small tracts in the south-east, and a somewhat larger area in the north-east corner of the district. There is, further, some distress, owing to high prices and absence of demand for labour, among the poorer classes of the town population of Nagpur and Kamptee, especially among the labourers and weavers. The affected area, as so defined, may be estimated at 524 square miles, with a population, taking only 10 per cent. of the population of Nagpur City as affected, of 95,500 people.

As regards measures of relief, there are poor-houses at Nagpur and Kamptee, with an average population, during December, of nearly 1,800 persons, more than three-fourths of whom were women and children. Works (stone-breaking and earthwork), one under municipal supervision and the rest under Public Works Department supervision, were started during December at six places, five in the Nagpur Tahsil and one near Umrer in the south-east. At first sufficient strictness in the exaction of a task was not shown, and numbers rapidly rose to over 5,000. Under more systematic management numbers have steadily gone down, and there are at present only a little over 2,000 on the works. Rupees 25,000 were granted last December for land improvement loans. A certain amount of labour is thus provided. Neither relief centres nor village house-to-house relief have been found necessary, and a recent careful report by the Deputy Commissioner, based on personal observation of the distressed tracts in the north-west and north-east, shows that there is, as yet, no wandering and no cases of emaciation. All that he considers to be needed is sufficient work for those who are fit for labour, and, in the more remote parts, the opening of the forests to the extraction of edible products. Rabi prospects in this district are at present good; the price of the staple food (juar), which in the beginning of November stood at 11 seers per rupee, went down in the first half of January to 15 seers, and it is now selling at 13¾ seers per rupee. After allowing for

harvest labour and relief in the wilder tracts by the opening of the forests, the Chief Commissioner doubts whether, after February, there will be any necessity for relief works, except on a limited scale, and in those parts of the district where the people are mainly dependent on the out-turn of the autumn crops. Even, however, if a high estimate be taken, he does not think that provision need be made for more than an average of 2,000 a day or, say, half a million units between February 1st and the end of September.

10. The situation in Bhandara, though even there distress is by no means general, is more serious than that of Nagpur. The whole of the northern half of the district, with an area of 1,750 square miles and a population of 390,000, may be regarded as more or less affected by scarcity, though acute distress is confined to a track of about 500 square miles in the extreme north-east, bordering on Balaghat and north of the railway line. This particular part of the district is, however, it should be observed, more thickly peopled than any other, and has a population of 165,000 persons.

Besides poor-houses at the tahsil head-quarters of Bhandara and Sakoli, at Tumsar, a municipal town, and at Gondia, on the northern road to Balaghat, there are four large road works under the Public Works Department distributed throughout the affected area. After careful discussion it has been decided that neither relief centres nor village relief are, as yet, necessary; though the police and village mukaddams have had special orders issued to them with regard to the dieting and forwarding to poor-houses or relief works of starving wanderers.

A number of local works are being undertaken by malguzars either with their own funds or with the aid of takavi loans, and the Deputy Commissioner estimates that at the close of December these were giving employment to 2,000 persons.

In December last a grant of Rs. 25,000 was made for land improvement loans, and this is now being supplemented in the more distressed tracts by an allotment from the grant for famine loans. This will supply useful village labour, for which in this district ample scope exists in the construction of irrigation tanks. The Deputy Commissioner inspected all the works and the greater part of the distressed area during December and again in January. He found the condition of the people to be but little below normal, the few cases of emaciation being those of residents of Balaghat, who had gone to Berar for harvest labour and were returning thence without having obtained it. The forests of this district have already been opened to the free extraction of fruits, mohwa, and edible roots. Free grazing has also been sanctioned to all except Banjaras, Gaolis and professional cattle dealers. The numbers in receipt of relief in this district have fluctuated considerably—a result largely due to the fact that before work was fully organised strict tasks were not exacted. Even after the introduction of systematic tasks, however, the numbers now exceed 10,000, as compared with 4,600 at the beginning of December.

The rabi area is 37 per cent. of the total cropped area, and nearly all of it has been sown. Harvest labour will thus give employment to considerable numbers, while the opening of the jungles will give relief during the hot weather months. Still, looking at the fact that the affected area is chiefly a rice tract, and that the crops of the past three years have been bad, there will probably be considerable distress until the end of September. Estimating the average monthly number at 6,000 per diem, the Chief Commissioner thinks that provision should be made for the relief of 1½ million units up to the end of September.

The staple food in this district is common rice, and it grew steadily, though slowly, cheaper from the end of November until the middle of January; since when it has again risen. In the middle of November it was selling at 8¾ seers per rupee; it is now being sold at 10 seers. No scarcity of food stocks need be anticipated in any part of this district.

11. It is in the Balaghat district that the distress is most general and severe in the Nagpur division. The rice crop, which is the main food-grain of the district, was a complete failure; the lesser millets also yielded badly, and the rabi area, always unimportant in this district, was still further diminished this year owing to the early failure of the monsoon rains. The general situation of the district and the area and intensity of distress are well described by the Deputy Commissioner as follows:—

> "The distress is universal throughout the district, but varies from village to village. For the inhabitants of a few villages where the rice out-turn is well above the average of the district, or the malguzar is well off and does his duty by his tenants, no measures of relief will be necessary. Villages of this kind are, however, very few and scattered, and it may therefore be said that relief-works are

necessary over the whole district, that is, they should be accessible to the distressed tenants and labourers of every village.

"The uplands (*i.e.*, the Northern or Behir Tahsil) are worse off than the lowlands, both in the out-turn of the crop and as respects the number of resident capitalists, but they are thinly populated, whereas in the lowland tracts the population is as dense as in any part of the Central Provinces. The poorest part of the district is the eastern half of the Behir or northern tahsil. Tanks are fewer and the cultivators less intelligent. The harvest has been a greater failure there than in any part of the district, and special efforts will have to be made to prevent the whole tract relapsing into waste, the tenants being of migratory habits."

The whole district, covering an area of 3,139 square miles with a population of 383,000, must thus be regarded as affected by scarcity; the northern tahsil, where distress is most severe, having an area of 909 miles with a population of 87,000, chiefly aborigines. To provide relief for this district four large road works have been started under the supervision of the Public Works Department; two in the northern, with three relief camps on one of them, and two in the southern tahsil, while two tanks have been excavated in the northern tahsil under the supervision of the Deputy Commissioner. Some 6,000 people are now being employed on these works. There are also poor-houses at Balaghat and Behir.

Early in December a special grant of Rs. 35,000 was made for land improvement loans in this district, and a further considerable allotment will be made from the grant of five lakhs recently sanctioned by the Government of India for famine loans. There is ample scope in this district for tank work, only 31 per cent. of the rice area being protected by irrigation, and local works will be particularly useful here, especially in the northern tahsil, as tending to keep a naturally migratory population in their villages.

In the northern tahsil the opening of the jungles to the free extraction of mohwa, edible roots, and fruits will afford much relief during the hot weather months, and will probably considerably diminish the pressure on the famine works until the monsoon breaks.

The physical condition of the largely aboriginal population of the Behir or northern tahsil where distress is most severe is never very satisfactory, and is especially low in times of scarcity, such as have to be dealt with at present. Cases of emaciation are frequently met with both in the poor-houses and on the works, and it is probable that house-to-house relief in villages will have to be organised almost immediately.

The situation here, indeed, is very similar to that of Mandla, and similar precautions and similar sustained and careful supervision will be needed in both cases.

The numbers in receipt of relief have so far shown no marked fluctuations. Early in December they reached 5,000, and it is only recently that they have exceeded 6,000. The decrease during the last few weeks is nominal only, as it is due to a transfer of Balaghat workers to work within the Bhandara border.

In this as in other tracts where the distress results from a failure of the autumn crops, and where the rabi area is inconsiderable, distress must, however, grow more severe with each succeeding week, and, even allowing for the opening of the forests in the hot weather months, the Chief Commissioner does not consider that it would be safe to estimate for less than a daily average of at least 10,000 persons, or, say, 2½ million units from 1st February up to the end of September.

The price of common rice, which is the staple food here, remained steady from the beginning of November to the middle of January at 9 seers per rupee. During the last two weeks it has again risen, but with a good rabi harvest throughout Upper India, and allowing for large imports of rice from Burma, there may be a slight fall later on, and, in any case, no further rise is probable until the rains. In the monsoon months, however, transport, especially to the remote uplands of Behir, will become difficult; prices will certainly rise, and it may here, as in Mandla, be necessary that Government should step in to secure a supply of food grains where private agency fails. There is still, however, ample time to consider this question, and private trade will not be interfered with unless such a course be found absolutely necessary to provide food for the people.

12. Summing up the situation in the Nagpur Division, it may be said that the area affected by scarcity is 5,413 square miles, with a population of 868,000 persons. The numbers in receipt of Government relief on the 23rd January amounted to 15,884 persons, or nearly 2 per cent. of the population of the distressed area. It is only, however, in Balaghat, and, though certainly to a less degree, in the north-east of Bhandara, an area of 3,639 square miles, with a population of 548,000 persons, that

distress is severe. The numbers for whom relief will have to be provided up to the end of September may be estimated at 4½ million units.

13. In the Nerbudda Division it may be said, generally, that there is a keen demand for labour, but no severe local distress, except among the aboriginal tribes of Hoshangabad (Gonds and Korkus), in the Chhindwara Jagirs, a tract of 1,600 square miles to the north of the district of that name, and in the west and north of Betul. There is also, as must be expected, considerable distress everywhere among the infirm and aged poor whom the hard times deprive of their usual alms.

In Hoshangabad the affected area consists practically of the whole of the two eastern tahsils, Hoshangabad and Sohagpur, the southern and northern borders of the two western tahsils and the Charwa pargana in the extreme east. In all these areas, kharif predominates over rabi, and this crop was, in the current year, generally very poor. Acute local distress is not yet reported, except in the hill and forest areas in the south and south-west, but there is a keen demand for labour at the famine wage, and cases of emaciated wanderers are to be found among the inmates of poor houses, and among the aboriginal Gonds and Korkus who only come on Government works when forced by absolute destitution to do so. The affected area, as described above, extends over 3,794 square miles, with a population of 375,000, amounting to 70 per cent. of the total population of the district.

The shape of the district is long and narrow, and the demand for labour has been met by opening work under the supervision of the Public Works Department on five lengths of road, running, roughly speaking, north and south, four being in the two eastern tahsils, and one in the north of the western tahsil. The only part not yet provided for is the south-west corner, but this is a tract of hill and forest sparsely inhabited by Gonds and Korkus. A proposal is however under consideration for opening a forest road through this tract, and also for opening work under the supervision of the Public Works Department on the road joining the head quarters of the Betul District, with the western tahsil of Hoshangabad.

Here, and indeed throughout the distressed areas of the province, the police have received stringent orders to diet and forward distressed wanderers to the nearest poor-house or relief work, and similar instructions have been issued under Section 33 of the Central Provinces Famine Code to village mukaddams. Special concessions with regard to the rate on bamboos and articles made from bamboos have been made to relieve the forest tribes, and free grazing has been allowed to agriculturists. The realization of the kharif instalment of land revenue has been suspended throughout the two eastern tahsils, discretion being given to the Deputy Commissioner to suspend elsewhere in cases where he thinks this necessary. Poor-houses have been opened at Hoshangabad and Sahagpur. On the occasion of its inspection by the Chief Commissioner in December, nearly half the inmates of the Hoshangabad poor-house were found to be immigrants from Bhopal, and the condition of the remainder did not strike him as indicating any widespread or acute distress in the district. The general condition of the labourers on one of the large works, also inspected by Mr. Lyall in December, was distinctly good, and the same observation has been made by local officers who have inspected other works. The observation in the Government of India, Revenue and Agricultural Department, Circular No. 3-F, dated the 24th January 1896, that "at any time when work is slack, thousands of labourers will be attracted by a Government work on which remunerative employment is offered," appears to the Chief Commissioner to be applicable to a great part of Hoshangabad. Many of the labourers come for a few days, earn a rupee or two, and then return to their homes, and it is probable that a considerable number of those who come on to the works are not actually in need of famine relief, and would not suffer perceptibly if the relief were to be withdrawn. In other cases, more especially where work is provided near the homes of the aborigines, who even when pressed by hunger are most reluctant to leave their villages, the urgent need of relief is very clearly apparent from the low condition of the workers, and any contraction of work would at once result in a great increase of suffering, and probable mortality. The question of relief centres and village relief has been carefully considered for this district, but it has been decided that neither of these measures is as yet necessary. Here as elsewhere, however, village relief will be started in all localities where the circumstances of the bulk of the people are so reduced as to make it impossible for them to support the helpless resident poor.

The prospects of the rabi crop, which covers three-fourths of the whole cropped area, have been improved by the rain of December, but are still far from good. In the rich wheat tract of the western (Harda) tahsil, the out-turn is not estimated by the Deputy Commissioner, who has recently inspected the crops, at more than six annas, and the

prospects elsewhere, except in the central portion of one tahsil (Seoni), are similar. It is noticed, indeed generally, that the rain of December and January has done most good to the later sown crops, while those which were sown early in the hardened soil of October have been much less benefited.

The numbers in receipt of relief, which at the beginning of December were under 8,000, had exceeded 23,000 by the end of that month, and have now reached 36,000. These numbers will doubtless be reduced when the rabi comes to be reaped, and when the mohwa crop gives food to the aboriginal population. A stricter insistance on the performance of an adequate task ought also, in the special circumstances of parts of the district, to tend materially to diminish numbers on some of the works. On the other hand, the Deputy Commissioner anticipates that there will be the usual immigration of labourers from the Satpura districts for the rabi harvest, and that in consequence of the restricted sowings and scanty crops of this year they will find but little employment, and will consequently swell the numbers on Government works. In view of all these considerations, it will be advisable, Mr. Lyall thinks, to make provision for a daily average of, say 25,000 people for the period ending 30th September, giving an aggregate of, say 6,000,000 units for these eight months.

The prices of juar and wheat, which are the staple food grains of this district, have shown frequent though slight fluctuations, but both grains are now a seer per rupee cheaper than they were in the first half of December. The good crop of juari in the Nagpur Division, if it is later on combined with a good rabi harvest in the North-Western Provinces and the Punjab, should, moreover, materially cheapen both these food grains, and with the facilities of communication which this district possesses there is no reason to fear either insufficiency of food stocks or unduly high prices.

14. The situation and circumstances of the Narsinghpur district are in the main similar to those of Hoshangabad. Here also a scanty autumn crop has followed on three previous poor years, and the poorer classes, who depend largely on the kharif, and who for the last three years have been deprived to a considerable extent of their usual harvest earnings in the spring, are in want of food and work.

The affected area consists of a belt of hill and jungle skirting the northern and southern borders of the district, with a narrow strip on the western border running from north to south. The inhabitants of the villages on the banks of the Nerbudda towards the centre of the district are also said to be feeling the effects of a series of bad years. Even, however, in the richer central plain, there is some degree of distress among the labourers and poorer cultivators, and a keen demand for work. The Deputy Commissioner now considers that the whole district should be regarded as more or less affected by scarcity. The extent of the affected area is thus 1,916 square miles, with a population of 367,000 persons.

A careful and interesting report on the situation and prospects of this district has recently been submitted by the Deputy Commissioner (Mr. Younghusband), and I am to submit it, together with the forwarding letter of the Commissioner of the Division, for the information of the Government of India.

The scheme of relief here is similar to that adopted in Hoshangabad, and consists of five road works under the supervision of the Public Works Department, chiefly feeder lines running north and south to the railway. Two of these are in the western and three in the eastern tahsil. Neither in this district nor in Hoshangabad is there any scope for local works. There are three poor-houses, two at the tahsil head quarters, and the other at Chhota-Chhindwara (or Ghotigaon) on the railway line to the east of the district.

The Deputy Commissioner reports that he is now organising village house-to-house relief, but he has not yet submitted his detailed proposals. It seems unlikely that relief of this kind will be needed except in isolated localities where the circumstances of the inhabitants have been especially reduced. So far, the dieting of starving wanderers by the police and village mukaddams has been found sufficient. The forest concessions made in Hoshangabad with regard to bamboos, articles manufactured from bamboos, and free grazing, have been extended to this district also. The condition of the people on the works and in the affected area generally is reported to be normal. Wandering has not begun, and cases of emaciation are, except among the inmates of the poorhouses, rare. From the notes of inspecting officers which have reached him, the Chief Commissioner is inclined to think that the remarks which he has made with regard to a certain proportion of the classes in receipt of relief in Hoshangabad apply here also. Of the large numbers who come on to the works a good many are not yet in actual distress,

and a careful localisation of works in areas actually distressed, and a steady insistence on an adequate task, are no less necessary here than in that district.

The Chief Commissioner has recently visited the Narsinghpur district. His experience is that there is considerably less distress here than in Hoshangabad. He inspected two large works, but did not observe, except in a few cases, any symptoms of previous privation. There are, however, numerous small cultivators on the works both here and in Hoshangabad who, if labour were not provided, would speedily sink into utter destitution. The same remark applies with even greater force to the large bodies of agricultural and other labourers who throng to the works.

The rabi prospects on the restricted area sown, which is now estimated at about half of the normal, have been somewhat improved by the rain of December and January, and are now reported to be fairly good, though recent hailstorms have caused considerable damage locally.

The numbers in receipt of relief have, in this district, risen very rapidly. At the beginning of December the total just reached 1,000; by the end of that month it exceeded 8,000; and the latest returns show over 20,000 in receipt of Government relief.

The Chief Commissioner does not consider that these numbers will be very materially exceeded. Harvest labour may lessen them for a time, and the lower range of prices which a good rabi crop in the North-Western Provinces and Punjab may be expected to bring with it will also tend to relieve distress. There must, however, be a good deal of suffering among the poorer classes, who live in tracts mainly cropped with kharif, until the kodo, kutki and makka are once more reaped in August and September, while even on the rabi area the poor harvests of past years, combined with restricted sowings and a scanty crop in the current year, must continue to cause considerable distress. The Chief Commissioner would therefore be inclined to estimate for a daily average of about 20,000 persons until the end of September, and thinks that provision should be made for say five million units for that period.

Prices here have been steadier than in Hoshangabad: juar now sells at 11 seers per rupee against 9 seers in the beginning of November, while wheat and gram have remained steady at 9 and 10 seers per rupee for the last six weeks.

15. In the Nimar district there has so far been even less distress than was anticipated. A number of the weavers in the town of Burhanpur have been thrown out of work by the absence of demand for cloth, but this is probably as much due to the fact that the current year is a "*singhast*" year, when no marriages are celebrated, as to any effect of scarcity. Juar, it is true, which is the staple crop of the district, yielded only half of a full outturn, but the crops of the three previous years were above the average, and no distress is reported among the agricultural classes in either the central (Khandwa) or western (Burhanpur) tahsil. In the Harsud or eastern tahsil (till October last a portion of Hoshangabad), where the crops of previous years had been bad, distress was anticipated among the aboriginal tribes, of whom the population largely consists, but a test work which has now been open for some time has failed to attract more than a small number of workers.

It will probably suffice for the present to provide a local relief work at Burhanpur, and to relieve out-of-work weavers (if they can be induced to accept such relief) under Section 105 of the Central Provinces Famine Code: to have a poor-house at Khandwa, and to keep open the test work in the Harsud or eastern tahsil. The police have also been provided with funds for the relief of starving wanderers. The Chief Commissioner visited the Khandwa poor-house on the 1st instant. The persons contained in it, some 60 in number, were almost without exception foreigners from Bhopal, Indore, the North-Western Provinces and Oudh, and a few from other districts of the Central Provinces; many of them had come as pilgrims to Nasik and Onkar Mandhata, and had spent their funds on the way. He has also seen Burhanpur, where the poor-house was practically empty. So far, no part of this district can be regarded as affected by scarcity, and it will merely be treated as under observation.

16. It was stated in paragraph 4 of my previous letter of December that the Chhindwara district as a whole gave but little cause for serious anxiety, though special measures of relief would be needed for the 1,600 square miles of rugged country on the north known as the Jagirs. Since then prospects in the southern or Sausar tahsil, as well as in all the level portion of the northern tahsil, have been still further improved by the rain of December and January, and the present prospects of the spring crops are said by the people—and Mr. Lyall's personal observation confirms this view—to be excellent. After considering the full and careful reports of the officiating Deputy Commissioner

(Mr. Ryves), a copy of which, with the Chief Commissioner's remarks and orders thereon, is submitted for the information of the Government of India, and after a visit to the district, the Chief Commissioner thinks that the only tracts where Government relief will be necessary are the Jagirs to the north, the Amarwara Pargana immediately bordering on the Jagirs to the east, and a tract of hilly country, also bordering on the Jagirs, to the west. The extent of the affected area, as thus defined, is some 2,000 miles, with a population of 135,000, or one-third of the total population of the district.

The measures of relief proposed for this district fell under two heads (*a*) relief works proper and (*b*) the special measures of relief which have been found necessary to meet the peculiar circumstances of the Jagirs. The main relief works for the Jagirs are two roads, running north-west and north-east from Chhindwara respectively, and two large tanks, one paid for from estate funds and carried out as an ordinary work for able-bodied people, and a second which is to be carried out as a famine work on the principles adopted for works executed with the aid of famine loans. All these works are now in progress. Other similar tanks are being arranged for by the Jagirdars themselves. For the tracts south of the Jagirs, local works with the aid of famine loans are to be at once arranged for in the east, while to the west an existing road to Betul is to be improved from district council funds, the work being carried out on famine-code principles.

The partial failure of the mohwa crop of 1896, coupled with the scanty outturn of kodo and kutki last autumn, has already reduced numbers of the resourceless aborigines who inhabit the Jagirs to so great an extent as to make them incapable of work until they have, for a time, been fed and looked after. To provide for such cases the Jagirs have been divided into four relief circles, with 15 relief centres in charge of patwaris and other local officials, where gratuitous relief in kind will be given to those who are unfit for work. The necessity for these arrangements will diminish as those who have been incapacitated by hunger regain their strength, and will probably altogether cease with the ripening of the mohwa crop in March and April, provided, that is, that this crop is a good one. Apart from these special measures for the Jagirs, poor-houses have been established at the head-quarters of the district, and at the chief village of the Amarwara tract to the east and immediately under the Jagirs where distress has declared itself. The Chhindwara poor-house was inspected by Mr. Lyall. Cases of great emaciation were few, and neither the number nor the appearance of the inmates gave reasons for thinking that distress was either acute or widespread. The Government forests in this district had not previously been opened for the extraction of mahwa, edible roots and fruits, but this has now been arranged for. The Jagirs, however, which are mainly forest tracts in the private possession of the Jagirdars, have long been free to the aboriginal races which inhabit them. The relief which the forests afford is chiefly confined, it may be observed, to the hot weather months.

The numbers in receipt of relief in this district have until recently, when relief measures on the Jagirs have been fully organised, risen steadily, but not very rapidly. In the middle of December the total stood at about 1,000; by the 9th of January it was nearly 4,500, while recent returns show a total of more than 11,000. If, however, the mohwa crop yields well, and if the rabi harvests are as good as they now promise to be, they will give food, labour, and considerably cheaper prices. In these circumstances the Chief Commissioner doubts whether provision need be made for more than an average of say 5,000 a day for the next eight months; this, indeed, is an outside estimate, and is equivalent to about one and a quarter million units until the end of September.

The price of juar, the staple food of this district, shows curious fluctuations. Early in November it was selling at 12 seers for the rupee; after the rain of November it sank to 16¼ seers, and since then it has been slowly rising, owing chiefly to exportations to the Nerbudda Valley. At present it is selling at 13 seers per rupee. With the fairly good juar crop of the Nagpur Division and Berar, and with cheaper wheat, it is unlikely that prices will go much higher than this. Indeed a somewhat lower price may be fairly anticipated from March or April. In the Southern Tahsil, and in that part of the Northern Tahsil which lies below the hills, there is thus no cause for anxiety as to insufficiency of food supply. In the Jagirs, however, import is well-nigh impracticable during the rains, and if the mohwa crop even partially fails, it may be necessary to adopt special measures for the import of food into these tracts to meet the demand in the monsoon months. The attention of the Commissioner of the division has already been drawn to this matter, and he has been asked to consider it with special reference to the recent instructions of the Government of India on this subject.

17. The circumstances of the Betul district generally resemble those of Chhindwara. In the level country in the ea centre, and part of the north of the district, where rabi

crops predominate, there is no perceptible distress, nor with the present good prospects of the spring crops is any scarcity anticipated. In the wide belt of hill and forest country which surrounds the district on all sides except the east, where the population is largely aboriginal and where the people are mainly dependent on kharif crops, which proved in 1896 an almost entire failure, there is already considerable distress. This tract covers an area of 2,389 square miles, with a population of 128,000, or 40 per cent. of the total population of the district. Here, as in Chhindwara, a good mohwa crop will no doubt do much in the way of relief, and good spring crops will give a certain amount of labour both here and in the Nerbudda Valley Districts and in Berar, where numbers of people from Betul are in the habit of going at harvest time. Even allowing for this, however, considerable measures of relief are needed, and here, as in the Jagirs of Chhindwara, a special organisation will be required to provide for those members of the aboriginal population of the hill and jungle country on the northern, western, and southern borders of the district, whom a bad mohwa crop and a deficient autumn harvest in 1896 have made incapable even of the lightest labour. The relief measures so far adopted are three large roads, each under the supervision of the Public Works Department, and radiating from the head-quarters town to the north-west, north-east, and south respectively. These roads pass through the heart of the affected tracts in each direction, and will, it is believed, furnish work for all who need it. An officer with previous famine experience has recently been deputed to arrange the special measures of gratuitous relief which are required for remote tracts. His report is now under consideration, and no time will be lost in organising relief centres on similar lines to those which are being followed in the Chhindwara Jagirs. In some specially circumstanced tracts of the distressed area it will further be advisable to organise village house-to-house relief. There is but slight scope in this district for local works affording suitable employment for famine labour, but it is hoped that an allotment from the amount sanctioned for famine loans may be usefully applied here in the construction of tanks, and perhaps for kacha wells also.

Except in the more remote hill and forest villages, where, as in Chhindwara, the failure of the kharif accentuated the distress resulting from a previous scanty yield of mohwa, the condition of the people is at present fairly normal. Some 4,000 workers were recently examined by the civil surgeon, and he reported them, with only two exceptions, to be well nourished. No wandering has yet been reported among residents of the district, and cases of emaciation are rare. In the more remote tracts, however, the general condition is low, and it is necessary that relief centres and village relief should be organised without delay. The Deputy Commissioner is now doing his utmost to effect this. The numbers in receipt of relief increased very slowly during December, when it is probable that the poorer classes were still subsisting on the produce of their scanty autumn crops, and even at the end of that month were still below 2,000. Since that time, however, the total has been going up more rapidly, and at present exceeds 12,000. With a good mohwa crop and with harvest labour in the district itself, the Nerbudda Valley Districts, and in Berar, there should be some decrease in numbers; but, on the other hand, distress among those who are without resources and who have no food supplies, must grow and add to the numbers in need of relief until another autumn crop can be reaped. Provision should therefore be made, the Chief Commissioner thinks, for an average of about 7,000 people, or say for 1½ million units, up to the end of September.

The price of juar, the staple food grain, has slowly but steadily risen since the end of November, and now stands at 10 seers per rupee. The juar crop of the past autumn was, in this district, poor, varying from six to eight annas. Moreover, importation has not yet begun. The Deputy Commissioner anticipates, however, that a good rabi crop will affect the price of this grain also, and that it is not probable that it will rise much higher.

18. Summarising the situation in the Nerbudda Division, it may be said that it is only in Hoshangabad and Narsinghpur that distress is at all general, and even in these districts the chief form in which it shows itself is in a keen demand for remunerative labour. In Chhindwara there is some acute distress in the Jagirs to the north, and the tracts immediately bordering on them, while in Betul some two-fifths of the population of the large hill and forest area are affected by scarcity, which, however, except in the more remote forest villages, is certainly not acute. In Nimar there is at present no distress, except among a few score of weavers in the town of Burhanpur, and among the aboriginal population of the eastern tahsil. The total affected area covers 10,100 square miles, with a population of 1,005,000. On the 23rd January there were 62,276 persons in receipt of Government relief, or 6 per cent. of the population of the

distressed area. It is estimated, that for the period from 1st February to end of September, provision should be made for the relief of $13\frac{3}{4}$ million units.

19. In the Chhattisgarh Division distress is confined, as was shown in my previous letter, to the Raipur and Bilaspur districts. No distress is at present reported from Sambalpur, and it is not probable that any special measures of famine relief will be found necessary there, except perhaps in a small tract in the north-west corner of the district bordering on Bilaspur.

In the Raipur district, such distress as exists has resulted from a failure, except in the Dhamtari or southern tahsil, of the rice crop, which occupies more than two-thirds of the total cropped area of the district, following on a similar failure in the previous year. Prior to 1895–96, the harvests in the districts had, however, been for a series of years uniformly good, so that with a good harvest in the present year the distress should disappear.

The affected area comprises the whole of the Khalsa portion of the district north of the great eastern road, a small tract to the west of the district and south of that road in the southern tahsil, and the nine Zamindaris forming the western boundary of the district from north to south. In no part of this area was the out-turn of the recent rice crop more than four annas, while in many parts it did not exceed two annas. The parts where distress is said to be acute are the north-east corner of the district and a small tract of country to the west of the district in the north of the drug or eastern tahsil. The affected area, as thus stated, covers an area of 4,000 miles, with a population of 710,000, nearly half the total population of the district.

As regards relief measures, the arrangements are still not so complete as the Chief Commissioner would desire to see them, and he has reason to fear that neither the Deputy Commissioner nor the Commissioner has yet acquired that grasp of the situation which is essential to the organisation of a complete and practical scheme of relief. This is the more disappointing, as the Chief Commissioner had, at the conference of November, laid down all the necessary points for their guidance, leaving it to them to work out the arrangements in detail. Some allowance must, no doubt, be made for the large areas and population involved, the difficulty of communications, and the fact that any scarcity on a large scale is a novel feature in the economic history of the district. It must also be remembered that a series of previous good years have left behind them large surplus stocks, and that though the rice crop of 1896 was scanty, it, in most cases, yielded a sufficient out-turn to supply the people with food for two or three months at least. In these circumstances, the question of relief has not the same urgency here as it has in the northern part of the province or in Balaghat, where bad harvests fell on a people already suffering from a succession of unfavourable seasons. Mr. Lyall has, however, now furnished the Deputy Commissioner, in a letter copy of which I am to forward, with detailed instructions as to what he is to do, and it is hoped that arrangements will shortly be completed there on the same precise and practical footing as in other parts of the province.

Meanwhile, the tracts of greatest distress in the north-east and north-west have been provided for by three roads under the supervision of the Public Works Department, and a fourth road is being started for the distressed tract in the southern tahsil. The Deputy Commissioner has also arranged in personal consultation with the Zamindars for relief measures in those areas on the western border. Moreover, extensive arrangements have been made for the grant of land improvement and famine loans, 80,000 rupees having been recently sanctioned for this purpose, in addition to 20,000 rupees previously allotted for ordinary land improvement loans. Finally, registers for those entitled under Section 34 to the Code to gratuitous relief in their homes have been prepared throughout the most distressed area, and five poor-houses have been opened, two at tahsil headquarters in the two northern tahsils, and the three others at large villages in the heart of the most severely distressed tracts.

It is clear, however, that this is not enough. It is probable that relief centres are needed in localities where the conditions have been specially unfavourable, while house-to-house relief in villages which is now being organised will have to be put into operation in all cases where the circumstances of the villages have been so much reduced that they are unable to support their local poor.

The forests in the north-eastern and eastern portions of the district have been opened for the free extraction of mohwa, edible roots, and fruits, and rates on grass, firewood and building wood have been materially lowered for the poorer classes. Similar concessions will be made elsewhere as soon as they are reported to be necessary.

The Deputy Commissioner has also been given discretion to suspend the kharif instalment of land revenue up to a limit of two lakhs of rupees within the affected area.

So far, the numbers that have resorted to the relief works show no indication of widespread distress, nor do they even show that there is a keen demand for labour at a famine wage. During December they did not exceed 3,000, and, according to the latest returns, the total number falls short of 11,000. The scanty crops of last autumn are now, however, being rapidly consumed, and in the greater part of the district there are no forests to give relief, nor is harvest labour available except to a very moderate extent. On the other hand, however, until a year ago harvests have been unusually good; the settlement is a very light one, falling at about six annas per acre, and the profits of rice cultivation must, in past years, have been very considerable. There are numbers of malguzars, and even of tenants, who will be ready and willing to use the cheap labour now available in carrying out works of improvement, especially irrigation tanks, and there are numbers more who will gladly carry out such works with the aid of famine loans. The Chief Commissioner has, on several previous occasions, pointed out that this is the most useful form that famine relief-work can take in Chhattisgarh, and it is on these works that he wishes the Deputy Commissioner chiefly to rely. This fact, however, and the absence of detailed or reliable information as to stocks in distressed areas, make it peculiarly difficult to form an estimate of the numbers who are likely to stand in need of direct Government relief during the next eight months in Raipur, and any such estimate must be almost entirely largely conjectural. From such information as is before him, the Chief Commissioner considers a daily average of 20,000 to be a probably not unduly low estimate. This would necessitate provision being made for, say, 4½ million units up to the end of September.

So far, the classes who frequent the works are labourers and petty agriculturists. Throughout Chhattisgarh, where the smaller cultivators depend entirely on rice, it is their regular custom to leave their villages in search of work as soon as their rice crop has been reaped, and to return again to their homes in June. The presence of men of this class on the works is therefore no symptom of special distress. The general condition of the people is reported to be fairly normal, and cases of wandering owing to want have not yet been reported.

The course of prices also gives no apparent ground for anxiety. The price of wheat and rice has remained almost steadily at 10 seers per rupee since the beginning of November, and a good rabi harvest will no doubt tend to cheapen both grains. Stocks, with certain local exceptions, are believed to be sufficient, and communications throughout the affected area are good. There is thus no reason to fear any insufficiency of food supply.

As regards the prospects of the rabi, it is stated that not more than one-fourth to one-third of the normal rabi area has been sown, the loss being chiefly in *"utera"* or spring crops sown broadcast in rice fields after the rice has been cut. What was sown has germinated well, and prospects are at present favourable. The outturn of the rabi cannot however, except by contributing to lower prices, perceptibly affect the general situation, and distress must continue until a good autumn crop brings general relief.

20. In Bilaspur more than four-fifths of the total kharif area and about half the total cropped area of the district is under rice. The outturn of this crop has been tested by a large number of crop experiments made in all parts of the districts. These give an average of about four annas for the whole district, the western or Mungeli Tahsil showing the most unfavourable results, with an average of little more than three annas. In the central or Bilaspur Tahsil the outturn averaged over four annas, while in the eastern or Janjgir Tahsil it was above five annas. It may be mentioned that the rice crop varied in the same way in 1895–96, it being worst in the western tahsil, and best in the eastern, the Bilaspur Tahsil holding a place midway between the two. Previous to 1895–96 harvests throughout the district had for some years, as has been noticed in Raipur also, been exceptionally good. The part now chiefly affected by scarcity is, as might be expected from the above facts, the western or Mungeli Tahsil, especially in its northern and western half. In the Zamindaris bordering on it the situation is similar. There is also distress in the north-west of the Bilaspur or central tahsil, and in the part of that tahsil south of the Sheonath river and bordering on the Raipur District. The eastern tahsil is not, as a whole, severely affected, though there are villages in it where some distress is reported. The Deputy Commissioner accordingly thinks that the whole district, with an area of 8,341 square miles, and a population of 1,164,000 persons, should be regarded as affected by scarcity.

In the full and interesting report on the situation which the Deputy Commissioner (Mr. Cooke) has submitted, and a copy of which, with the Chief Commissioner's orders on it, is forwarded for the information of the Government of India, he points out that rice cultivation, in good years, is particularly profitable; that large stocks have been laid up in previous prosperous times, and that the people have, so far, by no means exhausted their resources. In his recent tour through the affected tracts he observed no cases of wandering as a consequence of distress, nor did he come across any cases of emaciation in villages. Here, as in Raipur, migration in search of work in the spring and summer months is a regular custom of the smaller cultivators. The Deputy Commissioner met many such groups of migrants, but in no case did they wish to go on relief-works, or show the slightest sign of distress. Test works opened in November failed to attract labourers. It is only in the present month that two large road works under the Public Works Department have been opened in the distressed tahsils, and that poor-houses, supported by Government funds, have been found necessary.

For the relief of the cultivating classes, the Deputy Commissioner has been authorised to suspend up to one-third of the current kharif instalment of land revenue throughout the affected area.

In the large zamindari estate of Pandaria in the north-west, which is under Government management, relief-works were started in November, but the numbers who have hitherto availed themselves of them have been small, though they are now growing larger. It is probable that when the scanty rice crop has been consumed and now that field labour in rice harvesting is no longer available, distress in this district may increase, but there is no reason to suppose that it will at any time be acute, except in detached localities where the agricultural conditions have been specially unfavourable. It is to ascertaining and arranging for such localities that the chief attention of the Deputy Commissioner, and the Covenanted Assistant, who has, since the beginning of December, been placed on special duty in this district in connection with the scarcity, must be directed, and the Chief Commissioner believes that the local officers fully understand what is needed in this matter.

As was pointed out in my former letter, our main reliance in Bilaspur, as in Raipur, must be placed on small works, chiefly irrigation tanks, carried out by malguzars and the better class of tenants, either with their own funds or, in the more distressed tracts, with the aid of famine loans. The Deputy Commissioner reports that numerous such works are now in progress, and that both he and the Assistant Commissioner on special duty are arranging for many more. He adds that the cultivating classes have taken to heart the lesson which the premature cessation of the monsoon rains in the past two years might have been expected to teach them, and that they are now eager to carry out these irrigation works, the value of which has been so fully proved by recent experience. There can, in the Chief Commissioner's opinion, be no more useful form of famine labour than such works afford, and if they can be made sufficiently numerous to provide labour for all who need it, they would be much preferable to road works. These latter can be much more cheaply and effectively done in ordinary times; they take the people away from their homes and do not effect that insurance against future scarcity which the construction of irrigation tanks secures. The local officers will therefore be instructed, as has, indeed, already been done, to do all they can to encourage malguzars and tenants to execute such works. A grant of 70,000 rupees from famine loans, in addition to 20,000 rupees for land improvement loans granted in November last, has recently been made in Bilaspur, and it is believed that this can be usefully distributed before the end of the year.

As regards the numbers who will need Government relief, it is hoped, in view of the circumstances which have just been stated, that the need for large works will not be great. For an estimate of numbers to be made with any approach to accuracy more experience is necessary than is yet available in Bilaspur, but the Chief Commissioner considers that, to take a high limit, more than a daily average of 10,000 will not need Government relief, and that if provision be made for two million units up to the end of September it will be sufficient. Such an estimate, however, is obviously almost entirely conjectural, and the actual number on large works must chiefly depend on the number of local works which can be arranged for.

The price of rice, the staple food in this district, which stood at nine seers for the rupee in the beginning of November, fell to 11 seers at the end of December, and remained at that price until the middle of January. These prices led to considerable exports, which have recently had the effect of hardening prices, the most recent returns again showing only nine seers for the rupee. Exports will thus be checked, and the Deputy Commissioner

does not anticipate any further rise. Indeed it is not improbable that a good wheat-crop in the North-Western Provinces and the Punjab may cause a slight fall.

21. The situation in the Division may be summarised by saying that there is some measure of distress in the northern half of Raipur and in the western zamindaris of that district; also in the greater portion of Bilaspur, especially in the west and north and in a small tract to the south. The affected area covers 12,311 square miles, and has a population of 1,874,000, of which 6½ million units may be estimated as likely to need Government relief to the end of September. On the 23rd January there were 13,162 persons in receipt of Government relief, or only ·7 per cent. of the population of the affected area.

In consequence of previous good years and large food stocks, there is as yet, so far as is known, no very acute distress in these two districts, and it is hoped that by giving timely work in sufficiently numerous places, the occurrence of any such distress may be entirely avoided. In both these districts our chief reliance must, as has already been stated, be placed on local works, chiefly irrigation tanks.

22. Reviewing the situation in the province as a whole, it may be stated that the affected area covers 45,000 square miles with a population of six million persons. There were on the 23rd January in this area 246,000 persons, or 4 per cent. of the population of the affected tracts, in receipt of Government relief, and it is estimated that from the beginning of the current month until the end of September relief will be required for 61 million units.

There is acute and general distress in the districts of the Jubbulpore Division, with the exception of the southern half of Seoni, and also in Balaghat in the Nagpur Division. Here distress must continue until well on in the autumn. In the wild forest and hill country of Hoshangabad, Chhindwara, and Betul there is also severe distress among the aboriginal tribes. This will, however, diminish with a good mohwa crop and will certainly not become more severe. Next to these, as regards the degree of general distress, may be placed the level portions of the Nerbudda valley districts of Hoshangabad and Narsinghpur and the northern half of Bhandara in the Nagpur Division. Throughout this area scarcity is certainly being felt, but, so far, this chiefly shows itself in a keen demand for labour, and in some suffering among the infirm and the aged who cannot, as in ordinary times, depend upon the charity of those who are better off. Here large relief-works combined with poor-houses and some measure of village relief will, however, it is hoped, do all that is needed until October to prevent further suffering and to relieve such as now exists.

Further, in Raipur and Bilaspur—and circumstances are similar in a small part of Nagpur—there is a certain degree of scarcity, but, so far, the people have been chiefly living on their autumn crops or on the wages of local labour, and Government relief has scarcely been called for. The necessity for some measure of Government relief has now, however, begun, but it is hoped that the large number of local works of improvement which are to be carried out either from private funds or with the aid of famine loans will in nearly all parts meet such distress as exists, and prevent it from increasing.

The province may thus be divided into :—

(*a*) Tracts where distress is general and severe (Jubbulpore Division, except the Seoni Tahsil in the district of the same name, Balaghat, and parts of Hoshangabad, Chhindwara and Betul). Area 25,891 square miles with a population of, say, 2,951,000.

(*b*) Tracts considerably affected by scarcity with a general demand for labour at a famine wage, but where there is little or no distress except among the aged or infirm who are at all times unable to work (the greater part of Hoshangabad, Narsinghpur and the north of Bhandara). Area 7,621 square miles with a population of 1,187,000.

(*c*) Tracts where the staple crop has failed, and where, now that present stocks are exhausted, scarcity is beginning to be felt (Raipur and Bilaspur, a small detached area on the east of Chanda, and part of Nagpur). Area 20,797 square miles with a population of 2,876,000.

(*d*) Tracts at present unaffected by scarcity (Wardha, the east of Chanda, the south of Bhandara, the greater part of Nagpur, the south of Chhindwara and Seoni, part of Betul, Nimar and Sambalpur). Area, 32,297 square miles with a population of 3,770,000.

23. As regards the duration of the distress in these provinces, the Chief Commissioner is unable to add anything to what was said in paragraph 9 of my letter No. 4988, dated the 16th December 1896. The most important immediate factor in determining the future development and extent of distress is the outturn of the spring crops, not only in the Central Provinces, but throughout India. As regards these provinces, it will be observed that the tabular statement embodied in paragraph 2 of this letter gives the rabi area of the current year as 40 per cent. below the normal, while in some of the richest rabi districts, notably in Hoshangabad and Narsinghpur, the prospects of the crop are far from good. There has, the Chief Commissioner understands, been a similar, though, owing to irrigation, a less marked curtailment of the rabi area in the North-Western Provinces and the Punjab, and however good the crops on the areas sown may be, they cannot, looking at the great depletion of stocks which has been caused by a series of bad years, and by the recent scanty autumn harvest, suffice to lower prices to the normal level, or to give even that ordinary measure of relief to the poorer classes which is afforded by harvest labour, and by the savings which are possible from liberal harvest wages. There will doubtless, as has already been indicated in detail, be some decrease at harvest time in the numbers of relief workers, while the mohwa crop, provided it is a good one, will attract large numbers to the forests until the monsoon breaks. But such diminished harvest wages as are earned will soon be exhausted, while the advent of the rains will drive the people back from the jungles into poor-houses or on to works. While, therefore, some measure of decrease in numbers may be estimated from March to the end of May, Mr. Lyall anticipates that in the beginning of June, numbers will again rise at least to their present figure, if not above it, and that these numbers will, even after making all due allowance for the demand for agricultural labour during the monsoon months, remain at about that figure until the early autumn crops can be reaped in late August and September. He is therefore arranging to provide relief for at least a daily average of 200,000 persons up to the end of September. The development of events after September depends on the character of the monsoon rains, and it would be useless to attempt any prediction on this point, until the character of the rains is known.

24. In paragraph 13 of my letter of the 16th December, the Chief Commissioner indicated the general lines on which he proposed to organise famine relief in the affected tracts. In my present letter the actual arrangements which have so far been made in each district have been shown in some detail. The experience which has now been gained tends to show that the organisation of famine relief, must, if it is to be effective, be made with strict reference to local conditions, and to the previous agricultural history of each distressed tract. Where distress is acute, and where previous bad years have exhausted resources, numerous large works under the Public Works Department, combined with poor-houses and rural relief centres for wanderers, and those temporarily unfit for labour, and with village house-to-house relief for those who are chronically helpless, have proved necessary. In less distressed tracts, the provision of work for all who need it, combined with orders to the police and mukaddams to forward wanderers to the nearest work or poor-house, has been found sufficient, while in remote parts of the province, consisting of inaccessible hill and forest, and largely inhabited by aborigines, whom only absolute want will induce to leave their homes, it has been found advisable to provide gratuitous relief and light labour at convenient and fairly numerous centres close to their homes. Finally, in tracts like Chhattisgarh, where distress is more or less localised to villages or groups of villages, a system of local works with a few larger works, combined with village relief in the more distressed areas, is found to be most suitable.

In paragraph 3 of your letter No. 111—F., dated the 4th January 1897, it was observed that the Chief Commissioner did not consider that the distress, when he wrote on the 16th December, was as yet sufficiently acute to necessitate the organisation of relief circles and village-to-village inspection; and it was pointed out that the great rise in price of food-grains, combined with the exhaustion of resources in several districts owing to a succession of bad seasons, might make this form of relief necessary at an earlier stage than would otherwise have been the case. In this connection, the Chief Commissioner desires, however, to point out that the question of arranging for village relief had by no means been overlooked by him, and that in Revenue Department circular letter No. 4526—4528, dated the 20th November 1896, a set of detailed rules directing the preparation of village registers under Section 34 of the Central Provinces Famine Code, and ordering the opening of relief centres wherever such method of relief might seem to be necessary, was circulated to all Deputy Commissioners. Under Section 35 of the Central Provinces Famine Code, however, it rests with Commissioners of

Divisions to decide when it may be needful to start village relief, and the Chief Commissioner did not think it advisable at that early stage to interfere with this discretion. The question was, however, fully considered during November and December for all districts, and registers under Section 34 were prepared during these months for all distressed parts of the province. It is only, however, in the Jubbulpore Division, where distress is far more acute and general than elsewhere, that it has been found necessary to organise this form of relief throughout the affected areas.

The largely increasing numbers of famine-stricken people in poor-houses, and the consideration of the difficulty there must be in returning them to their homes when the famine is over, have, however, recently led the Chief Commissioner to give special attention to the proper place of village and poor-house relief respectively in a comprehensive famine scheme. His views on the subject coincide to a large extent with those expressed by Sir A. MacDonnell in a circular which was forwarded to the Chief Commissioner with your letter No. 7—32-2, dated the 18th January 1897. Mr. Lyall thinks, however, that some provision for dependents on all famine works is essential to effective relief, and that it is neither humane nor economical to take such people away from relatives or friends on the works and return them to their villages. He further thinks that those who have no real homes to go to, such as the beggars who infest bazaars and railway centres, can best be provided for in the poor-house, which is also the only place where emaciated wanderers from Native States or from distant parts of India can find a home until they are strong enough for work. For these reasons he is unable to accept, in its entirety, Sir A. MacDonnell's conclusion that famine relief can be reduced to two branches—relief works and village relief. Mr. Lyall's views on the subject are given in the following extract from my letter, No. C–229, dated the 2nd February 1897, to the address of the Commissioner, Chhattisgarh :—

> The high death-rates in some parts of the district which are given in paragraph 12 of Deputy Commissioner's letter appear to indicate with some certainty that, though the general condition of the people may be fairly normal, there are in some parts numerous cases of real distress and destitution which call for special measures of relief. The form of relief which best meets these conditions is village relief, as prescribed by Section 34 of the Famine Code. Timely help, if given to the classes of people referred to in that section, in their homes, prevents wandering and consequent death; assures the recipients of such comfort as their homes afford; and, above all, brings home to the residents, in a way that no other methods of relief can, the responsibility of each village for the maintenance of its own poor. If such people are allowed to wander off to poor-houses it will be extremely difficult, when distress ceases and good times return, to send them back to their villages and to enforce on the residents the duty of supporting them. On the other hand, if they are, from the commencement, retained and relieved in their villages, the better off residents will, when Government relief is withdrawn, be in nearly every case ready and willing to support these poor people as they had done previous to distress setting in. The duty of supporting their poorer neighbours so long as they have the means is one which is fully admitted by all natives of India, and it is the greatest mistake for Government to do anything, except under the compulsion of circumstances, to weaken this idea. It will not, however, probably be necessary to organize village relief throughout the whole of the Bilaspur District. Judging from the Deputy Commissioner's account of the present circumstances of his district, there must be many parts where the duty of relieving the village poor can be safely left, as it has hitherto been, in the hands of the residents. But in all localities where the death-rate during the last few months has been high, or where local officers report any cases of wandering from village to village, or of emaciation observable in villages, house-to-house relief under Section 34 of the Code should at once be organised. The aim of a complete system of famine relief is to provide, for all able to labour, sufficient work, at a wage large enough to keep them in health. On these works provision is also made for such helpless people as are dependent on the workers, and cannot be properly looked after except by members of the family to which they belong. As regards all other people whom age or illness has rendered permanently helpless, arrangements are to be made for relieving them in their homes. "Poor-houses should be reserved for starving immigrants and wanderers. Even these should, unless age, or blindness, or physical infirmity, has made them permanently incapable of work, be sent to relief-works as soon as a proper and adequate diet has given them sufficient strength. The permanent population of a poor-house should be limited to chronically helpless people who have no home to go to."

25. The question of the funds required for expenditure on famine relief up to the end of March, which was referred to in paragraph 14 of my letter of December, is being separately dealt with, but the Chief Commissioner desires to take this occasion of pointing out the great difficulty—a difficulty which was referred to at the close of paragraphs 10 and 12 of the letter just referred to—of making any estimates of probable expenditure until relief measures have been organised in all distressed areas, and until they have been in actual operation for some time. As an illustration of this difficulty, I am to instance the case of the Jubbulpore Division, where there had been some previous experience of local scarcity, and where the Commissioner (Mr. Anderson), a particularly careful officer, had been for some years in charge of the division, and was intimately acquainted with all its circumstances and local history. I am to give below his estimate, submitted last November, of the numbers of persons which he and his Deputy Commissioners, three of whom were also experienced officers with a detailed knowledge of their districts, thought would be likely to be in need of relief during the four months succeeding the submission of their reports :—

Jubbulpore - - - - - -	17,300
Saugor - - - - - -	12,500
Damoh - - - - - -	7,200
Seoni - - - - - -	3,750
Mandla - - - - -	10,250
Total - - -	51,000

The actual numbers in receipt of relief considerably exceeded this even by the beginning of January, and on the 30th January, the latest date for which complete figures are available, these numbers were as follows :—

Jubbulpore - - - - - -	99,956
Saugor - - - - - -	42,173
Damoh - - - - - -	25,840
Seoni - - - - - -	7,244
Mandla - - - - - -	17,394
Total - - -	192,607

That is, by the end of last month, numbers had risen to nearly four times the figures estimated for in November, and it is certain that they must remain very much above the estimated figure for some time to come.

It is true that the numbers in receipt of Government relief in the three northern districts of this division, and especially in Jubbulpore, have been very largely swelled by the influx of immigrants from Native States; but a consideration of the figures for the Nerbudda Division, where this cause has operated to a much less extent, will further prove how useless prediction is, unless based on actual experience. Here also careful estimates based on local figures were submitted at the end of October. The average numbers which it was supposed would need relief were given as follows. The numbers actually in receipt of relief on 30th January are added for comparison :—

	Estimated.	Actual.
Hoshangabad - - - -	12,800	35,781
Narsinghpur - - - -	9,300	22,801
Nimar - - - - -	2,500	953
Chhindwara - - - -	8,000	9,094
Betul - - - - -	3,500	12,627
Total - - -	36,100	81,256

It was thus only in Nimar that numbers were under-estimated, while in Hoshangabad the actual numbers are three times the estimate, and in Betul nearly four times.

The Chief Commissioner does not ascribe these very large discrepancies between facts and forecasts to any want of care or local knowledge on the part of the officers who made the estimates. The result is, indeed, only what must be anticipated in a province where there had been no previous experience of a widespread famine or of an extensive system of famine relief. It was for this reason that Mr. Lyall refrained in his report of December from making any estimate of the numbers likely to need relief until he had some reliable data to go upon. The actual statistics of relief which are now submitted each week from the distressed districts have given some data for such an estimate, and in my Circular Letter, No. 5123, dated the 30th December 1896, copy of which I am to submit for the information of the Government of India, further data were called for, which will, the Chief Commissioner trusts, enable him to forecast his probable requirements for that year with some approach to trustworthiness.

But in view of the figures which have been given above, the Government of India will understand that the estimate given in the letter of December, of 15 lakhs of rupees as sufficient to provide relief up to the end of March has proved altogether inadequate, and an application for a further grant of 13½ lakhs is now being made.

26. With reference to paragraphs 6 and 7 of your letter, No. 111-F., dated the 4th January 1897, in which a grant of five lakhs of rupees was made for the purpose of famine loans in these Provinces, I am to append copy of a letter No. C-109—112, dated the 17th January 1897, which was addressed to all Commissioners of Divisions on receipt on the 16th January, of the final orders of the Government of India regarding these loans. The form of agreement appended to that letter has been legalised by a Notification under Section 10 of the Land Improvement Loans Act, and allotments to divisions have been made as follows :—

	Rs.
Nagpur - - - - - - - - -	1,50,000
Jubbulpore - - - - - - - -	1,45,000
Nerbudda - - - - - - - -	20,000
Chhattisgarh - - - - - - - -	1,50,000
Total - - -	4,65,000

The remaining 35,000 rupees will, it is anticipated, be needed in Chhattisgarh. In a recent letter to the Government of India, No. C-138, dated the 20th January 1897, the Chief Commissioner has pointed out the necessity, in addition to these special famine loans, of granting land improvement loans on ordinary terms in tracts which are under observation, but where there is as yet no general or severe distress. The grant of such loans on a fairly liberal scale is, Mr. Lyall thinks, essential if a large additional expenditure on direct famine relief is to be avoided. In the same letter stress was also laid on the necessity of similar advances for seed grain under the Agriculturists' Loans Act, and more recently the Chief Commissioner has been obliged to ask (and has received) telegraphic sanction to a special grant of three lakhs during the current year for seed advances in Balaghat and Chhattisgarh. Mr. Lyall is confident that even if there should hereafter be short recoveries on such loans, or failure in particular cases to pay interest, such losses will be more than made up by the more rapid recovery of normal prosperity which the grant of the loans will secure.

27. Regarding the suspension of land revenue referred to in paragraph 15 of my letter of December last, a separate and full report will shortly be submitted as soon as the applications from all districts have been dealt with. Meanwhile, the appended Table B. shows the amounts suspended or remitted in the several Districts of the Province up to the date of this letter.

I have, &c.
H. H. PRIEST,
Chief Secretary.

TABLE A.

	NAGPUR DIVISION.									JUBBULPORE DIVISION.														
	NAGPUR.			BHANDARA.			BALAGHAT.			JUBBULPORE.			SAUGOR.			DAMOH.			SEONI.			MANDLA.		
	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.
December 5th	4,909	585	5,494	4,323	293	4,616	4,752	588	5,340	9,146	3,683	12,829	845	1,252	2,097	237	1,383	1,620	722	137	859	5,373	180	5,553
„ 12th	4,709	585	5,294	5,054	59	5,113	4,754	559	5,313	11,203	4,004	15,207	2,157	1,028	3,185	411	530	941	1,893	176	2,069	7,133	150	7,283
„ 19th	3,319	2,300	5,619	7,109	524	7,633	5,190	426	5,616	23,230	4,921	28,151	11,740	1,389	13,129	5,087	837	5,924	1,893	176	2,069	8,000	180	8,180
„ 26th	4,017	1,164	5,181	6,262	710	6,972	4,758	559	5,317	36,800	5,777	42,577	15,130	1,236	16,366	7,500	850	8,350	3,497	307	3,804	7,782	169	7,951
January 2nd	3,288	920	4,208	7,109	524	7,633	4,909	823	5,732	51,521	7,129	58,650	24,509	3,110	27,619	11,057	1,315	12,372	6,107	480	6,587	7,609	207	7,816
„ 9th	2,102	810	2,912	9,744	1,173	10,917	4,005	653	4,658	53,051	11,959	65,010	22,512	3,995	26,507	14,632	1,681	16,313	5,898	511	6,409	13,074	374	13,448
„ 16th	2,255	1,068	3,323	7,129	1,211	8,340	5,130	949	6,079	64,764	13,324	78,088	21,330	5,905	27,235	13,195	1,665	14,860	3,871	474	4,345	14,396	369	14,765
„ 23rd	1,662	877	2,539	6,760	1,162	7,922	4,093	1,330	5,423	70,178	13,373	83,551	24,345	7,327	31,672	17,894	2,466	20,360	5,566	553	6,119	12,621	257	12,878
„ 30th	1,312	830	2,142	9,118	1,448	10,566	3,535	1,662	5,197	84,763	7,627	92,390	26,969	9,616	36,585	18,923	2,595	21,518	6,364	546	6,910	14,260	772	15,032

TABLE A.—*continued.*

	NERBUDDA DIVISION.														CHHATTISGARH DIVISION.						WHOLE PROVINCE.		
	HOSHANGABAD.			NARSINGHPUR.			NIMAR.			CHHINDWARA.			BETUL.			RAIPUR.			BILASPUR.					
	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	Total.	Relief Work.	Gratuitous.	TOTAL.
December 5th	7,069	717	7,786	550	494	1,044	439	–	439	1,086	90	1,176	1,713	66	1,779	2,090	75	2,165	–	175	175	43,254	9,718	52,972
12th	630	230	860	650	512	1,162	310	152	462	517	90	607	1,713	–	1,713	2,179	161	2,340	–	191	191	43,313	8,427	51,740
„ 19th	13,039	1,404	14,443	1,148	619	1,767	547	209	756	928	175	1,103	1,073	–	1,073	3,240	639	3,879	–	232	232	85,543	14,031	99,574
„ 26th	21,256	2,088	23,344	3,577	789	4,366	352	123	475	2,561	290	2,851	1,837	–	1,837	5,102	1,109	6,211	–	392	392	120,431	15,563	135,994
January 2nd	20,278	2,350	22,628	7,333	1,397	8,730	558	303	861	2,292	513	2,805	2,935	–	2,935	8,564	2,082	10,646	360	381	741	158,429	21,534	179,963
„ 9th	22,345	3,183	25,528	9,615	1,526	11,141	438	229	667	3,765	648	4,413	4,601	112	4,713	6,483	858	7,341	2,583	824	3,407	174,848	28,536	203,384
„ 16th	24,363	5,238	29,601	12,487	1,816	14,303	680	268	948	4,387	1,098	5,485	6,118	548	6,666	6,084	821	6,905	2,972	1,090	4,062	189,161	35,844	225,005
„ 23rd	27,140	5,735	32,875	14,451	1,891	16,342	452	273	725	3,436	1,337	4,773	6,810	751	7,561	6,319	1,034	7,353	4,483	1,326	5,809	206,210	39,692	245,902

TABLE B.

SUSPENSIONS of Kharif Land Revenue Instalment sanctioned up to February 10th, 1897.

No.	DISTRICT.	Demand on account of Kharif Land Revenue Instalment.	AMOUNT.		Balance.
			Suspended.	Remitted.	
		Rs. a. p.	*Rs. a. p.*	*Rs. a. p.*	*Rs. a. p.*
1	Balaghat - - -	98,112 12 7	98,112 12 7	—	—
2	Jubbulpore - -	3,31,650 - -	2,63,391 - -	- - -	68,259 - -
3	Saugor - - -	1,77,177 - -	1,12,736 - -	- - -	64,441 - -
4	Damoh - - -	1,47,812 - -	- - -	1,47,812 - -	—
5	Seoni - - - -	56,491 - -	41,558 2 -	- - -	14,932 14 -
6	Mandla - - -	52,785 - -	33,261 - -	- - -	19,524 - -
7	Hoshangabad - -	1,00,008 - -	66,869 - -	- - -	33,139 - -
8	Raipur - - -	4,22,712 11 2	2,00,000 - -	- - -	2,22,712 11 2
9	Bilaspur - - -	2,87,185 3 5	80,000 - -	- - -	2,07,185 3 5
	TOTAL - - -	16,73,933 11 2	8,95,927 14 7	1,47,812 - -	6,30,193 12 7

NORTH-WESTERN PROVINCES AND OUDH.

From the CHIEF SECRETARY TO THE GOVERNMENT OF THE NORTH-WESTERN PROVINCES AND OUDH, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE, No. 4000 S., dated October 26, 1896.

I AM directed to submit, for the information of the Government of India, copy of the Resolution* of this Government, No. 3945 S.—1–58, dated 20th October 1896, and in doing so to call special attention to paragraph 19 of that Resolution. In connection with the remarks therein having reference to the Sunday wage, I am to ask whether the Government of India will give the Lieutenant-Governor and Chief Commissioner discretion to withhold the Sunday wage when circumstances seem to him to render such a step advisable.

No. 2187—5–42, dated Calcutta, November 24, 1896.

From DENZIL IBBETSON, ESQ., C.S., C.S.I., OFFICIATING SECRETARY TO THE GOVERNMENT OF INDIA, to the CHIEF SECRETARY TO THE GOVERNMENT OF THE NORTH-WESTERN PROVINCES AND OUDH.

I AM directed to acknowledge the receipt of your letter No. 4000 S., dated 26th October 1896, with which you forward, for the information of the Government of India, a copy of a Resolution, dated the 20th idem, on the recent famine operations in the North-Western Provinces, and ask that discretion may be given to His Honour the Lieutenant-Governor and Chief Commissioner to withhold the Sunday wage when circumstances seem to him to render such a step advisable.

2. The Governor General in Council has perused with the greatest interest the valuable and instructive Resolution which accompanied your letter. He fully recognises the admirable work that has been done; he desires to express his obligations to Sir Antony MacDonnell and to all who have worked under him for the efficiency combined with economy with which the operations have been conducted; and he cordially endorses all that the Lieutenant-Governor has said in praise of those officers who bore the brunt of the burden. He proposes, however, to defer any discussion of the results which have been arrived at until famine operations have been finally closed in the North-Western Provinces.

3. On two points only do the orders of the Government of India appear to be required at present. In paragraph 2 of the memorandum which accompanied my letter No. 1146—24–1 of 5th August 1895, the North-Western Provinces Government was requested to substitute for the rule contained in paragraph 78 of its draft Famine Code, which neglected, in the adjustment of the relief wage, variations in the price of grain not amounting to 10 per cent., a ready-reckoner based upon that attached to the Punjab Code, which showed the actual variations which should be taken into account, and the changes in wages which would result from them. His Honour now proposes to revert to the old rule that no change in wages should be made when prices vary by less than 10 per cent., and to add to it a new rule that no such change should ordinarily be made save with the previous sanction of the Commissioner. The Government of India approve of these proposals.

4. The second point is the Sunday wage, which the Lieutenant-Governor wishes to discontinue on the ground that its payment leads to abuses, and that the labourers earn

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Vide C 8302, p. 47

during the week ample subsistence for the seventh day. It must not be overlooked that the change, of which approval has been conveyed in the preceding paragraph, permits of a possible reduction of 9 per cent. in the effective value of the daily wage; and the Government of India view with some apprehension a further reduction of one-seventh in its amount. The scale of relief has designedly been reduced to what was believed to be the lowest safe point, and has indeed been attacked in more than one Province as already insufficient; and they are not satisfied that it will be wise to render possible its diminution by nearly one-quarter of its total amount. They fully appreciate the practical inconvenience of the present rule, and agree with His Honour that it would be well to alter it. But they are inclined to think that the abolition of the Sunday wage should be accompanied by a corresponding increase in the dietary scale upon which the week-day wage is calculated, so as to leave the total for the week unaltered. I am therefore to request that the matter may receive further consideration.

No. 2412.—5-51, dated Calcutta, December 10, 1896.

From DENZIL IBBETSON, Esq., C.S., C.S.I., Officiating Secretary to the Government of India, Department of Revenue and Agriculture, to the SECRETARY TO GOVERNMENT, Scarcity Department, North-Western Provinces and Oudh.

I am directed to convey the acknowledgments of the Governor General in Council for the admirable survey of famine prospects in the North-Western Provinces and Oudh, which is contained in your letter,* No. 196—S-73, of the 23rd November 1896. The letter calls for no orders; but I am to address you upon a point connected with the remarks in its 20th paragraph regarding the utilisation of village relief works in famine operations, about which the Government of India feel some uncertainty.

2. I am to ask that they may be favoured with an explanation as to whether, and if so, in what manner, His Honour the Lieutenant-Governor has applied, in the case of village relief works, the famine tests of task and wage which are prescribed by the Famine Code. They understand that work done in this manner costs less than any other form of relief; but this does not necessarily involve that more people are relieved by a given expenditure; and they are uncertain how, in the absence of a strict labour test, which it must apparently be almost impossible to enforce, it is possible to ensure that the money is spent in extending relief only to those who are really in need of it.

3. I am to explain that the Governor General in Council is aware how fully Sir Antony MacDonnell is alive to the importance of this point. He realises, moreover, that work which is paid for in part by the landlords may well be a less expensive form of relief than work which is done wholly at Government expense, even if the former is carried out under somewhat less strict conditions than the latter. But His Excellency in Council is desirous of commending to the attention of other Local Governments and of Native States the experience of His Honour the Lieutenant-Governor as to the advantages of village works over larger relief projects. In these cases it will be often impossible to recover any portion of the cost from the people; and it is for this reason that the Government of India are anxious, before moving in the matter, to obtain further details regarding the system of village relief works adopted in the North-Western Provinces.

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* *Vide* C. 8302, p. 47.

No. 484 of 1896. Dated Allahabad, December 19, 1896.

From the SECRETARY TO GOVERNMENT, NORTH-WEST PROVINCES AND OUDH, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to forward the monthly Famine Statements A. and B. for these provinces, which give an account of relief operations up to November 28, 1896, in districts formerly recognised as distressed. Since the submission of the last report, the districts of Allahabad, Jaunpur, and Sitapur have been added to the list. For these districts the prescribed maps are submitted. Although distress is most severe in the coloured portions the uncoloured portions are also suffering, though at present not severely. Other districts are in an unsatisfactory state and under close observation, and it will probably be necessary before long to convert the test works in operation there into relief works under the Code in some at least of them, and to add such districts to the present lists. In future months an additional and extra-Code Statement (C.) will be submitted, showing the extent and character of relief operations in districts under observation.

I have &c.

T. W. HOLDERNESS,
Secy. to Govt., N.-W.P. and Oudh.

Monthly Famine Statement A. for the Four Weeks ending Saturday evening, the 28th November 1896.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on the last Day of the Period under Report.					Numbers on Gratuitous Relief.	Price of One or more Principal Food Grains in sérs per Rupee.							Monthly Death Rate.		Deaths due to Starvation.
														Millets.		Pulses.				
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Maize.	Barley.	Juár.	Other.	Gram.	Other.	For the Period under Report.	For the corresponding Period of the previous Year.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12	13.	14.	15.	16.	17.	18.	19.	20.	21.
Allahabad:																				
Bánda	3,061	705	3,061	705	4,744	12,152	1,088	13,182	31,166	17,138	–	–	–	–	–	9¾ to 8¼	10½ to 9	Not available (*see* separate mortality statement for October).		
Hamírpur	2,289	513	2,289	513	–	2,741	–	1,407	4,148	6,023	7⅛	10¼	8½	11⅞	–	9⅛	7 3/16	6·13	2·81	
Allahabad	2,852	1,549	2,852	1,549	3,311	2,762	1,798	1,493	9,364 *951	3,506	7¾	10½	9 3/16	10⅜	12	9⅝	7⅝	1·90	1·94	
Jhánsi	3,587	683	3,587	683	1,825	2,109	–	3,130	7,064	1,624	7½	–	–	10 11/16	–	9	–	Not available (*see* separate mortality statement for October).		
Benares:																				
Jalaun	1,479	396	1,479	396	4,844	3,283	1,492	662	10,281	3,480	–	10	8	11	10½	9 5/16	7	3·01	2·57	
Jaunpur	1,550	1,265	270	214	5,036	2,219	395	468	8,138	2,448	7 11/16	11¼	9½	–	–	9	9	1·84	2·09	
Lucknow:																				
Rae Bareli	1,752	1,037	1,752	1,037	1,830	6,409	–	3,432	11,671	2,961	–	11	–	9½	–	–	11	Not available (*see* separate mortality statement for October).		
Sitapur	2,255	1,075	675	304	1,734	1,655	430	267	4,086	121	8¼	–	9	10½	15	9	9	ditto.		
Hardoi	2,325	1,113	2,325	1,113	3,173	1,740	585	1,962	7,460	1,781	8½	10½	9¼	10	–	9¼	9	ditto.		
TOTAL	21,150	8,336	18,290	6,514	26,517	35,070	5,788	26,003	94,329	39,082	–	–	–	–	–	–	–			

* Employed on village works.

Remarks to accompany Famine Statement A. for the four weeks ending November 28th, 1896.

Private Relief, Village and Poorhouse Relief.

Bánda.—There is little private relief afforded in the district. The total numbers of persons relieved under Chapters V., X. and III. of the Code were 9,672, 4,579, and 847, respectively, against 4,910, 5,054, and 1,012 in the preceding month. The numbers have increased in consequence of the general prevalence of distress. Seven poorhouses were open during the period under report. The total number of inmates on the last day of the period was 3,159 against 1,847 on the last day of the previous month.

Hamírpur.—A few well-to-do persons in places distribute doles to numbers of beggars. A resident of Rath has arranged to employ *parda nashin* women in cotton ginning. There were five poorhouses open on 28th November, which, with the famine hospitals attached to them, provided relief for 2,533 people; 1,493 persons were in receipt of outdoor relief in villages, exclusive of 107 destitute *parda nashin* women; 583 persons were relieved by employment in spinning and weaving.

Allahabad.—There are three poorhouses open under official management, and three more will shortly be opened. The numbers on relief in the poorhouses are rising. Alms in the form of grain are distributed by the wealthier inhabitants of Allahabad, and a fund of over 22,000 rupees has been raised by local subscription for the more systematic relief of distress in the city. An influential committee has been formed to administer the fund, which will be supplemented by a monthly grant-in-aid from the Government. In the interior of the district some small poorhouses have been opened by zamindárs.

Jhánsi.—A Committee has been formed for arranging private relief in the city. A poorhouse, the fourth in the district, was opened at Mau.

Jalaun.—Very little is being done in the way of private relief. There are four poorhouses open in the district. Village relief has been organised in two tahsíls, and will be commenced from the 1st December. In the other tahsíls similar arrangements will shortly be completed.

Jaunpur.—The Mahárája of Benares and other large landowners have made considerable advances to their tenants for wells and seed grain. The Rája of Jaunpur is spending 500 rupees in clearing and deepening a tank. Thákurain Sunao Kunwar, of Singramau, has applied to Government for an advance to be spent similarly. One poorhouse has been opened, towards which private persons have subscribed 200 rupees. The attendance at this poorhouse on 28th November was 149. Lists of *parda nashin* women in need of relief are under preparation.

Rae Bareli.—There are two poorhouses in the district, the inmates of which numbered 158 on 28th November. The cost is being defrayed from Government funds, supplemented by private subscriptions.

Sitapur.—Two committees have been formed for arranging private relief—one at Sitapur and one at Khairabad. Lists of respectable women in need of relief are being drawn up in Sitapur; in Khairabad they number 120. Subscriptions amounting to 845 rupees have been realised. Two poorhouses have been opened, the inmates of which number 250.

Hardoi.—No general relief from private funds has been organised, but clothing is supplied to inmates of poorhouses from private charity. There are four poorhouses in the district, and action has been taken under Chapters IV., V., and X. (Articles 124 and 125) of the Famine Code.

General Character of Relief Works.

Owing to there being ample occupation for the people in sowing the *rabí*, they did not come on relief works during the month in large numbers. The relief works in progress practically consist of specially repairing and raising existing roads, and constructing new roads. These works are managed by the Public Works Department partly in the spirit of, and partly under the strict letter of, the regulations of the Famine Code. Some large tanks in the Allahabad Division are also being improved, the work being managed as a relief work. Lists of small village works under Article 65 (*b*) of the Code for the

relief of the agricultural population in the vicinity of their villages have been prepared. The management of these works will be entrusted to the landowners of the villages which will benefit thereby, on a system by which the landlord and the Government jointly contribute to the cost.

Physical Condition of the People.

Bánda.—There was no improvement in the circumstances of the labouring classes, and the physical condition of many when they come to the poorhouses or on relief works shows that they have suffered from extreme privation. There is probably some exaggeration in this, but the physical condition of the labourers on relief works is fair. In parts of the district the *juár* crop has proved unexpectedly good, and this accession of food supplies has slightly improved the condition of the cultivating class.

Hamírpur.—The death rate shows a decrease, but is still high. Malarial fever has been prevalent. The extent to which the coarse grains of the *kharíf* harvest were eaten without the usual admixture of good grain, and the exceptional heat of September and October, are said to have led to an unusual amount of illness. The physical condition of the people is described as indifferent. The Lieutenant-Governor, who is now going to Hamírpur, will cause a special inquiry to be made into the causes of the high mortality of the month.

Allahabad.—The condition of the poorer classes in the three trans-Jumna tahsils is daily becoming worse, recent arrivals on the relief works being in an extremely reduced state. Village relief has been begun. In the other tahsíls (especially north of the Ganges) matters are at present less serious, but it has been found necessary to prepare for starting a relief work north of the Jumna.

Jhánsi.—The physical condition of the people is reported as generally good. The high mortality is probably due to cholera, which was prevalent in this district. Inquiry will be made.

Jalaun.—The condition of the people continued to be fair. The new *kharíf* grain coming into the market with the harvesting of the *kharíf* crops tends to lighten distress a little.

Jaunpur.—Except in one pargana, the condition of the people is fair.

Rae Bareli.—The physical condition of the people is reported not to be satisfactory, owing to high prices of food grains.

Sitapur.—Judging by the comparatively small number of enfeebled persons on the relief works, the condition of the people is fairly good.

Hardoi.—The condition of the people is not satisfactory.

Deaths from Starvation.

No deaths directly due to starvation are reported except from Rae Bareli, where 25 are said to have occurred. The Rae Bareli cases, however, have not been verified, and inquiry has been ordered. If verified, they will be included in subsequent returns. It is very improbable that the deaths were directly due to starvation in this district.

Food Stocks and Importation of Grain.

Bánda.—Supplies are sufficient and importations continue. There is no fear of food stocks running short of present requirements.

Hamírpur.—The juár coming into market has made food stocks sufficient, and imports are checked. Juár is even being exported, and so will not have the effect of lowering prices, as it would have had had it all remained in the district.

Jhánsi.—Food stocks sufficient, juár from the new crop being plentiful. Importation continues.

Jalaun.—Food stocks continue to be sufficient. Importations were less than during October.

Jaunpur.—Food stocks sufficient. Prices are high, but show no tendency to rise.

Rae Bareli.—Food stocks, which are sufficient for local consumption, are supplemented by imports.

Sitapur.—The markets seem fairly well supplied. Grain is being exported, but no importations are being made. Prices have not changed materially.

Hardoi.—It is believed that supplies are sufficient in the towns and large villages, and imports of peas and maize are reported. In the small villages the grain stocks are said to be rapidly running short. The poorest classes are utilising seeds of wild grasses as food, as is customary when prices are exceptionally high.

General Condition and Prospects of the Affected Area.

Bánda.—The prospects of the district are altered only in the fact that the rain which has fallen in other districts will tend to lower prices in this district also. The germinated crops have in a few moist tracts been placed out of immediate danger of drought. The rainfall was too slight in the district as a whole to materially improve the situation.

Hamírpur.—The recent rain has been heavy and of great value in the north-east and west of the district, and it is hoped that nearly all the rabi area will be sown there. This means more demand for labour as well as a better prospect of food hereafter. In the east and south of the district the rain was insufficient for sowings. The kharif harvest will shortly be over, and the numbers on relief must rise rapidly.

Allahabad.—Prospects are bad in the portion of the district south of the Jumna, where the rabi sowings are small and where the kharif was very poor; and they are not much better in the tract between the Jumna and the Ganges. No rain fell in the district in November.

Jhánsi.—The rabi has germinated very well, and much more has been sown than was anticipated.

Jalaun.—A slight shower of rain fell in the district on the 21st, but was of practically no benefit, not soaking the ground to a depth of more than an inch, which is said to be insufficient for sowing purposes. The outlook as regards the rabi crop, therefore, continues gloomy in the extreme.

Jaunpur.—The specially affected area, which, however, is only the northern fringe of the district, is so largely dependent on the rice crop that in it little change for the better can be expected till the next rains.

Rae Bareli.—The condition and prospects of the affected area are not satisfactory. The rabi, so far as it has been sown, has, however, germinated satisfactorily and promises well. Irrigation, ploughing, and sowing of fields are in active progress.

Sitapur.—The rain in November has done good, and put some confidence in the people. A very considerable area has been sown, and germination is good.

Hardoi.—General condition of the people is said to be unsatisfactory. It was hoped that the recent rain, by providing labour on agricultural work, would temporarily retard the increase of distress; but the numbers on relief works are daily increasing. Rabi sowings, however, are still in progress, and the prospects of the crop are reported to be distinctly favourable.

Changes in Rates of Wages.

In all districts the wages paid on relief works and in gratuitous relief have been fixed in accordance with the provisions of the Famine Code, having regard to the prices current of staple food grains. The classification of labourers, however, is imperfect, a very unnecessarily large proportion being classed under A. The truth seems to be that there are very few labourers of that class on the works. This imperfection is in process of rectification.

Monthly Famine Statement B. for the Four Weeks ending Saturday evening, the 28th November 1896.

District.	Maximum Number (Daily Average for Three Months) for whom Relief is Estimated to be required in Case of Serious Famine.	Number of Persons (Daily Average for Three Months) for whom Relief was provided in the last Programme of Relief Works.			Number for whom Relief can be provided on Works remaining on Programme on Date of Report.		Expenditure since 1st November 1896.			Advances since 1st November 1896 up to end of month under		Revenue Suspended since 1st November 1896.
		Date of Publication of Programme.	On Large Works.	On Others.	On Large Works.	On Others.	Date up to which Account is made up.	On Relief Works.	On Gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	Rupees in Thousands.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Allahabad:								Rs.	Rs.	Rs.	Rs.	
Bánda	100,000		240,000	8,000	227,000	8,000		48,764	16,370	1,158	2,375	—
Hamírpur	75,000		147,000	6,000	137,000	6,000		6,446	11,909	4,943	5,749	—
Allahabad	150,000		(a)84,000	50,000	82,000	50,000		10,462	4,852	4,026	32,568	6,76,
Jhánsi	80,000		104,000	8,142	100,000	8,142		7,602	656	—	4,087	—
Jalaun	60,000		115,000	20,914	100,000	17,115		14,740	4,887	80	2,437	—
Total, Allahabad Division	465,000	1st November 1896.	690,000	93,056	646,000	89,257	28th November 1896.	88,014	38,674	10,207	47,216	6,76,
Benares:												
Jaunpur	60,000		55,000	—	54,000	—		12,033	1,461	2,000	7,000	—
Total, Benares Division	60,000		55,000	—	54,000	—		12,033	1,461	2,000	7,000	—
Lucknow:												
Rae Bareli	100,000		(a)67,000	4,000	62,100	4,000		19,554	1,719	55,000	6,000	—
Sitapur	100,000		108,000	67,586	106,790	67,586		4,591	386	3,400	5,023	—
Hardoi	110,000		(a)87,000	11,000	35,352	8,600		10,268	4,455	35,569	45,850	1,25,
Total, Lucknow Division	310,000	—	212,000	82,586	204,242	80,186	—	34,413	6,560	93,969	56,873	1,25,
Total, North-Western Provinces and Oudh	835,000	—	957,000	175,642	904,842	169,443	—	134,460	46,695	106,176	111,089	8,01,

(a) Column 4.—In Allahabad, Rae Bareli, and Hardoi more works have been arranged for, and a sufficient programme will be published in December.
Columns 11 and 12.—The following advances were also made in connection with the present scarcity during October:—

	Bánda.	Hamírpur.	Allahabad.	Jhánsi.	Jalaun.	Jaunpur.	Rae Bareli.	Sitapur.	Hardoi.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Under the Land Improvement Loans Act	—	7,896	3,037	6,000	7,855	7,500	58,730	46,785	59,930
Under the Agriculturists' Loans Act	34,000	2,247	24,807	145	36,000	500	53,185	20,180	33,210

Column 13.—Permission has been given to Commissioners of divisions to suspend land revenue, as they find it necessary, to a much larger amount than is shown in this return. The return takes account of land revenue actually suspended during November.

SEPARATE MORTALITY STATEMENT.

DISTRICT.	Monthly Death Rate.	
	For October 1896.	For the corresponding Period of the previous Year.
Bánda - - - - - - -	3·98	3·45
Jhánsi - - - - - - -	7·38*	3·63
Rae Bareli - - - - - -	1·96	2·01
Sitapur - - - - - -	2·90	2·72
Hardoi - - - - - -	4·43	3·66

* The cause of this high death-rate is under inquiry: cholera prevailed in Jhánsi recently.

No. 551 of 1896. Dated Allahabad, December 30, 1896.

RESOLUTION.—SCARCITY DEPARTMENT.

THE Lieutenant-Governor, having now completed a tour of inspection through the Bundelkhand districts (during which he visited some large relief works and inspected several poorhouses and orphanages), and having conferred in each district with the divisional and district officers, and the superintending, executive, and district engineers as to the relief methods in operation, and as to the extent of relief which is likely to be required from now until the setting in of the next monsoon, and as to the adequacy of the preparations made for affording this relief, desires to record the following observations.

2. The Lieutenant-Governor regrets to find that the circumstances of the four districts of Bánda, Hamírpur, Jhánsi, and Jalaun have not, excluding a few isolated tracts favoured by physical peculiarities or by exceptional falls of rain, been materially improved by the rain of November. The facts as to the rabi sowings up to date have been ascertained, and the sowings are now practically completed. The percentage of the area sown for rabi this year to the normal rabi area of past years in each district is—

	Per Cent.
In Bánda - - - - - - - -	25
„ Jalaun - - - - - - - -	30
„ Hamírpur - - - - - - - -	47
„ Jhánsi - - - - - - - -	50

and while in much of the area actually sown the seed has germinated well, and the young crops, though backward, are healthy and vigorous, a not inconsiderable portion is urgently in want of rain and will yield little, unless rain falls at an early date. In any case it is obvious that the prospects are extremely gloomy in Bánda and Jalaun, and gloomy in the other two districts.

3. The order in which the districts are placed above indicates the relative degree to which each is distressed. The worst district of the four is Bánda, and the best off is Jhánsi. In Bánda it may be said there is no part of the district in which distress is not severe and general. In Jhánsi acute distress is localised in certain tahsíls and portions of tahsíls.

4. The effect of a succession of bad years comes with accumulated force on these districts, which, as compared with the rest of the North-Western Provinces and Oudh, are naturally poor and unproductive. The capital and the credit of zamindárs and the cultivators are at the lowest ebb, and the exceptionally helpless and large labouring population would be without employment and without food but for the Government relief works. The Lieutenant-Governor is therefore not surprised to find that the pressure on these works has begun at least two months earlier than last year, and that

there are at the present time on the relief works and in receipt of gratuitous relief nearly twice as many persons as in April last. In the Bánda district 12 per cent. of the entire population are already in receipt of relief, and the Lieutenant-Governor is quite satisfied that no expenditure is being incurred which is not absolutely necessary. Indeed, as will subsequently appear, he thinks that more might have been done in the way of village relief without running any risk of unnecessary expenditure. Everything indicates that during the next six or seven months the State will be called upon to relieve more than double the number of people who were relieved in these districts this year in the course of the scarcity operations which were nominally closed in September last. In those operations the total number relieved (reduced to units relieved for one day) was 18½ millions. It will not be safe, having regard to the growing pressure, to count on less than 40 millions of units (for one day) as likely to require relief in Bundelkhand during the present scarcity, and the number may even exceed that figure. This is equivalent to 25 per cent. of the population for three months. In the Bánda district alone his Honour would not be surprised if one-third, or even more, of the population came on relief. It is the worst famine of the century in Bánda.

5. The Lieutenant-Governor's attention has accordingly been directed to ascertaining that the establishments and the relief programme of each district are sufficient for the probable calls upon them. The first question with which he has had to deal is as to the organisation of relief circles and the appointment of a proper number of circle inspecting and relieving officers. The most convenient circle unit is the revenue circle of the supervisor kánúngo, and no necessity for sub-dividing this unit in any district presented itself to the Lieutenant-Governor. It was the unit adopted last year; and the officers and people are accustomed to it. But although the supervisor kánúngo (helped of course by the patwaris) has been able up till now to carry on his regular duties and discharge the functions of a relief circle officer, he cannot be expected to do so in the circumstances of great pressure now to be anticipated. Authority has accordingly been given to each Collector to appoint to each circle an additional or assistant kánúngo on pay of Rs. 15 or Rs. 20 a month. The pay of these temporary officials will be charged to famine relief, but it will be discretional with the Collector to employ them as famine relief circle officers, or to transfer to them the regular duties of the supervisor kánúngos, and thus set the latter free for famine work. The additional kánúngos should be preferentially appointed from among the patwaris of the district. The Lieutenant-Governor understands that there will be no difficulty in selecting men, and that they will be appointed within a week. The fact of their actual appointment should be reported.

6. In tahsíls in which distress is general and severe (and all the tahsíls of the Bánda district answer to this description) the tahsíldár will require an additional naib tahsíldár to aid in circle inspection and other famine relief duties. Authority is accordingly given to the Commissioners of the division to make such temporary appointments as he finds it necessary. The additional naib tahsíldár's pay will be fixed by the Commissioner at Rs. 40 or Rs. 50, and will be charged to famine relief. To such officers, if not previously in Government service as naibs or kánúngos, the orders contained in G. O. No. 5746, dated 21st December 1896, Financial Department, granting a consolidated local allowance of 20 per cent. on pay, would not apply. The appointments should preferentially be made from the kánúngo staff of the district, the place of the promoted kánúngo being filled from the patwári staff as in the previous case. But discretion is allowed Commissioners to appoint other suitable men when this course seems to them to be clearly the better plan. These naib tahsíldárs will be quite distinct from the persons of a similar standing who are being deputed by the Board of Revenue under the orders of the Government in the Public Works Department to act as paymasters on the large relief works. The Board of Revenue will continue to be charged with these last-mentioned arrangements. The tahsíldár will continue to control the inferior officers in regard to famine relief: and the tahsíls will continue to be grouped into sub-divisional or relief charges under the general control of the gazetted officers who now administer them, and whose numbers have been materially strengthened.

The above orders as to the temporary appointment of naib tahsíldárs supersede to some extent the orders conveyed by G. O. No. 416, S.—58, dated 13th December 1896, to the Commissioner of the Allahabad Division, where it was said that, having regard to the requirements of the Public Works Department for naib tahsíldárs, it was impossible to give any district for poorhouse and circle relief purposes more than a very limited number of additional naib tahsíldárs. This was the case as regards the supply of such officials through the Board of Revenue. The procedure enjoined in this letter of temporary local appointments made by the Collector from his district staff provides a way

out of this difficulty without trenching on the reserve maintained by the Board of Revenue for the requirements of the Public Works Department.

7. The circle inspection staff thus strengthened should be able to inspect every village in the relief circle once every ten days, and the Lieutenant-Governor regards this as a fundamental necessity. The agency for the actual distribution of village relief to persons on the lists prepared under Chapters V. and X. of the Code may vary from district to district at the discretion of the Collector; in some places it may be respectable zamindárs or village panchayets; in others where such agency is not available it may be patwáris, but it is essential that the lists should be examined, supplemented and corrected at frequent intervals in each village by the circle officer. The circle officers should be required to keep a diary for the information of the tahsíldár, the sub-divisional officer, and the Collector under such heads as the Collector may prescribe.

8. His Honour has already requested the Inspector General of Civil Hospitals to place at the Commissioner's disposal a medical officer of the status of Civil Surgeon for the sanitary inspection of relief works, relief hospitals, and poorhouses in the Allahabad Division.

9. In all four Bundelkhand districts the Lieutenant-Governor found that village relief had been started, but as much progress had not everywhere been made as his Honour had expected. It is imperatively necessary that special attention should be paid to this subject. With regard to the numbers who may eventually be brought on the lists, the Lieutenant-Governor noticed some hesitation on the part of local officers, and some uncertainties as to how far they might go. A good deal would in each case depend on the extent to which the indigent and beggar class had drifted to the poorhouses. But if the poorhouses are kept within the limits prescribed by Article 111 of the Famine Code, the Lieutenant-Governor, without wishing to prescribe a standard, may say that in a really distressed tract, especially if there are towns in it with respectable classes of reduced means, 3 per cent. of the total population would probably be found to be not an excessive limit. Of course his Honour does not prescribe this or any other figure as a limit to be worked up to. The numbers to be relieved under Chapters V. and X. must depend on the actual facts.

10. Poorhouse relief has in all districts been properly organised, and the only direction on this point which is needed is that the population of the poorhouses should be kept down by systematically drafting off to relief works all persons capable of work, and to their villages as recipients of village relief all those who have homes and are unable to work.

11. The programme of large famine relief works in each district is adequate, and the organisation of the Public Works Department is sufficient for present actual requirements. But it will probably soon cease to be so. More overseers and work agents are required. On this point action will at once be taken in the Public Works Department.

12. The relief works which the Lieutenant-Governor visited were well conducted. The recent orders* for the management and control of works under the Public Works Department had not been fully carried out owing to an unnecessary delay, for which the Public Works Department was not responsible; but no harm was done. The rules are now in force.

13. In the Bánda district the Public Works Department are elaborating plans for a number of large irrigation reservoir, or tank works, which will supply an excellent series of relief works suitable for the hot weather, while materially benefiting the district, which, above all things, stands in need of irrigation. His Honour was able to see such a work in progress in Hamírpur, and to satisfy himself as to its utility as a relief work as well as to its subsequent usefulness.

14. Another matter to which the Lieutenant-Governor's attention was much directed during the conferences was as to the place which "village works" under Article 65 (*a*) of the Code, of the nature of tanks and embankments, should occupy in the programme of famine relief. The general feeling of the local officers was in favour of the policy of keeping works of this class to the later stages of the famine, when at the height of the hot weather and on the near approach of the rains it is desirable to bring the people back to their villages. It was thought that "village works," whether managed by the Public Works Department or entrusted to zamindárs, would in this respect prove very useful. But there was also a very clear pronouncement of opinion that a strong backbone of

* Government Resolution No. 18 P. W., dated 5th December 1896.

large public works must be maintained throughout. With these conclusions the Lieutenant-Governor concurs. His Honour has now received Minutes of the Conferences between Mr. Palmer, Superintending Engineer on special duty, and the Divisional and District Officers of the Lucknow and Fyzabad Divisions on the subject of rules for the control and management of these village works, and the principles and procedure which have been reached at these conferences are substantially those which have independently occurred to the Lieutenant-Governor. Mr. Palmer is now engaged in preparing a set of rules, and when they have been revised by his Honour and issued, it will be well that two or three small village works should be started in each district at an early date with the object of ascertaining whether the rules are practical and meet all the requirements of the case, and whether the method of relief they are intended to systematize fulfils the hopes entertained in regard to it, both as regards economy in expenditure and effectiveness as regards the relief of distress. Our future action, so far as village works are concerned, will be a good deal influenced by the results of these experiments.

15. The Lieutenant-Governor's orders regarding the Cawnpore district, which he found in much better condition than Bundelkhand, are embodied in the Minutes of his Conference with the local officers, which have been separately recorded.

16. In conclusion, the Lieutenant-Governor desires to express his strong appreciation of the energy and discretion with which officers of every grade are facing the difficulties which beset them. To the Collectors of the Bundelkhand districts his Honour's thanks are due in a more especial degree.

ORDER.—Ordered that copies of this Resolution be forwarded—

(1) to the Commissioner, Allahabad Division, for communication to the Collectors of the Bundelkhand districts and the issue of necessary subsidiary orders;

(2) to all Commissioners of divisions, North Western Provinces and Oudh (except Meerut and Kumaun), for information and guidance on the points applicable to their divisions, and to all Collectors of districts in those divisions;

(3) to the Secretary to this Government, in the Public Works Department, North-Western Provinces and Oudh, for information and issue of necessary orders in regard to paragraph 11;

(4) to the Secretary to the Government of India, Revenue and Agricultural Department, for the information of the Government of India;

(5) to the Secretary to this Government, in the Financial Department, for issue of necessary orders to the Accountant General;

(6) to the Secretary to the Board of Revenue, North-Western Provinces and Oudh, for information.

By order, &c.
T. W. HOLDERNESS,
Secretary to Government, North-West Provinces and Oudh.

No. 75—S. of 1897. Dated Allahabad, January 9, 1897.

From the SECRETARY TO GOVERNMENT, NORTH-WEST PROVINCES AND OUDH,
to all COMMISSIONERS AND DISTRICT OFFICERS, NORTH-WEST PROVINCES AND OUDH (EXCEPTING MEERUT AND KUMAUN).

SIR,

I AM directed to enclose, for your guidance and for the guidance of District Officers in your division, a copy of rules which the Lieutenant-Governor has found it advisable to issue regarding the organization of the village relief system under Article 54 and Chapter X. of the Famine Code. The object of these rules is to ensure that in districts declared to be distressed every village should be treated with the view of accounting for every individual resident therein, and that no case which ought to be relieved in accordance with the above-mentioned provisions of the Code escapes notice. The rules apply to those districts only which have been officially recognised as distressed. In districts which are still under observation the systematic and careful inquiry which the rules require is presumed to be unnecessary. But, in accordance with the provisions of Article 54 of the Code, even

in these districts indigent people may have been brought on the patwáris' lists, and some of these lists, from the number of entries on them, may suggest to the District Officer the necessity of following the procedure laid down by the rules in exceptional cases. Should such cases present themselves, he should not hesitate to deal with them in the spirit of the rules. As stated above, these rules require that the case of every individual resident of the village must be separately considered in the framing and revising of these lists. This procedure is possible for rural villages with the organization now established in the distressed districts, as the inhabitants are usually of the labouring and cultivating class who make no objection to meet the relief officers on these terms. But it is not possible for the district relief agency to pass in review the entire population of cities or towns. This must be done, where serious distress prevails in a city or town, in a less obtrusive way by the municipal or town authorities working in conjunction with unofficial committees. The number of such towns and cities is not great. For practical purposes they are enumerated in Table V., Part II. of the Census Report. This is the procedure successfully adopted in Lucknow, Allahabad, and other large cities, and there seems to be no necessity for disturbing their arrangements.

2. The enforcement of the village relief system in accordance with these rules will have an important bearing on the population of the poor-houses, and possibly on the numbers of dependants attending relief works. During his tours the Lieutenant-Governor has observed that many persons have been received into poor-houses and were relieved as dependants on works who, under the full working of the village system as now explained, ought, so long as they are unable to work, to be relieved at their own homes. It will, therefore, be the business of every Collector of a distressed district to sort out the inmates of his poor-houses and the dependants on relief works and, subject to proper provision for protection and food during the transit, to send them to their homes and bring their names on the village lists for relief. In treating dependants in this way care must he taken that children are not separated from their parents, and that families are not broken up.

3. In this way it is to be expected that the population of poor-houses and the number of people who seek relief as dependants on roads will diminish, and that the relief system will consist of two great forms,—first, relief on works for all in need of relief who are able to labour, and, second, relief at their homes for all unable to labour, but in need of relief.

I have, &c.

T. W. HOLDERNESS,

Secretary to Government, North-West Provinces and Oudh.

PROCEDURE FOR ESTABLISHING VILLAGE RELIEF UNDER CHAPTERS V. AND X. OF THE FAMINE CODE.

Preliminary.

It is presumed that in all districts in which the existence of distress is formally recognised the village lists mentioned in Article 54 have been prepared by the *patwáris*, and that relief is being given by circle officers on the basis of those lists. But inquiry has shown that the lists have not always been prepared in a satisfactory manner. The following instructions are accordingly issued with a view of securing the amplification and verification of the lists, and of determining the mode of payment and the amount of the relief:—

Rules.

1. The circle officer, before visiting a village, shall intimate to the landlord, or his local agent, his intention of visiting the village on a certain date, and request him either to be present in person or to depute his *kárinda*. He should also request that people living in outlying hamlets may be assembled in the main village on the day fixed.

2. On arriving at the village, the circle officer will assemble the *patwári*, the village headman, the landlord's local agent, the *chaukidár*, and the respectable inhabitants, and will call for the *patwári's* list prepared under Article 54 of the Code. These lists will form the basis of the subsequent procedure.

3. The circle officer will then proceed to ascertain the population of the village, with details of the numbers present and absent, with such information as he can get as to the causes of absence of individuals.

4. The portion of the population present may be divided into two classes:—

(*a.*) *parda nashins;*

(*b.*) all other persons.

5. The circle officer will carefully consult the persons mentioned in Rule 2 as to whether any *parda nashins* are in need of relief, and should be brought upon the list under Chapter X. He will also bring upon that list any old or infirm men of the higher castes who are unable to work and are in want.

6. The circle officer will then muster and examine all the persons of the village who are not *parda nashins*. They will fall into three classes:—

(*a.*) well-to-do people not needing relief;

(*b.*) people needing relief, but able to work;

(*c.*) people needing relief and unable to work, either from physical weakness or having young children or sick people to look after.

Class (*c*) will be mostly women and children.

7. The circle officer will direct persons of class (*b*) in the preceding rule to the nearest relief work. He will bring class (*c*) persons on his list.

Persons who, in the circle officer's opinion, are temporarily incapacitated for labour by sickness or privation will be granted relief for such time only as the incapacity exists. Such cases must be inquired into whenever the village is visited by the circle officer.

8. The lists so framed under Chapters V. and X. will be made over to the *patwári* of the village, who shall be bound to produce them for the inspection of any circle officer subsequently visiting the village.

9. The relief distributed will be in money. The distributing agency will be, as determined by the Collector, either—

(*a.*) the landlord;

(*b.*) the headman or other respectable resident of the village or of an adjoining village;

(*c.*) the *patwári.*

10. A sufficient sum to afford the prescribed relief for 20 days shall be made over to the distributor by the circle officer. The distributor is authorised to give relief to all persons on the list prepared by the circle officer, and, in urgent cases in which starvation is imminent, to persons not on the list pending the next visit of the circle officer.

11. The circle officer's list shall be tested and revised as often as may be possible by the naib tahsíldár, the tahsíldár, and the sub-divisional officer.

12. Each village should be visited, as far as possible, once in 10 days by the circle officer or other superior relief officer, whose duty it will be to scrutinise the lists, muster the recipients (not being *parda nashins*), remove from the lists persons who have become fit for work, and bring on the lists the names of other persons eligible under the preceding rules.

13. A dated ticket, bearing a serial number corresponding to that in the nominal list, should be given to each person entered on the list, showing the relief to which he or she is entitled, and the name of the person from whom such relief is to be received.

14. The relief to be distributed will be that prescribed for "dependants" by the ready reckoner appended to the rules for Public Works Department works circulated with Public Works Resolution, No. 18, dated December 5, 1896, with the following additions:—

(1) for children between 12 and 16,	The rate shown for labouring children of these ages in the ready reckoner according to the price of grain prevailing at the time.
(2) for children between 7 and 12,	

15. While no limit is prescribed for the exclusion of necessitous cases, it is only in a very distressed tract, and for a limited period, that the numbers on these relief lists should exceed 3 per cent. of the population. In tracts which are not very distressed 3 per cent. of the population may be ordinarily regarded as a maximum limit.

Weekly Crop Report: Tabulation Sheet for Saturday, January 2, 1897.

Statement showing Number of Persons in receipt of Relief in the North-Western Provinces and Oudh on January 2, 1897.

I.—Distressed Districts.

Serial Number.	District.	Numbers on Relief Works.		Numbers in Poor-houses.	Numbers Relieved otherwise.	Total.	Number of Relief Works Open.	Number of Poor-houses.
		Workers.	Dependants.					
1	Bánda - - -	67,140	18,192	5,299	7,481	98,112	9	7
2	Cawnpore - - -	11,915	2,910	1,576	2,031	18,462	2	4
3	Hamírpur - - -	15,056	3,592	3,547	2,693	24,888	4	5
4	Allahabad - - -	59,184	23,601	6,707	5,422	94,914	8	5
5	Jhánsi - - -	11,329	2,075	2,047	1,069	16,520	3	4
6	Jalaun - - -	17,704	4,663	1,013	3,351	26,731	5	4
7	Jaunpur - - -	14,825	3,919	485	104	19,333	7	3
8	Lucknow - - -	14,251	1,658	2,079	8,442	26,430	5	3
9	Unao - - - -	8,028	961	1,031	347	10,367	4	4
10	Rae Bareli - - -	21,351	6,930	1,567	1	29,849	5	2
11	Sitapur - - -	18,190	2,617	347	160	21,314	6	2
12	Hardoi - - -	20,425	6,527	3,529	8,443	38,924	6	4
	Total - - -	279,428	77,645	29,227	39,544	425,844	64	47

II.—Districts under Observation.

Serial Number.	District.	Numbers on Test Works.	Numbers in Poor-houses.	Numbers Relieved otherwise.	Total.	Number of Test Works Open.	Number of Poor-houses and Kitchens Open.
1	Muttra - - - - -	3,399	156	- -	3,555	1	1
2	Agra - - - - - -	4,897	247	- -	5,144	6	3
3	Farukhabad - - - - -	1,174	807	- -	1,981	4	3
4	Mainpuri - - - - -	77	77	90	244	1	1
5	Etáwah - - - - -	4,846	61	718	5,625	1	1
6	Etah - - - - - -	1,000	116	480	1,596	9	2
7	Bareilly - - - - -	518	110	- -	628	1	1
8	Bijnor - - - - -	251	453	- -	704	1	4
9	Budaun - - - - -	668	106	- -	774	3	1
10	Moradabad - - - - -	107	134	- -	241	3	2
11	Sháhjahánpur - - - -	753	858	698	2,309	4	3
12	Pilibhít - - - - -	- -	396	- -	396	1	3
13	Fatehpur - - - - -	199	803	185	1,137	3	1
14	Benares - - - - -	318	604	- -	922	2	3
15	Mirzapur - - - - -	1,400	795	- -	2,195	4	1
16	Gorakhpur - - - - -	2,024	3,117	- -	5,141	9	5
17	Basti - - - - - -	515	670	- -	1,185	5	4
18	Azamgarh - - - - -	9,627	1,075	8	10,710	7	4
19	Kheri - - - - -	230	19	- -	249	1	2
20	Fyzabad - - - - -	1,943	1,096	84	3,123	4	3
21	Gonda - - - - -	2,163	1,480	- -	3,643	4	3
22	Sultánpur - - - - -	2,661	702	536	3,899	7	4
23	Partábgarh - - - - -	3,632	428	- -	4,060	6	3
24	Bara Banki - - - - -	10,763	811	- -	11,574	9	7
	Total - - -	53,165	15,121	2,749	71,035	95	65

No. 222 of 1897, dated Allahabad, January 20, 1897.

FROM THE SECRETARY TO GOVERNMENT, NORTH WESTERN PROVINCES AND OUDH, TO THE SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to forward the monthly Famine Statements A. and B., for these provinces, which give an account of relief operations up to 26th December 1896 in districts formally recognised as distressed. Since the submission of the last report, the districts of Cawnpore, Lucknow, and Unao have been added to the list, and the prescribed maps for these districts are accordingly submitted. Distress has also been declared in parts of the districts of Agra, Etáwah, Gorakhpur, and Bara Banki since the close of the period under report. These districts will be included in Statements A. and B. for the current month. The additional extra-Code Statement C., referred to in the last report, is attached. It contains particulars in regard to the relief operations in 25 districts which were under observation during the period under report, though not officially recognised as distressed.

2. The Inspector General of Civil Hospitals in his recent tours has paid special attention to the condition of the inmates of poorhouses, the labourers on relief works, and the prisoners in the jails of the districts he visited. He has recorded the result of his observations in the form of a note, a copy of which is submitted for the information of the Government of India.

I have, &c.

T. STOKER,

Secretary to Government, North Western Provinces and Oudh.

North Western Provinces and Oudh.

Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, December 26, 1896.

Division.	DISTRICT.	Area.	Population in Thousands.	Affected Area.	Estimated Population, as in Thousands, of Column 4.	Number on Relief Works on the Last Day of the Period under Report.					Numbers on Gratuitous Relief.	Price of One or More Principal Food Grains in Sérs per Rupee.							Monthly Death Rate.		Deaths due to Starvation.
															Millets.		Pulses.				
						Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Maize.	Barley.	Juár.	Other.	Gram.	Other.	For the Period under Report.	For the corresponding Period of the Previous Year.	
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.
Allahabad	Cawnpore	2,363	1,210	1,219	462	–	3,521	–	3,855	7,376	5,125	7·81	10·87	9·15	10·31	8·62	9·62	10·62	Not available (*see* separate Mortality Statement for November).		2
	Bánda	3,061	705	3,061	705	6,285	29,780	594	22,851	59,510	27,295	–	–	–	–	–	9·21	9·78	– – ditto – –		–
	Hamírpur	2,289	513	2,289	513	–	7,318	–	8,257	15,575	9,804	7·37	9·87	8·43	9·87	8·68	9·25	7·12	– – ditto – –		–
	Allahabad	2,852	1,549	2,852	1,549	14,387	5,378	2,988	1,803	24,559 *1,023	14,889	7·81	10·25	9·12	10·06	11·50	9·75	7·87	3·36	1·85	–
	Jhánsi	3,587	683	3,587	683	204	4,711	–	8,771	13,686	2,986	7·87	–	–	10·87	–	9·68	7·93	Not available (*see* separate Mortality Statement for November).		–
	Jalaun	1,477	396	1,477	396	3,585	6,550	1,381	2,196	13,712	8,402	7·34	9·71	8·25	9·37	–	8·87	7·08	3·29	2·54	2
	Total, Allahabad Division	15,629	5,056	14,485	4,308	24,461	57,258	4,963	47,736	135,441	68,501	–	–	–	–	–	–	–	–	–	4
Benares	Jaunpur	1,550	1,265	271	214	176	9,482	–	1,148	10,806	4,617	7·56	10·50	9·12	–	–	9·87	9·12	2·11	1·93	2
	Total, Benares Division	1,550	1,265	271	214	176	9,482	–	1,148	10,806	4,617	–	–	–	–	–	–	–	–	–	2
Lucknow	Lucknow	967	774	967	774	–	3,661	550	6,178	10,389	9,277	8·25	11·25	9·25	11·50	8·75	9·75	10·50	Not available (*see* separate Mortality Statement for November).		–
	Unao	1,736	953	1,327	798	–	5,172	–	400	5,572	1,511	8	–	8·68	–	–	9	–	2·6	1·8	–
	Rae Bareli	1,752	1,037	1,752	1,037	381	9,091	–	7,428	16,900	7,009	–	10·75	–	9	–	–	10·75	Not available (*see* separate Mortality Statement for November).		–
	Sitapur	2,255*	1,075	983	449	–	7,032	–	446	7,478	1,551	8	11·50	11	11	10	9	8			–
	Hardoi	2,325	1,113	2,325	1,113	304	9,686	941	5,185	16,116	10,915	8·50	10·50	9	10	9·25	9·25	9·50			1
	Total, Lucknow Division	9,035	4,952	7,354	4,171	685	34,642	1,491	19,637	56,455	30,263	–	–	–	–	–	–	–	–	–	1
	Total, North-Western Provinces and Oudh	26,214	11,273	22,110	8,693	25,322	101,382	6,454	68,521	202,702	103,381	–	–	–	–	–	–	–	–	–	7

* Employed on village works.

Remarks to accompany Famine Statement A. for the Four Weeks Ending 26th December 1896.

Private Relief, Village and Poorhouse Relief.

Cawnpore.—There are four poorhouses open in the district. The total number of inmates on the last day of the period under report was 3,059. Village relief was commenced during the month, but only on a small scale; it is being developed during the current month.

Bánda.—Private relief is confined to indiscriminate doles to beggars by a few well-to-do persons in Bánda city. The total numbers (reduced to units of one day) of persons relieved under Chapters V., X., and XIII. of the Code during the period under report, were respectively 132,016, 34,409, and 862. Seven poorhouses were open, in which the total number of persons on the last day of the period under report was 5,024, against 3,159 on the last day of the preceding four weeks.

Hamírpur.—A few persons still distribute private relief in the shape of doles; others have provided clothing for recipients of relief. A charitable relief fund has been started, to which Rs. 870 has been subscribed. There have been five poorhouses open during the period under report, the number of inmates on 26th December being 2,397, exclusive of 723 persons in famine hospitals. One thousand one hundred and seventy-eight persons were in receipt of outdoor relief, including 122 *parda nashín* women. Steps have been taken to further extend the system of village relief.

Allahabad.—Detailed village-to-village inquiries resulted in the listing of 4,722 persons who merited relief at their homes, and relief was actually given to about 1,000 of them. This is apart from the work of the Allahabad Special Charity Committee, referred to in the last report, whose funds from private subscriptions have now reached Rs. 26,000. House-to-house inquiries have been in progress through the city, with the result that about 2,400 people were granted relief a few days after the close of the month. About 2,000 people were indebted to private charity for a small daily dole of grain. At the end of the period under report the four poorhouses which have been established contained 6,522 inmates, notwithstanding that nearly 4,000 persons were drafted from them on to relief works. Six more poorhouses are in course of construction.

Jhánsi.—Relief has been given in the city to such persons as cannot go to the poorhouses and relief works. The monthly expenditure on this branch of relief is estimated at about Rs. 800. Four poorhouses are open. The number of inmates in that at Jhánsi is increasing, though those who become fit for work are being regularly drafted on to the relief works.

Jalaun.—There are four poorhouses open in the district. Village relief has been organised in all four tahsíls of the district. The number of people receiving outdoor relief is being added to as occasion demands.

Jaunpur.—The tank project referred to in last month's report as being contemplated by Thákurain Sunao Kunwar of Singramau is now in hand, and 580 persons are employed on it. Two more poorhouses have been opened. Relief is being given to *parda nashín* women at their homes.

Lucknow.—In the city of Lucknow a committee has been formed, and funds collected from private sources to the extent of Rs. 31,000. From this fund, which has been further supplemented by a grant of Rs. 10,000 from Government, about 6,500 people are relieved. Three poorhouses are open; the number of inmates on the last day of the period under report was about 1,800. Village lists have been prepared, and arrangements have been made to give effect to this branch of relief on an adequate scale from 1st January 1897.

Unao.—Private organisations in two towns relieve about 1,000 people daily. There are four poorhouses in the district. About 75 per cent. of the inmates are supplied with blankets from private subscriptions.

Rae Bareli.—There are two poorhouses in the district, and the number of inmates is increasing. Relief under Chapter V. is being given in one tahsíl, and under Chapter X. in two tahsíls. Advances have been given to police officers for relief under Chapter XIII.

Sitapur.—Private relief at Khairabad has been exhausted, but at Sitapur the committee referred to in last month's report continues its work. Two poorhouses were open, the number of inmates on 26th December being 300.

Hardoi.—As reported last month, private subscriptions are utilised in supplying the inmates of poorhouses with clothing. Lists of persons requiring relief under Chapters V. and X. have been prepared, and relief is administered through *kánúngos,* zamindárs, and members of municipal boards. Village relief has been considerably extended since the period covered by this report. There are four poorhouses, one at the headquarters of each tahsíl.

General Character of Relief Works.

In all districts all large relief works in operation are under the management of the Public Works Department, and are conducted in strict accordance with the provisions of the Famine Code. The task and gang system is in force, and the wage is regulated in accordance with the price of the ordinary food grains of the people, being also graduated, as regards maxima rates, by the extent to which the prescribed tasks are performed by the workers. Children and adults who are unable to work, but who form part of the family of a worker, receive gratuitous relief in the form of a subsistence wage as "dependants." As a general rule, relief works consist of road work, but the deepening and improving of tanks within a reasonable distance of a road project is always carried on *pari passu* as part of the project. In some districts employment is being given through the agency of landholders by means of village works executed by means of advances from Government, which will be partly recoverable, and which are made on conditions that secure that work is given at fair wages to those classes of persons who are most in need of employment.

Physical Condition of the People.

Cawnpore.—The people employed on the relief works are reported to be in a better condition than might be expected.

Bánda.—The physical condition of the labourers on relief works and of the inmates of the poorhouses is fair, but there are undoubted signs of want and privation.

Hamírpur.—The health of the district has been fair, but the labouring classes are generally in a weak condition, and there have been a number of deaths from exposure, due to exceptional cold. Steps have been taken to hut the labourers on works. The population of the poorhouses is exceptionally unhealthy and emaciated.

Allahabad.—The people who come on to the relief works are generally in very poor condition. The works during the month were practically confined to the southern portion of the district bordering on Bundelkhand; the crop failure here has been general and severe, and there is much privation.

Jhánsi.—The physical condition of the people appears, on the whole, to be fairly good, but the mortality continues high. This, though ascribed to the unusual prevalence of malarial fevers, possibly indicates a reduced vitality and lower standard of living.

Jalaun.—The people admitted to poorhouses are generally in an emaciated condition. Those who have been some time on the relief works, however, exhibit a marked improvement on their appearance when the works were first started.

Jaunpur.—In the seriously affected portion of the district the general condition of the people is poor, but elsewhere it is fair, except in the case of the lowest classes, many of whom are in bad condition.

Lucknow.—The condition of the people is fair, as timely measures were taken to meet the distress.

Unao.—The condition of the people on the relief works is good. A favourable indication is that the number of women on the works does not largely exceed that of the men.

Rae Bareli.—The condition of the low caste people is not satisfactory.

Sitapur.—The condition of the labouring classes shows signs of some privation; but that of the cultivating class is fairly good. The people who come on the works are, on the whole, neither emaciated nor unhealthy. Many belong to the decent class of agriculturists, who, having sown their fields and temporarily exhausted their resources, come on the works while yet in good condition.

Hardoi.—There is much emaciation throughout the district among the labouring classes, but the death rate for November was below that of the same month in 1895. The average physique of the people on the works is very distinctly below that of persons on the relief works of the adjoining district of Sitapur. This district is severely distressed, and relief measures have been very largely extended.

Deaths from Starvation.

Two deaths are reported in Cawnpore, two in Jalaun, two in Jaunpur, and one in Hardoi. In Cawnpore one was of a child which died from want of nourishment owing to the illness of its mother, and the other was that of a person supposed to have come from Bundelkhand, who was not known in the place where his body was found. In Jalaun one person died shortly after admission to the poorhouse, though every effort was made by the hospital assistant to save him: no particulars regarding him could be discovered. The second, a wanderer from a native state, was found lying dead on the road near a bordering village of the district. The two deaths in Jaunpur were of wanderers whose names and residence were unknown. They appeared to have been coming to the relief works and to have died on the way. The death at Hardoi was of an old man of 70, who refused to go to the poorhouse. From enquiry it has been ascertained that of the 25 deaths reported last month from Rae Bareli, three or four were possibly due to starvation, though even of these there is no certainty.

Food Stocks and Importation of Grain.

Cawnpore.—Food stocks are sufficient for ordinary purchasers. Grain is being imported.

Bánda.—The larger markets are well supplied and importations continue. There is no fear of food stocks running short at present.

Hamírpur.—Food stocks and fodder are sufficient.

Allahabad.—The district is importing by rail sufficient grain to feed daily at least one-third of its population. Local stocks, outside the city and the large marts, are said to be low, especially in the south, where the only means of transport is by pack bullock. But, except in the extreme south, where the population is sparse, the district is well served by the railways, and trade is active.

Jhánsi.—Food stocks are ample.

Jalaun.—Food stocks, which are dependent on importation, continue to be sufficient.

Jaunpur.—Food stocks are sufficient, but prices, though stationary, are very high.

Lucknow.—Food stocks are sufficient. Importations are dull at present, but it is expected that quantities of rice will shortly be imported from Burma.

Unao.—Food stocks are sufficient, and grain is also being largely imported.

Rae Bareli.—Food stocks, supplemented by import, are sufficient for local consumption.

Sitapur.—Large bázárs and large villages are reported to be well supplied; smaller ones not so. Grain is being exported.

Hardoi.—Grain is being imported. The stocks are said to be deficient in the smaller villages, but this requires verification.

General Condition and Prospects of the Affected Area.

Cawnpore.—Agricultural prospects were improved by the rain which fell at the end of November, and have since been further improved by rain at the end of December. In the canal tract and outside it, on irrigated lands, the rabí crops are good. But the area (77 per cent.) sown in the district is considerably less than the average area, and the late sowings on unirrigated lands are backward.

Bánda.—The prospects of the district remain practically unaltered, except that the Christmas rains in other districts may tend to lower prices. The slight rain which fell in the district in December was beneficial to the germinated rabí crops, but did not admit of any extension of the very short area sown. The area sown is only one-fourth of the normal, and the district is in a prostrated state. Relief measures in Bánda are extensive.

Hamírpur.—Rain fell on December 24, and also, after the close of the period under report, on the 29th and 30th. The rain has benefited the crops already sown, but has not operated to extend the area under cultivation. A good crop may be expected in the area sown, which is 46 per cent. of the normal area.

Allahabad.—This district has received no rain, either in November or December, in any appreciable quantity. The rabí area sown is only 38 per cent of the normal for the whole district, and in the extreme south there is virtually no crop at all. The southern portion of the district must continue to be a cause of great anxiety, and a very large proportion of its population will require relief during the next six months.

Jhánsi.—The standing crop is in good condition, and gives promise of a good out turn. But it represents only 37 per cent. of the average rabí area of the district.

Jalaun.—The rain of the 28th and 29th was beneficial to the standing crops, though the hail which accompanied it did damage in a few villages. Some more land is being sown where the rainfall was good, but this will not add appreciably to the cropped area, which is only 27 per cent of the normal. The district is nearly as badly off as Bánda.

Jaunpur.—The recent rain hardly touched this district, and only in the extreme south did any appreciable quantity fall. It is, however, well irrigated, and has sown 78 per cent. of the normal rabí area. The crops that have not yet been irrigated are showing signs of failing, and the arhar and peas in some places have been badly injured by frost. The distressed area is confined to a rice-growing tract where the rice crop failed.

Lucknow.—The recent rain has greatly improved the prospects of the district.

Unao.—The rabí crop, which is 59 per cent of the normal, promises well.

Rae Bareli.—There has been no great change in the affected area, but the rabí promises well. It is 63 per cent. of the normal area.

Sitapur.—In the last week of the month there was general rain, which benefited the crops and gave heart to the cultivators. Irrigation work is suspended in some parts of the district, and the cultivating class, as well as the labouring class, are coming on to the relief works. This may be expected to continue until the rabí is ripe. Nearly 70 per cent. of the normal area has been sown.

Hardoi.—The people, especially labourers and small agriculturists, are very badly off. Until the rabí harvest there is certain to be a large and continued increase in the distress. The prospects of the rabí have been improved by the recent rain, but the area is reported only 52 per cent of the normal. Extensive relief measures have been established.

Changes in Rates of Wages.

The wages are fixed in accordance with the provisions of the Code, having regard to the prices current of staple food grains. The classification of the labourers is, however, still imperfect in some districts, an unnecessarily large number being classed under A. This is being rectified.

Monthly Famine Statment B. for the Four Weeks ending Saturday Evening, December 26, 1896.

Division.	DISTRICT.	Maximum Number (daily average for three months) for whom Relief is Estimated to be Required in Case of Serious Famine.	Number of Persons (daily average for three months) for whom Relief was Provided in the last Programme of Relief Works.			Number for whom Relief can be provided or Works Remaining on Programme on Date of Report.		Expenditure since November 1, 1896.			Advances since November 1, 1896, under—		Revenue suspended since November 1, 1896.
			Date of Publication of Programme.	On large Works.	On others.	On large Works.	On Others.	Date up to which Account is made up.	On Relief Works.	On Gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	Rupees in Thousands.
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
									Rs.	Rs.	Rs.	Rs.	Rs.
Allahabad	Cawnpore	70,000	November 1, 1896.	95,000	8,558	93,914	8,558	December 26, 1896.	7,198	818	4,091	15,090	2,00,
	Bánda	100,000		240,000	8,000	200,000	8,000		1,36,763	39,622	2,598	3,225	2,89,
	Hamírpur	75,000		147,000	6,000	120,000	6,000		29,330	23,259	5,521	10,580	1,87,
	Allahabad	150,000		84,000	50,000	*119,800	50,000		36,157	3,312	4,026	32,568	6,76,
	Jhánsi	80,000		104,000	8,142	90,000	8,142		29,190	2,509	—	6,401	—
	Jalaun	60,000		115,000	20,914	*120,000	17,115		35,778	1,397	510	5,767	—
	Total, Allahabad Division	535,000		785,000	101,614	743,714	97,815		2,74,416	70,917	16,746	73,631	13,52,
Benares	Janupur	60,000		55,000	—	*69,000	—		20,393	3,951	2,150	7,000	—
	Total, Benares Division	60,000		55,000	—	69,000	—		20,393	3,951	2,150	7,000	—
Lucknow	Lucknow	60,000		60,000	—	57,800	—		7,682	12,407	19,354	78,182	—
	Unao	51,000		51,000	8,979	51,000	8,979		3,843	804	26,000	38,000	3,50,
	Rae Bareli	100,000		67,000	4,000	54,700	4,000		50,545	7,958	63,000	7,000	—
	Sitapur	100,000		108,000	67,586	100,700	67,586		21,375	1,145	3,400	5,023	—
	Hardoi	110,000		37,000	11,000	*46,500	*11,400		37,574	14,202	36,046	46,211	1,25,
	Total, Lucknow Division	421,000	—	323,000	91,565	310,700	91,965	—	1,21,019	36,516	1,47,800	1,74,416	4,75,
	Total, North-West Provinces and Oudh	1,016,000	—	1,163,000	193,179	†1,123,414	189,780	—	4,15,828	1,11,384	1,66,696	2,55,047	18,27,

* Including new projects sanctioned since the issue of last programme. † Column 6,—Since December 26 this supply of works has been increased by additions to the district programme.

Columns 11 and 12.—The following advances were made in connection with the present scarcity in October.

	Cawnpore.	Bánda.	Hamírpur.	Allahabad.	Jhánsi.	Jalaun.	Janupur.	Lucknow.	Unao.	Rae Bareli.	Sitapur.	Hardoi.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Under the Lands Improvement Loans Act	1,749	Nil.	7,896	3,037	6,000	7,835	7,500	19,354	2,349	58,730	46,785	59,930
Under the Agriculturists' Loans Act	14,408	34,000	2,247	24,807	145	36,000	500	78,182	2,130	53,185	20,180	33,210

North-Western Provinces and Oudh.

Monthly (Extra-Code) Famine Statement C. for the four weeks ending Saturday evening, December 26, 1896.

DISTRICT.	Test Relief Works under Civil Officers.				Test Relief Works under Public Works Department.				Poor-house Relief.				Other Gratuitous Relief.			Remarks.
	Number open during Period under Report.	Number of Labourers on last day of Period under Report.	Expenditure during Period.	Expenditure from outset to date.	Number open during Period under Report.	Number of Labourers on last day of Period under Report.	Expenditure during Period.	Expenditure from outset to Date.	Number of Poor-houses open during Period under Report.	Number of Inmates on last day of Period under Report.	Expenditure during Period.	Expenditure from outset to Date.	Number in receipt of Gratuitous Relief on last day of Period under Report.	Expenditure during Period.	Expenditure from outset to Date.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
			Rs.	Rs.			Rs.	Rs.			Rs.	Rs.		Rs.	Rs.	
Dehra Dún	2	291	902	3,634	–	–	–	–	–	–	–	–	–	–	–	
TOTAL, Meerut Division	2	291	902	3,634	–	–	–	–	–	–	–	–	–	–	–	
Muttra	–	–	–	2,123	1	3,948	3,682	3,682	–	–	–	–	–	–	–	* Two test works closed on 11th and 18th December respectively.
Agra	17	573	1,393	6,477	3	3,938	863	926	2	226	650	1,527	2,870	4,226	4,274	
Farukhabad	2	918	368	1,140	–	–	–	–	2	701	1,000	2,719	–	–	–	
Mainpuri	–	–	–	–	1	103	84	84	1	100	431	911	–	–	–	
Etáwah	–	–	–	–	3	3,502	3,516	3,676	1	61	154	344	1,624	938	938	
Etah	*3	134	275	1,185	–	–	–	–	1	88	196	417	708	441	441	
TOTAL, Agra Division	22	1,625	2,036	10,925	8	11,491	8,145	8,368	7	1,176	2,431	5,918	5,202	5,605	5,653	
Bareilly	–	–	–	–	1	542	976	1,906	1	122	528	2,477	166	250	250	
Bijnor	–	–	–	–	1	214	62	62	4	445	644	1,428	–	–	–	
Budaun	3	662	1,226	4,315	–	–	–	–	1	85	160	341	–	–	–	

Moradabad	1	120	210	230	–	–	–	–	2	97	179	575	4	¼	¼	
Sháhjahánpur	4	967	1,325	5,812	–	–	–	–	3	721	1,538	9,025	793	399	399	
Pilibhít	–	–	–	–	–	–	–	–	3	395	1,081	2,801	245	14	14	
TOTAL, Rohilkhand Division	8	1,749	2,761	10,357	2	756	1,038	1,968	14	1,865	4,130	16,647	1,208	663¼	663¼	
Fatehpur	8	107	166	956	–	–	–	–	1	723	1,569	1,858	93	27	27	
TOTAL, Allahabad Division	8	107	166	956	–	–	–	–	1	723	1,569	1,858	93	27	27	
Benares	–	–	–	–	4	73	12	260	3	430	1,823	1,823	145	164	164	
Mirzapur	4	‡109	‡39	‡39	–	–	–	–	†1	776	–	–	–	–	–	† Maintained from private subscriptions.
TOTAL, Benares Division	4	109	39	39	4	73	12	260	4	1,206	1,823	1,823	145	164	164	
Gorakhpur	2	1,610	1,344	1,344	–	–	–	–	5	2,720	5,439	6,289	–	–	–	
Basti	4	225	544	620	–	–	–	–	4	700	2,490	4,376	–	–	–	
Azamgarh	4	781	834	1,166	1	201	439	439	4	972	2,980	4,770	9	3	3	
TOTAL, Gorakhpur Division	10	2,616	2,722	3,130	1	201	439	439	13	4,392	10,909	15,435	9	3	3	
Kheri	2	231	154	154	–	–	–	–	§2	19	–	–	–	–	–	§ Both maintained from private subscriptions.
TOTAL, Lucknow Division	2	231	154	154	–	–	–	–	2	19	–	–	–	–	–	
Fyzabad	1	1,042	581	753	3	404	1,200	1,200	3	834	929	929	605	499	499	
Gonda	–	–	–	–	2	1,073	1,278	1,278	3	1,280	2,336	4,460	–	–	–	
Sultánpur	2	909	895	3,016	2	205	48	48	4	628	1,133	2,303	388	494	494	
Partábgarh	2	1,565	2,094	2,321	3	478	280	500	3	220	382	1,288	–	–	–	
Bara Banki	15	8,289	10,881	14,196	2	609	130	130	5	508	943	1,430	–	605	605	
TOTAL, Fyzabad Division	20	11,805	14,451	20,286	12	2,769	2,936	3,156	18	3,465	5,723	10,410	993	1,598	1,598	
TOTAL, NORTH-WESTERN PROVINCES AND OUDH	76	18,533	23,231	49,481	27	15,290	12,570	14,191	59	12,846	26,585	52,091	7,650	8,060¼	8,108¼	

‡ The figures in columns 3, 4, and 5 against Mirzapur relate to only one of the four test works shown in column 2. Figures for the remaining three works have not been submitted.

SEPARATE MORTALITY STATEMENT.

District.	Monthly Death Rate.	
	For November 1896.	For the corresponding period of the previous Year.
Cawnpore - - - - - -	2·37	2·31
Bánda - - - - - - -	4·12	4·31
Hamírpur - - - - - -	6·13	2·81
Jhánsi - - - - - - -	5·86	3·47
Lucknow - - - - - -	2·26	2·44
Rae Bareli - - - - - -	2·37	2·29
Sitapur - - - - - -	2·64	3·74
Hardoi - - - - - -	2·76	3·22

Note on the Condition of Prisoners, Inmates of Poorhouses, and people employed on Relief Works in the North-Western Provinces and Oudh.

SINCE November 30, 1896, I have visited 16 districts and have inspected 17 jails and 21 poorhouses and relief works.

2. In my inspection of jails I have paid especial attention to the condition of recently admitted prisoners, and, with comparatively few exceptions, they were in a healthy state. They had evidently not allowed themselves to suffer much before applying for jail relief.

3. In the poorhouses the inmates were largely of the beggar class and suffering more from disease than from want of food. The arrangements for the shelter and feeding of these people, as a rule, left nothing to be desired.

4. On relief works I saw very few people in at all a reduced condition. At Orai, in the Jalaun district, I noted that, although those at work "could not be considered high class labourers, they were with few exceptions fairly well nourished and capable of a fair day's work," while the food supplies with one exception were of good quality. At the Ikdil-Kálpi Road relief work, in the Etáwah district, employing 5,100 people, they appeared to be generally in good condition and capable of a fair day's work. I saw no one who appeared to have suffered from want of food. At the Karchana Road relief work, in the Allahabad district, which I visited four days ago, the people, though somewhat underfed in appearance, were, as a rule, healthy and capable of a fair day's work. The daily wage was, in my opinion, sufficient.

5. What impressed me especially when visiting the various relief works was that in no case had the starting of these works been deferred too long, so that when the people came to them they were quite capable of doing good work. The food arrangements were excellent, and the only difficulty at first appeared to be the providing of sufficient shelter for such large bodies of people; but this difficulty was being surmounted.

W. P. WARBURTON, M.D., Surgeon Colonel,
Inspector General of Civil Hospitals,
North-West Provinces and Oudh.

BENGAL.

CALCUTTA, 10th December, 1896.

RESOLUTION—No. 5133.

READ—

(1.) Notes made on his tour in Bihar by the Honourable Mr. Finucane, Revenue Secretary to this Government, between November 23rd and December 5th, 1896.

(2.) Notes of the Proceedings of a Conference held at Muzaffarpur on December 4th and 5th, 1896.

(3.) Letters from the Commissioner of Patna, No. 625-G., dated November 19th, and No. 669-G., dated December 7th, 1896.

Read again—

Notes of Proceedings of a Conference held at Sonepur on November 20th, 1896.

Report of the Commissioner of Patna, No. 609-G., dated November 11th, 1896, drawn up in accordance with Section 9 of the Famine Code.

At the Conference held at Sonepur on November 20th, Sir Alexander Mackenzie, in summarising the results of the discussion that had taken place on impending scarcity in the Patna Division, said that as the Commissioner and local officers were of opinion that it would be undesirable for the Lieutenant-Governor personally to visit the affected areas at that time, he would refrain from doing so, but would leave behind him the Honourable Mr. Finucane, the Revenue Secretary to this Government, who would visit the various districts with Mr. Bourdillon, the Commissioner, and that both of them would discuss with district officers the relief works necessary, the area and organisation of relief circles, the tasks of work to be demanded, the rates of wages to be given, and various other details of famine-relief administration. The Commissioner was, unfortunately, owing to temporary ill-health, unable at that time to go on tour; but Mr. Finucane, accompanied by the district officers, moved rapidly over the tracts in which the failure of the winter rice crop is greatest, and distress imminent and likely to be severe. He laid the results of his observations before a Conference held at Muzaffarpur on the 4th and 5th December, at which there were present Mr. Bourdillon, the Commissioner, Messrs. Hare, Macpherson and Carlyle, Collectors of Muzaffarpur, Champaran and Darbhanga, Mr. Stevenson-Moore, Settlement Officer, Mr. Russell, Sub-divisional Officer of Sitamarhi, the Honourable Mr. Glass, C.I.E., Chief Engineer and Secretary to this Government in the Public Works Department, Mr. Mills, Inspector of Local Works, and Mr. Sealy, District Engineer of Champaran.

2. The Lieutenant-Governor considers that Mr. Finucane's tour has been most useful, and is much indebted to him for the care and thoroughness with which he has gone into the questions that came before him. The results of the deliberations of the Conference are summarised in their recommendations annexed to this Resolution, on which the Lieutenant-Governor now desires to record the following observations and orders:—

Area affected in the Patna Division.

It appears that the rice crop is very seriously short, and in some tracts almost a total failure, throughout the non-irrigated parts of the rice-growing areas of Darbhanga, Muzaffarpur and Champaran.

The following statement shows the areas estimated by the district officers to be more or less severely affected in these districts. In some of the areas shown in the statement distress is already beginning to be felt, and in the rest it will certainly be felt more or less generally a little later on. In the former areas it is proposed to form relief charges at once, and in the later as necessity arises. The following table also shows the number

of relief charges and circles which it is proposed to create, and the number of relief charges proposed to be created at once and later on :—

District.	Area likely to be ultimately affected.	Population of the affected Area.	Number of Superintendents' Charges.		Number of Circles.	
			Ultimately to be Formed.	Now to be Formed.	Ultimately to be Formed.	Now to be Formed.
1.	2.	3.	4.	5.	6.	7.
	Sq. miles.					
Champaran - - - -	2,589	1,469,308	11	4	55	9
Muzaffarpur - - - -	1,851	1,660,000	12	6	85	33
Darbhanga - - - -	2,044	1,720,000	8	5	57	24
Total - - -	6,484	4,849,308	31	15	197	66

Establishment proposed for administration of Famine Relief.

It is proposed to appoint a superintendent of relief of the rank of a gazetted officer to each charge, having an area of 200 to 300 square miles, and a population of about 250,000 persons, with a staff of circle officers or inspectors, and clerical and other establishment as noted below.* The number of circle officers in a superintendent's charge is to be so regulated that each circle officer will have an area of about 30 to 40 square miles, with a population of about 25,000 to 30,000 persons. The proposed establishment is large, especially in Muzaffarpur, where the number of charges proposed by the Collector may probably be reduced, but the Lieutenant-Governor sanctions the scheme so far as present requirements are concerned, for his Honour is clearly of opinion that a strong and efficient establishment is necessary at the early stages of a famine, in order to make sure that relief works are properly organised and undertaken, as soon as they are required, in strict accordance with the provisions of the Famine Code, that lists of deserving objects of gratuitous relief are drawn up after house-to-house visitation and enquiry, as contemplated by Sections 31 (*a*) and 41 to 43 of the Code, and that respectable women and others who are unable to labour and are ashamed to beg, and have nobody to maintain them, are not allowed to die in their homes for want of food.

3. In all the areas for which it is now proposed to organise relief charges, rice is the predominating, and in some of them almost the only crop grown, and serious failure of that crop must necessarily mean severe and protracted distress. It is to be remembered that while in rabi-growing tracts a good rabi crop will replenish the food supply in April, in rice-growing areas, on the other hand, food supplies will not be replenished till the next bhadoi harvest in August and September, and in these latter tracts credit is contracted and alarm felt sooner, while distress lasts longer than where hopes of early relief may be entertained from rabi crops.

4. The Conference for these reasons recommends that relief charges should be organised immediately in areas where the failure of the winter rice is greatest and distress is beginning to be already felt, and that afterwards, as the necessity for them shows itself, relief charges be created in the remaining tracts in which the failure of crops has not been actually so great.

The Lieutenant Governor accepts the recommendation of the Conference on this point.

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* Clerical and other staff for each Superintendent—

	Rs.
A clerk on - - - - - -	30
A muharrir on - - - - -	20
One orderly on - - - - -	6
	56

For each Circle Officer or Inspector—

	Rs.
One muharrir on - - - -	12 to 20
One peon - - - - -	6

Petty establishment to be selected from applicants for relief.

The comparatively slight expense that will be entailed by the early appointment of an adequate relief staff where distress is likely to be acute will be recouped many fold later on, not only in saving life, and guarding the classes dependent in ordinary times on private charity and others, from getting into a state of weakness and emaciation, but also in preventing the waste of money and confusion that may arise if large bodies of people were suddenly to rush on to relief works before the staff necessary to classify them, and to exact the tasks, and to distribute the maximum and minimum wage prescribed by the Code, is prepared to receive them.

5. It is proposed to appoint 15 superintendents of relief and 66 circle officers at once. Of the superintendent's charges, five can be filled up from the existing staff of Government officers in the Division, and every effort will be made by the Appointment Department to fill up at once some of the other charges by Assistant Superintendents of Police of some standing from other parts of Bengal.

The Conference recommend that the remaining charges should be manned by indigo-planters (if their services can be obtained) with local knowledge and experience of the country and people, on salaries of Rs. 200 to Rs. 300 per month, with horse allowance of Rs. 100, and that superintendents of relief who are Government servants be allowed, in addition to their ordinary pay, a horse allowance of Rs. 100 per month.

Having regard to the facts, that a great strain is already placed on the administration of these Provinces by the employment of a large number of officers on settlement and survey work, that distress more or less severe is apprehended in nearly all districts, that it is consequently impossible to weaken the normal staff in districts outside Bihar, that it is improbable that other Provinces will be able to lend any of their officers, and looking especially to the advantages secured by the employment on famine duty of gentlemen of active habits, local knowledge and experience, the Lieutenant Governor is anxious, if the Government of India have no objection, to secure the services, for famine relief, of as many suitable indigo-planters as can be procured and may be required. Young assistants of a few years standing with an adequate knowledge of the language would be the kind of agency to be sought for.

It is, however, to be clearly understood that non-official gentlemen who may be employed as Superintendents of relief charges, in the way proposed by the Conference, are for the period of such employment to be regarded as Government servants, that they are to be exclusively engaged on famine duty, that they are to be liable to be employed in any part of Bihar at the discretion of the authorities, and that they are to be subject to the same discipline and control as Government servants.

6. The Indigo Planters' Association have offered to give the services of its members in their respective neighbourhoods, as circle officers, under the Superintendents and free of charge. The Lieutenant Governor thankfully accepts the offer, but here again it is necessary that is should be clearly understood that these gentlemen should perform the famine duties which they voluntarily undertake, under the same rules and conditions as to submission of returns and accounts and supervision of relief works and distribution of gratuitous relief, as other circle officers who are paid by Government. A small clerical establishment may be allowed them for the compilation of returns and accounts if found to be necessary.

Suitable candidates to fill up the remaining number of circle officers, who are to be paid, can, the Commissioner reports, be obtained locally on a pay of Rs. 50 with Rs. 25 horse allowance. The Commissioner is hereby authorised to entertain these officers as they may be found to be required.

7. It is believed that the arrangements, as regards establishment, now authorised, will be amply sufficient to meet present requirements. By the time when it becomes necessary to extend the organisation of relief charges and circles, it is probable that a large number of officers will be set free, say, by the end of February, from survey and settlement work, and will thus become available for employment on famine relief, so that it will not, it is hoped, at any time become necessary to draw very largely on the regular staff of other districts, which is already as small as it can safely be.

Provision of tents, treasure-chests, &c.

8. In paragraph 11 of the memorandum* of the proceedings of the Conference, it is recommended that each superintendent of relief should be furnished with a tent for himself and a *pal* for his servants, and each circle officer with a *pal*. The Military Department will be asked if they can lend the requisite number of tents and *pals* on

* Not reprinted.

indent from the Commissioner; if not, the Lieutenant Governor will sanction their purchase.

9. His Honour sanctions the purchase of treasure-chests as proposed in paragraph 12 of the memorandum—one for each Superintendent, to hold Rs. 10,000, and two for each Circle Officer, one of iron to hold Rs. 500 in silver, and another of wood to hold the same amount in copper.

Accounts.

10. The Lieutenant Governor also accepts the proposals contained in paragraph 13 of the memorandum, namely, that sums available for expenditure on relief works by District Boards should, with the consent of the Boards, be placed to the credit of the Collector. It is certain that the District Board funds will have to be largely supplemented by Government, and it is obviously desirable that there should be uniformity from the outset, in the method of keeping famine accounts, and that the delays attendant on the cumbrous procedure of estimates and sanction by the Boards at meetings which it may not be possible to convene in due time, should be avoided. The Boards should, however, be consulted and their wishes met, so far as possible, in the allocation of their funds to the particular works on which they may desire to expend them. The transfer will only be made for the purpose of facilitating the keeping of accounts in a proper and uniform manner.

11. Sir Alexander Mackenzie agrees (paragraph 14 of the memorandum) that for all major works carried out under the Public Works Department agency, accounts should be kept under the Public Works departmental system, and that for all other accounts the Collector is to be responsible. He is also of opinion that in order to avoid keeping Sub-divisional Officers tied down to their offices, and to enable them to move about freely and supervise all relief work in their respective sub-divisions, they should be merely disbursing officers, and not officers of account.

The Accountant General will be asked to depute an officer to Bihar to confer with the Commissioner and Collectors, and to arrange the details of the account system on the lines indicated.

Contributions for well-Sinking (paragraph 16 of the Memorandum).

12. It is proposed, in order to encourage the extension of the sowing of rabi crops, and especially of food rabi crops, such as barley, potatoes, chena and khesari, for the sowing of which it is not yet too late, and to secure the rabi that has been sown against possible failure from want of rain, that a contribution of one rupee should be given by Government for each kutcha well sunk after the date of notice, up to a limit of two lakhs of rupees over the whole Division. The cost of these wells is only about Rs. 2-8 each. Every well sunk now, in suitable land, will not only add largely to the food-supply of the country in March and April, but will also save Government later on from expenditure on wages of cultivators on relief works, who by securing and extending their rabi crops will *pro tanto* be enabled to keep longer away from relief works. The Lieutenant Governor therefore sanctions the proposal, and hopes that vigorous steps will be taken to give effect to it. The expenditure incurred in this way may be charged to famine relief. It is said that in some tracts the raiyats are unwilling to irrigate their lands from wells or to sow rabi crops where they have not hitherto been accustomed to do so. The Lieutenant Governor believes that the apathy of the raiyats and their unwillingness to help themselves in this way are exaggerated; and that if prompt steps are taken to give effect to the orders regarding well-digging already passed, and now repeated and emphasized, much good can still be done in this direction.

It may, no doubt, be a fact that in certain parts of Bihar the conditions of the soil, sub-soil and water are such that well-irrigation may prove injurious, and that as regards such parts caution is necessary. Samples of the soils and water referred to have been sent to Dr. Leather, Agricultural Chemist to the Government of India, whose opinion will be communicated to the local officers on the earliest possible date.

Advances for purchase of grain imported from beyond the seas (paragraph 17 of the Memorandum).

13. It was brought to the notice of the Conference that many gentlemen of position, local knowledge and experience in Bihar, are of opinion that stocks, especially in the more inaccessible places, are likely to become depleted before private trade could supply

the local deficit, and it was suggested for consideration whether, without in any way interfering with private trade, Government might unobjectionably advance money, at moderate interest, for the purchase of grain imported from Burma or elsewhere, which might be sold or distributed locally without any interference on the part of Government. The Commissioner recommends that the suggestion be accepted "as the last bulwark against depletion of stocks in out-of-the-way places," on the condition that grain for which loans are made is in the first instance imported from beyond the seas, and purchased in Calcutta or other distant markets, and that full and adequate security is forthcoming for the repayment of the loans. The Commissioner is also of opinion that such advances should only be made to well-known men who may be trusted not to compete with local bunniahs. In 1873–74 Government sanctioned arrangements whereby, in places likely to be in want, and in which there were not thought to be traders to import food, advances might be made—

(*a*) To zamindars, planters, or others, on the condition that they would import grain from a distance and sell it, as near as possible, at cost price, all expenses included;

(*b*) To traders and others of safe and responsible character, at a moderate interest of 6 per cent., who were to import grain from a distance without any conditions as to the rate or manner of selling it.

Proposals such as were sanctioned under head (*a*) in 1873–74 clearly involve interference with private trade, and cannot now be entertained; but there appears to the Lieutenant Governor to be no strong objection to advances of money by Government at reasonable interest (say 6 per cent.), and on adequate security, for purchase in Calcutta of grain, imported or to be imported from beyond seas, and sale or distribution of it in remote areas, provided the persons to whom such loans are given are allowed to sell or otherwise dispose of it at their discretion, and at their own risk. The only conditions which it would be necessary to stipulate for would be (1) that supplies are drawn from districts beyond those in which scarcity extends or is apprehended (in the present instance all India), and (2) for occasional inspection of grain invoices (chalans), in order to verify that the persons to whom advances are made do really import grain into the inaccessible tracts, and that it was obtained originally outside Bengal or other provinces threatened with scarcity. No maximum or minimum limit need be put on the amounts of such loans, nor need any distinction be made as to the class of persons to whom such loans may be made, as long as they can give security for repayment with interest at any time up to the end of 1897 that Government may demand repayment. If the conditions of the loan should be violated the amounts advanced might be realised at once, but otherwise they would not be recovered before the end of 1897.

The question appears to be more one of finance than of interference with trade. It will be submitted for the orders of the Government of India, but meanwhile if, pending receipt of the orders of the Supreme Government, the Commissioner or district officers receive any definite applications for loans for the purpose indicated, they should submit them for the orders of Government.

Charitable Relief Committees (*paragraph* 18 *of the Memorandum*).

14. The question of the creation and functions of charitable relief committees is under the consideration of the Government of India. The trustees of the Bengal Distress Relief Fund have been requested to place at the disposal of the Accountant General the funds on their hands, for distribution among Commissioners and Collectors to meet the immediate wants of those who are in need of gratuitous relief.

Relief Works (*paragraphs* 19 *to* 27 *of the Memorandum*).

15. Sir Alexander Mackenzie approves the suggestion that the Honourable Mr. Glass, who has had large experience of famine relief works, should draw up scales of work to be done by individuals and gangs for various classes of soils and varying conditions of lead and lift, and his Honour desires that the scales thus drawn up should be generally adhered to by local officers. The task of work to be demanded being fixed, collectors can, under the Commissioner's control, determine the daily wage to be given under the provisions of the Famine Code.

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* Page 50 of Correspondence on Famine in Bengal and Bihar of 1873, Vol. I.

The Lieutenant Governor agrees that the major works mentioned in paragraph 20 of the Memorandum should be placed directly under the officers of the Public Works Department, and be administered by an entirely separate staff. They should not, however, be carried out on piecework by contractors, but as relief works under the rules prescribed in Sections 89 to 96 of the Famine Code. Ordinarily only able-bodied labourers should be employed (Section 89) on them, but the wages of the labourers who are employed should be regulated by the provisions of Chapter VII., Sections 101 to 106 of the Code, as regards the maximum and minimum wage. Section 52 (4) of the Code prohibits the carrying out of any famine relief work by contract.

16. An officer of the Irrigation Department has been directed to proceed to Bihar at once, as suggested by the Conference (paragraph 20). He should first examine the possibility of the irrigation schemes already suggested in North Madhubani, and afterwards of the other schemes proposed in North Bettiah and Muzaffarpur. Another officer of experience is also being deputed to examine the country generally with a view to the elaboration of other schemes.

17. The Lieutenant Governor approves the proposals of the Conference for expediting the taking up land for the proposed railway lines,* to the survey of which the sanction of the Government of India has already been received.

18. The proposals made in paragraph 24 of the Memorandum regarding the establishment required for supervision of relief works is approved, but his Honour thinks that one, or at the outside two, civil hospital assistants ought at first to be sufficient for each superintendent's charge. Many of the labourers on relief works will return daily to their homes, but where large numbers are congregated in one work and do not return daily to their houses, one civil hospital assistant and sanitary arrangements may be required for each camp with 3,000 persons at work; for small works a visiting hospital assistant and one central hospital in each charge ought to suffice. The Inspector General of Civil Hospitals, in communication with the Commissioner, will be requested to make the necessary arrangements for giving effect to these orders.

The arrangements indicated in paragraph 26 of the Memorandum as to supply of baskets, kodalis, medical stores, including permanganate of potash and chloride of lime, &c., are approved.

Advances for Tanks and other Village Improvements (paragraph 27).

19. The Conference suggest that advances should be given by Government, free of interest, in the distressed areas to zamindars, middlemen, substantial raiyats, and traders, for excavation in their own villages of tanks and execution of other pety works.

The Lieutenant Governor considers that it would be desirable to give advances freely for such works, provided that care is taken that the works for which they are given are really executed, and that the money advanced is not spent on purposes other than those for which it is advanced, and that the works are really improvements which are likely to add to the supply of water for drinking or irrigation purposes. This object might be attained by making such advances in instalments, the later instalments not being paid till the Government officers are satisfied that the sums previously advanced have been properly spent.

It is probable that a saving to the State would be ultimately effected by making such advances to persons who, from religious or charitable motives, or in order to perpetuate their names, are now willing to excavate tanks, but have not the necessary funds available. Even if the whole of the amounts so advanced are not ultimately recovered, what may be realised will be so much saved, for in any case the tanks, if not made by such persons, would probably have to be made as relief works at the expense of the State. Before advancing Government money for tanks, care should be taken that the sites of tanks proposed are selected and approved by the officers of Government with due regard to levels, so that it may be possible to connect them with rivers by *pynes* or channels, and thus to have them flushed with water when it is required, and so made permanently useful for purposes of irrigation and consequent prevention or mitigation of future scarcities from drought. This is an object which should be carefully borne in mind in connection with all relief works of this class in North Bihar.

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* Nos. 2 and 8, Barragnia-Bagaha and Sakri-Joynagar.

The rules for making advances under the Famine Code (Section 200) do not, however, permit of advances or loans being given without interest. The Government of India will be asked whether they are willing to relax, during the present and following year, the rules under the Land Improvement and Agricultural Loans Acts, in areas affected by scarcity.

20. In connection with this subject the attention of all officers is invited to Section 77 of the Tenancy Act, which empowers raiyats at fixed rates and occupancy raiyats to make improvements [in which term are included tanks and wells, water channels for irrigation, and storage and supply or distribution of water for the purposes of agriculture, or for the use of men and cattle employed on agriculture] without the consent of the landlord, where the landlord is unwilling to execute them himself. Instances have come to the notice of Government in which raiyats were desirous to execute such works, but were prevented from doing so because the landlords refused consent, though unwilling themselves to make them. If the provisions of the law in this respect are made widely known, it is possible that many works will be voluntarily undertaken by private persons which would otherwise have to be done at the expense of Government.

21. As to the question whether the people should be drafted off at the early stages to the major works, as suggested in paragraph 27 of the Memorandum, a reference will be made to the Government of India.

Sir Alexander Mackenzie is himself disposed to think that when villagers take advances for relief works to be executed in their villages, at their own expense, they may be left to decide for themselves whether they will carry them out at the early or later stages, as they think fit, but that in case of works executed at the public expense the people should at the earlier stages be provided with work near their homes; and that as soon as they have become accustomed to the system of work and payment, and have acquired confidence in the officers under whom they are employed, the able-bodied may be drafted off to the major works in the manner prescribed in Sections 72 to 75 of the Code.

22. The Lieutenant Governor notices with pleasure that in the areas over which Mr. Finucane travelled, with one or two exceptions, no complaints were made by the raiyats of their being pressed by their landlords for payment of rent, but, on the contrary, that it was admitted by the raiyats that no attempts were being made to realise from them now rents which they are manifestly unable to pay.

23. In conclusion, Sir Alexander Mackenzie trusts that the arrangements now sanctioned will be sufficient and suitable for effecting what is the paramount aim of famine relief, namely, the saving of human life, while they will at the same time, it is hoped, be adequate to guard against unnecessary waste of public money; and his Honour has every confidence in the ability and determination of the Commissioner, the district officers and their subordinates, with the willingly-promised aid and co-operation of the non-official community, European and Native, to attain these most important objects.

24. The Memorandum of the proceedings of the Conference, with the Revenue Secretary's diary, are published with this Resolution for general information.

By order of the Lieutenant Governor of Bengal,

E. M. KONSTAM,
For Secretary to the Government of Bengal.

DIARY No. 4154.

No. 5183, Agri. Dated December 12, 1896.

From the SECRETARY TO THE GOVERNMENT OF BENGAL to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

IN continuation of my letter, No. 5134, Agri., dated the 10th December 1896, relating to the apprehended scarcity in the Patna Division, I am directed to solicit the orders of the Government of India on the following points dealt with in the Resolution of this Government, No. 5133, dated the 10th December 1896, which was submitted with my letter above quoted.

2. As will be seen from paragraph 2 of the Resolution, the total area likely to be affected in the three districts of Champaran, Muzaffarpur, and Darbhanga, is estimated to be 6,484 square miles. It is proposed to divide this area into superintendents' charges of 200 to 300 square miles, each charge being sub-divided into circles of about 30 to 40 square miles. The total number of superintendents' charges ultimately to be formed, is 31, and it is proposed to appoint to each a superintendent of the rank of a gazetted officer. Of this number 15 superintendents are required at once. Five of these appointments can be filled up from the existing staff of Government officers in the division, and as many more as possible will be filled up by transferring suitable officers of the Police Department from other parts of Bengal. The Muzaffarpur Conference recommended that the remaining charges should be manned by indigo planters (if their services can be obtained) with local knowledge and experience of the country and the people on salaries of 200 rupees to 300 rupees a month, with a horse allowance of 100 rupees. For the reasons stated in paragraph 5 of the Resolution, the Lieutenant-Governor is disposed to accept this recommendation, and I am to request that this Government may be authorised to appoint temporarily as many suitable indigo planters, to be superintendents of relief, as may be required on the salary and allowance above-mentioned.

3. I am also to solicit the sanction of the Government of India to the payment of a horse allowance of 100 rupees a month, in addition to their ordinary pay, to such Government officers as may be appointed superintendents of relief, it being understood that they will be entitled to no travelling allowance within their respective charges, and that they keep as many horses as may be thought necessary.

4. In paragraph 13 of the Resolution submitted to the Government of India, it is pointed out that many gentlemen of position and local knowledge in Behar consider that stocks, especially in the less accessible places, are likely to be depleted before private trade can supply the local deficit; and the Lieutenant-Governor desires me to submit, for the favourable consideration of the Government of India, the suggestion of the Conference that advances of money might be made by Government at a reasonable rate of interest (say 6 per cent.) for the purchase in Calcutta of grain from over seas, and for the distribution of this grain in remote areas, it being understood that the persons to whom these loans are made will be allowed to dispose of the grain at their own risk and at their own discretion. It would be necessary to stipulate that the supplies be drawn from other countries than India, and that Government officers should be allowed to satisfy themselves by the occasional inspection of invoices that grain is really being imported into the inaccessible tracts. The Lieutenant-Governor is disposed to think that to make advances on these conditions would not constitute an interference with private trade, and would not be inconsistent with the principles approved by the Famine Commissioners in paragraph 159 of their report. One or more of the persons to whom such advances may be made in inaccessible tracts, might be constituted contractors for the supply of grain on relief works, &c., under Section 35 of the Code, and I am directed to request that the Government of India may be moved to sanction this proposal.

5. The Conference which met at Muzaffarpur suggested that advances should be given by Government free of interest in the distressed areas to zemindars and others for excavation of tanks and wells, and for the execution of other petty works in their own villages. The Lieutenant-Governor accepts this suggestion (paragraph 19 of the Resolution) on the understanding that care must be taken that the works for which the advances are given are really executed, and that the money advanced is not spent on purposes other than those for which it is advanced, and that the works are really required for, and suitable as, relief works, especially such as those by which the supply of water

for drinking and irrigation purposes will be increased. I am to explain that the works for which these advances are proposed to be given will ordinarily be tanks, village reservoirs for storage of water, and irrigation channels (pynes), and that they must be approved by the officers of Government before they are undertaken. The labourers to be employed upon them will receive not more than the maximum and not less than the minimum wage, calculated according to the principles laid down in the Famine Code.

6. The Lieutenant-Governor is unable to authorise the grant of these advances free of interest without the sanction of the Government of India. These advances will ordinarily be made under the Agriculturists' Loans Act (XII. of 1884). Rules under that Act have been framed by the Government of Bengal, with the previous sanction of the Governor General in Council; a copy of which is enclosed for ready reference.* These rules already give power to the Local Government to sanction loans at reduced rates of interest, or without interest; but the Lieutenant-Governor now requests the sanction of the Government of India to a general relaxation of the rule regarding interest. In the famine of 1873–74, Rule 35 of the rules then in force under the Land Improvement Act of that time (XXVI. of 1871) was relaxed under the authority given by paragraph 17 of the Resolution recorded by his Excellency the Governor General in Council on the 7th November 1873, by a notification, dated the 20th November 1873, of which a copy is annexed, in so far that no interest was charged on advances of less than 500 rupees till after the expiration of one year. The Lieutenant-Governor apprehends that the remission of interest for one year only would not be sufficient inducement to the parties to take such loans, and therefore proposes to go further and altogether to forego interest on these loans; but does not desire to relax generally the other conditions which now govern the grant of advances, such as the condition of repayment by instalments in five years. The Lieutenant-Governor would, however, in order to avoid unnecessary delays, give to the Board of Revenue discretion to relax these conditions in particular cases in which it may be found desirable to do so.

7. I am to add that 5,50,000 rupees have during the present year been placed at the disposal of the Board for advances under the Land Improvement and Agriculturists' Loans Acts, and that of this sum 4,95,917 rupees have already been allotted to districts, 2,96.617 rupees to those of the Patna Division, most of which has already been exhausted, and 54,083 rupees is all that remains to be allotted. The Government of India will shortly be moved by this Government in the Financial Department to provide the additional funds, the amount of which will be specified, necessary for the grant of loans on the principles described in the preceding paragraphs.

8. I am also to invite attention of Government of India to paragraph 21 of the Resolution regarding the desirability of drafting off labourers to the larger works at the earlier stages, and to solicit that this Government may be favoured with the views of the Government of India on the subject.

9. Finally, I am to request that the Lieutenant-Governor may be favoured with the very early orders of the Government of India on the points raised in this letter.

No. 8 F. 45—14. Dated Calcutta, December 22, 1896.

From DENZIL IBBETSON, Esq., C.S.I., C.S., Secretary to the Government of India, to the SECRETARY TO THE GOVERNMENT OF BENGAL, Department of Revenue and Agriculture. Famine.

Sir,

I am directed to acknowledge the receipt of your letter No. 5183, dated 12th December 1896, in which you forward, for the sanction of the Government of India, certain proposals connected with the relief of distress in the Patna Division.

2. In reply I am to say that the Government of India approve of the proposals in paragraph 2 of that letter regarding the employment and remuneration of non-officials as superintendents of famine charges, on the understanding that the strength of existing establishments is fully utilised before persons outside them are appointed. All such

* Rule 13 of the Rules under the Agriculturists' Loans Act.

appointments should be reported for the information of the Government of India. The proposals in your paragraph 3 with respect to the grant of horse allowance to officials who may be appointed superintendents of relief are also approved.

3. With regard to the advances for excavation of village tanks and other similar objects which it is proposed in paragraphs 5 and 6 of your letter to make under the Agricultural Loans Act (XII. of 1884) free of interest to zamindars and others in the distressed area, on condition that the labourers employed upon them will receive neither more than the maximum nor less than the minimum wage prescribed by the Famine Code, I am in the first instance to point out that they cannot apparently be legally made under the Act in question, since that Act excludes (section 4) all the purposes specified in the Lands Improvements Loans Act (Act XIX. of 1883), under section 4 (2) (*a*) of which the proposed works would appear to fall.

4. I am further to explain that at the present juncture money cannot be spared for advances for land improvement in the ordinary way unless it is applied to the purpose of famine relief and expended on the principles you state, on wages to people who would otherwise drift to relief works.

It is understood that this is the intention of His Honour the Lieutenant Governor, and that he will take such measures as he deems sufficient to satisfy himself that this condition is fulfilled. The whole of the money should in the first instance be brought to account as famine relief expenditure, and in no other way; though with reference to the question of recovery, which will be discussed presently, the recoverable portion of it, when ascertained, may afterwards be adjusted upon the accounts as "Advances recoverable." Any such adjustment in the way of bringing the recoverable portion under a head other than of famine relief is, however, a matter of account which can be settled later on. The object of Government in making the advances is, in the first place, famine relief, and not land improvement, and outlay should therefore be dealt with for the present as famine relief expenditure.

5. The question of recovery is a difficult one. As just remarked, the money in question is to be spent primarily for the purpose of famine relief; and the liability of the public purse for the provision of such relief has repeatedly been affirmed by Government. The Governor General in Council doubts whether we either could or should propose to a landowner that he should bear the whole cost of such relief on the ground that the work to be done will result in improvement or advantage to his estate; and the more so, because it is notorious that work done (as it is essential that this work should be done) under relief conditions is more costly than it would be if done at ordinary market rates. His Excellency in Council thinks that this excess cost at least must be borne by the State, and that the liability of the zamindar to recoup Government, whether wholly or according to a stipulated proportion, must be measured, not by the cost of the relief given, but by the real value of the work done.

6. In most cases it will probably be easy to settle roughly at the time of the advance the portion of the loan which the landowner may fairly be called on to repay, three-quarters, two-thirds, or one-half, according to the nature of the local conditions. The procedure necessary to secure the recovery of this portion by summary process it will be for His Honour the Lieutenant Governor to consider. There is, first of all, the plan of giving the entire advance under the Improvements Loans Act with a proviso that, if the work is carried out on the conditions imposed, a remission will be made of one-fourth, one-third, or one-half, as the case may be. There is the alternative of giving under the Act only so much as it is decided to recover, but this method leaves little security that the work will be executed at all. And there is a third plan of giving the loan under an agreement somewhat after the pattern attached, which is enclosed for information in case Sir Alexander Mackenzie should wish to make use of a similar document in these cases. Any question as to the legal validity of any such agreements could be very readily solved by an Act on lines similar to those of Bengal Act IV. of 1875. It is entirely for His Honour to decide what procedure he will adopt. But whatever procedure may be decided upon in this respect will, of course, be only as between the Government and the borrower, and will not affect the manner (already explained in paragraph 4) in which Government deals with the expenditure in its own accounts and with reference to its famine relief policy.

7. Subject to the above remarks, all the proposals of your letter regarding these advances are approved. It is understood that you will make a separate communication on the subject of the amount of grant to be made for the purposes indicated.

8. In paragraph 8 of your letter you ask for an expression of the views of the Government of India upon the question of the stage at which people can most conveniently be employed upon village works rather than upon large relief works. The experience of the North-Western Provinces in this matter is described in paragraph 20 of the letter dated 23rd November 1896, which was published in the "Gazette of India" of the 12th instant, and the conclusions there come to were accepted for Behar by the officers who met in conference at Muzaffarpur, in paragraph 27 of their proceedings. On the one hand, the fierce heat of May and June in Upper India is probably unknown in Bengal; but, on the other, the monsoon rains are far heavier in the latter province. And there is more fear of persons who are not really in need of relief finding employment upon village works than upon the more strictly managed relief works. But His Honour has doubtless already given full consideration to the results of the experience of the sister province and to the recommendations of his own officers; and the matter, which is one of administrative detail, must be left entirely in his hands.

9. Finally, I am to say that you will be addressed separately regarding the proposals conveyed in paragraph 4 of the letter under reply.

I have, &c.

DENZIL IBBETSON,
Secretary to the Government of India.

DIARY No. 84 F.

No. 5526 Agri., dated the 28th December 1896.

From M. FINUCANE, Esq., C.S., SECRETARY TO THE GOVERNMENT OF BENGAL, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

IN continuation of my letter, No. 5134 Agri., dated 10th December 1896, forwarding a Resolution, No. 5133 Agri., of the same date, and of my letter, No. 5183 Agri., dated the 12th December 1896, I am directed to submit the following matter for the orders of the Government of India.

2. In paragraph 19 of the Resolution referred to, Sir A. Mackenzie recorded his opinion that it was desirable to give advances freely in the distressed areas of Bihar to zamindars, substantial rayats and others, for the purpose of excavating tanks and carrying out other petty works in their own villages; and the sanction of the Government of India was asked in paragraph 6 of my letter, No. 5183 Agri., to the making of these advances without interest. Sanction has now been granted by the Government of India.

The Maharaja of Darbhanga has sanctioned the making of large advances to his tenants for similar works of improvement; and his example will no doubt be followed by other great landowners in Bihar, as well as in the rest of these Provinces. The Maharaja intends to exact no interest on these loans from those rayats who have paid their rents regularly. Instruments executed in favour of Government to secure loans made under the Land Improvement Loans Act (XIX. of 1883) are exempted under Article 12 (*a*) of the Second Schedule annexed to the Stamp Act (I. of 1879), read with Clause 2 (*z*) of Act XIX. of 1883, and those executed under the Agriculturists' Loans Act are exempted under Article 8 (*a*) of Schedule II. appended to Government of India's Notification, No. 5199 S. R., published in the "Gazette of India" of the 2nd November 1895, Part I., pages 892 to 896. The advances that will be made by the Maharaja of Darbhanga and other landowners will not be made for their own profit, because, doubtless, a large proportion of the sum so advanced will finally prove irrecoverable; and Sir A. Mackenzie considers that every facility should be given them in the carrying out of this benevolent intention.

3. I am therefore to request that the Government of India may be moved, under the power vested in them by Section 8 of the Stamp Act (I. of 1879), to exempt from stamp duty instruments executed in favour of private persons for the purpose of securing the repayment of loans made in distressed areas for the objects specified in Section 4 of the Land Improvement Loans Act (XIX. of 1883), and in Section 4 (1) of the Agriculturists' Loans Act (XII. of 1884), during the continuance of the present scarcity, or say, up to the end of September 1897.

No. 104 F.—Dated Calcutta, the 4th January 1897.

From DENZIL IBBETSON, Esq., C.S.I., I.C.S., SECRETARY TO THE GOVERNMENT OF INDIA, to the SECRETARY TO THE GOVERNMENT OF BENGAL, REVENUE DEPARTMENT.

Department of Revenue and Agriculture.—Famine.

SIR,

I AM directed to address you in continuation of my letter, No. 8 F., dated the 22nd December 1896, and with reference to the proposals contained in paragraph 4 of your letter, No. 5183, dated 12th December 1896.

2. That paragraph runs as follows:—

"In paragraph 13 of the Resolution submitted to the Government of India it is pointed out that many gentlemen of position and local knowledge in Bihar consider that stocks, especially in the less accessible places, are likely to be depleted before private trade can supply the local deficit; and the Lieutenant Governor desires me to submit, for the favourable consideration of the Government of India, the suggestion of the Conference that advances of money might be made by Government at a reasonable rate of interest (say, 6 per cent.) for the purchase in Calcutta of grain from over seas, and for the distribution of this grain in remote areas, it being understood that the persons to whom these loans are made will be allowed to dispose of the grain at their own risk and at their own discretion. It would be necessary to stipulate that the supplies be drawn from other countries than India, and that Government officers should be allowed to satisfy themselves by the occasional inspection of invoices that grain is really being imported into the inaccessible tracts. The Lieutenant-Governor is disposed to think that to make advances on these conditions would not constitute an interference with private trade, and would not be inconsistent with the principles approved by the Famine Commissioners in paragraph 159 of their report. One or more of the persons to whom such advances may be made in inaccessible tracts might be constituted contractors for the supply of grain on relief works, &c., under Section 35 of the Code, and I am directed to request that the Government of India may be moved to sanction this proposal."

Paragraph 13 of the Bengal Government Resolution, No. 5133, of the 10th December 1896, to which reference is made in the above paragraph, is also quoted below for convenience:—

"It was brought to the notice of the Conference that many gentlemen of position, local knowledge, and experience in Bihar are of opinion that stocks, especially in the more inaccessible places, are likely to become depleted before private trade could supply the local deficit, and it was suggested for consideration whether, without in any way interfering with private trade, Government might unobjectionably advance money at moderate interest for the purchase of grain imported from Burma or elsewhere, which might be sold or distributed locally without any interference on the part of Government. The Commissioner recommends that the suggestion be accepted "as the last bulwark against depletion of stocks in out-of-the-way places," on the condition that grain for which loans are made is in the first instance imported from beyond the seas, and purchased in Calcutta or other distant markets, and that full and adequate security is forthcoming for the repayment of the loans. The Commissioner is also of opinion that such advances should only be made to well-known men who may be trusted not to compete with local bunniahs. In 1873–74 Government sanctioned arrangements whereby, in places likely to be in want, and in which there were not thought to be traders to import food, advances might be made—

(*a*) To zamindars, planters, or others, on the condition that they would import grain from a distance, and sell it as near as possible at cost price, all expenses included;

(*b*) To traders and others of safe and responsible character at a moderate interest of 6 per cent., who were to import grain from a distance without any conditions as to the rate or manner of selling it.

Proposals such as were sanctioned under Head (*a*) in 1873–74 clearly involve interference with private trade and cannot now be entertained; but there appears to the Lieutenant Governor to be no strong objection to advances of money by Government at reasonable interest (say, 6 per cent.) and on adequate security for purchase in Calcutta

of grain, imported or to be imported from beyond seas, and sale or distribution of it in remote areas, provided the persons to whom such loans are given are allowed to sell or otherwise dispose of it at their discretion and at their own risk. The only conditions which it would be necessary to stipulate for would be (1) that supplies are drawn from districts beyond those in which scarcity exists or is apprehended (in the present instance all India), and (2) for occasional inspection of grain invoices (chalans), in order to verify that the persons to whom advances are made do really import grain into the inaccessible tracts, and that it was obtained originally outside Bengal or other provinces threatened with scarcity.* No maximum or minimum limit need be put on the amounts of such loans, nor need any distinction be made as to the class of persons to whom such loans may be made as long as they can give sufficient security for repayment with interest, at any time up to the end of 1897, that Government may demand repayment. If the conditions of the loan should be violated the amounts advanced might be realised at once, but otherwise they would not be recovered before the end of 1897.

The question appears to be more one of finance than of interference with trade. It will be submitted for the orders of the Government of India, but meanwhile if, pending receipt of the orders of the Supreme Government, the Commissioner or district officers receive any definite applications for loans for the purpose indicated, they should submit them for the orders of Government."

These proposals practically amount to a scheme for the importation of food grains from abroad into India with funds to be supplied by Government.

3. The question of the importation by Government of food into a distressed tract is fully discussed in paragraphs 152 to 159 (pages 49—52) of Part I. of the Famine Commission Report. The conclusion at which the Commissioners arrived was that, save under very special circumstances which will be considered presently, the only wise course was for Government to rigorously abstain from any attempt to intervene directly in, or in any way to supersede, the operations of private trade. As has been frequently remarked, Government may be able to do more than any one trader, but it cannot do as much as all the traders of the country taken together; while the fact that it can do so much more than any one trader must render every trader unwilling to compete with so wealthy and so powerful a rival. The inevitable effect, therefore, of any attempt on the part of Government to enter the market as a purchaser or an importer on its own account is to gravely discourage, even if it does not wholly paralyse, mercantile activity; and the evil thus done is great, out of all proportion to the actual magnitude of the Government operations, since the uncertainty as to their possible nature and extent creates an apprehension which is fatal to enterprise and initiative in these matters.

4. It is true that in paragraph 155 of their report the Commissioners go on to say, "a resolution to rely entirely on the ordinary operations of trade to meet the wants of the country in time of famine must unquestionably rest, not only on the expected activity of the traders, but also on the probability of the requisite supply of food being forthcoming at the critical time." And they proceed to discuss the improbability, based upon past experience, of distress ever being so widespread in India that the unaffected tracts should be unable to supply the surplus required by those that are affected. Unfortunately, the scarcity that now threatens covers a larger proportion of the whole country than has ever been simultaneously affected in any previous famine of which the Government have particulars; and it is conceivable that under certain circumstances the food supply of the country taken as a whole may prove insufficient, and that it may be necessary to supplement it from abroad. And the difficulty of so supplementing it is one, not of sources of supply, but of time; since it will take several weeks to obtain grain from any source which can be relied upon to meet large demands.

5. But while fully recognising the importance of the question and the gravity of the situation, the Government of India are of the deliberate and decided opinion that they will best serve the end that all have in view by rigidly abstaining from interference. The mercantile community has at its disposal sources of information regarding stocks and demand that is more complete and more reliable than anything which Government can command; and it controls the only machinery by which the needs of the country can be supplied. The Governor General in Council believes that the intervention of Government as a purchaser or importer would do infinitely more harm than good, as it would cripple and discourage the agency which is best able to gauge the need, which is impelled by self-interest to anticipate it, and which alone is able to supply it effectively.

* Page 50 of Correspondence on Famine in Bengal and Bihar of 1873, Vol. I.

6. The functions of Government in the matter should, therefore, be confined to three directions. It should, in the first instance, place freely, fully, and promptly at the disposal of the public all the information of which it is in possession, so as to assist the mercantile community as far as possible in verifying the facts upon which their action must depend. Secondly, it must guarantee that the demand for food in the distressed tracts shall be an effective demand. The fact that there are hungry men in a district is not in itself sufficient to induce a flow of food towards that district in the ordinary course of trade; there must also be money available with which the hungry may pay for it. And this guarantee Government provides by undertaking (as it does) to find work for all who are in danger of starvation, and to pay them at rates which will suffice to buy them a subsistence ration at whatever prices may from time to time be locally current. In the third place, it should, to use the words of the Famine Commissioners, "take care that every possible facility is given for the free action of private trade in the business of the supply and distribution of food, and that all obstacles, material or fiscal, are, as far as practicable, removed." The inward rates for the carriage of grain have already been reduced on all railways, in many cases by the railway administrations themselves, in others by order of Government; and any other facility of the nature indicated that may suggest itself, or to be suggested to Government, will, as far as may be found possible, be immediately afforded.

7. In paragraph 159 of their Report, the Commissioners discuss the cases in which departure from the general principle of non-interference is admissible. They practically fall under two classes, the supply of Government relief works and the case of remote agricultural tracts where the local machinery of trade is insufficient or inactive. To these may be added, as a third class, inaccessible tracts in which, owing to the conformation or nature of the country, the carriage of supplies on a large scale presents difficulties with which local appliances are unable to cope.

8. In the first case Government is clearly bound to arrange for the supply of its own labour. Sections 106 and 107 of the Bengal Famine Code give the necessary discretion; and the following extract from instructions that have been issued in another province are suggestive as to the best mode of action:—

> "The food trade on a full-sized famine relief charge is greater than that in any ordinary small Indian town, and if special facilities are given to respectable local traders they will be careful not to lose them by selling unsound food or worrying the people with needlessly frequent changes in their prices. Following the principles of the Famine Code, the undermentioned advantages can be offered, among others, in exchange for fair trading: a small grass hut for a shop situated near a drinking place, and within the range of the treasure or other guards; free carriage of grain from the nearest mart, if the trader is willing to sell at the current rates of that mart; prompt and free exchange of all his copper into silver paid into the local treasury to his credit. It is usually quite easy to find several respectable men who can understand the value of such advantages to their trade, and are willing to give honest goods and reasonably steady prices in exchange for them, so long as they are pretty closely looked after.
>
> But it may occasionally occur that a relief work is situated in such a remote locality that private traders are unwilling to go there without other inducements than those noted above. In that case, or in similar exceptional cases requiring exceptional treatment, the collector of the district would be justified in contracting with a grain dealer for the supply of grain on the works for a stated period and on terms to be mutually agreed upon."

9. In the second and third cases it may under certain circumstances become necessary to intervene, as Government was forced to do in the Kumaon Hills in 1889; and the best modes of intervention are sufficiently indicated in paragraph 159 of the Famine Commission Report. But (except in the improbable case of local combination) the action taken should always be by way of help to local traders rather than by way of rivalry with them. As the Commissioners remark, "much caution will be required in every case lest interference should aggravate the evil which it is designed to avert, and have the effect of preventing traders from entering the market while it is being operated upon by the Government"; and the caution against the effect of such fitful intervention is repeated in paragraph 107 of the Bengal Famine Code.

10. In the tract to which your letter refers, the Government of India find no sufficient reason to believe that any part of it falls under the above description.

Portions are mentioned as "remote" and "inaccessible." But no part of the tracts affected would seem to have its centre at a greater distance than 25 miles from a railway station, while it is understood that the roads in North Bihar are no worse than the ordinary roads of the level regions of the country. Should the circumstances detailed in paragraph 159 of the Famine Commission Report as justifying intervention be found to exist in these or any other localities, His Honour the Lieutenant Governor has full discretion to take such measures as may be necessary to ensure that the local supply of food shall not run short. But such action should be strictly confined to definite localities in which inquiry into local facts has convinced the Bengal Government that the danger is present and the necessity for some action in assistance of the local machinery established. When intervention is thus localised, its possible extent is at once defined, and that uncertainty is avoided which is the most fertile source of apprehension in the minds of traders.

11. In the present application the Governor General in Council finds no such limitations. The proposal is rather in the nature of a blank cheque presented for his signature. The object appears to be, not only to throw supplies into certain tracts, but also to secure importation of food-grains from outside India. It is true that the proposal is not that Government should import direct, but only that it should finance a scheme for importation; and that certain precautions, such as the charging of interest, and (in another reference) restriction upon underselling, are taken against interference with private trade. His Excellency in Council doubts whether these conditions would not either be evaded in practice or be found so vexatious as to defeat their own objects. But he is clearly of opinion that the scheme could not be carried into effect without involving such interference, or at any rate, without bearing the appearance and creating the apprehension of such interference. And the appearance in such a case would be almost worse than the reality, since, while producing all its evils, it would carry with it none of its advantages.

12. It is of cardinal importance that no action of a general nature should be taken which might in any way tend to throw doubt upon the steadfastness with which the Government of India adhere to the policy of non-intervention, or to inspire mistrust and uncertainty in the minds of the mercantile community. For these reasons the Governor General in Council finds himself unable to accede to the proposals of the Bengal Government. He differs from its opinion with reluctance, for he heartily recognises the admirable promptitude and thoroughness with which His Honour the Lieutenant Governor has examined and met the situation in Bengal. But His Excellency in Council is satisfied that the need for interference in the particular localities to which the proposals refer is not established; that, should it be established, it can be met in a very much simpler manner; and that the adoption of the principle of these proposals in this limited area might, by unsettling the operations of trade, imperil the food-supply of the entire province, if not, indeed, of every affected region of India.

I have, &c.

DENZIL IBBETSON,
Secretary to the Government of India.

Agriculture—No. 25 (Fam.). Calcutta, January 7, 1897.

From M. FINUCANE, Esq., SECRETARY TO THE GOVERNMENT OF BENGAL, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to acknowledge the receipt of your letter, No. 104 F., dated the 4th instant, to which Sir Alexander Mackenzie has given most careful consideration.

2. As it appears to His Honour that the origin and precise scope and intention of his proposals regarding the advancing of loans by Government for the purchase and importation of food-grains into what were deemed by this Government to be inaccessible or remote tracts of Bihar have not been fully understood by the Government of India (or, perhaps, stated as fully by this Government as they might have been), I am now to explain how the proposals in question came to be made, and what their exact intention and purpose was.

3. I am at the outset to state that, even before the Government of India had themselves intimated in Mr. Sly's No. $\frac{1953}{49-3}$, dated 31st October 1896, their intention to refrain from interference with private enterprise in the matter of purchasing or importing grain for famine relief, Sir Alexander Mackenzie had set his face against all proposals submitted to him which appeared to be in any way likely to involve any interference with trade. This determination the Lieutenant Governor publicly expressed in my circular letter No. 7 T.—R., dated 3rd November 1896, which was communicated to all the local newspapers, thus:—

> "Government, in accordance with the policy recommended by the Famine Commission, does not intend, under any circumstances, to import grain as it did in 1873–74, or otherwise to interfere with private trade, but adheres fully to the policy of saving life by opening relief works and paying sufficient wages to enable labourers to purchase food in the local markets, and also by giving gratuitous charitable relief to those who are unable to work."

When, however, His Honour held the Conference at Sonepore on the 20th November, Mr. Lowis, who was manager of the Bettiah Raj, Sir William Hudson, and other gentlemen of local knowledge and experience, extending in some instances back to the famine of 1866, whose motives are known by this Government to be above suspicion, expressed their anxious desire to assist Government and their own tenantry in coping with impending distress, and stated that the stocks of grain in particular localities in Champaran with which they were thoroughly acquainted would soon become depleted, and that they apprehended that many people would die of starvation before private trade would begin to import into such localities.

The collector of the district, Mr. Duncan Macpherson, an officer of ability, experience, and great caution, was also of opinion that distress would be worse than in 1873–74, because "there was no stock to go on with."*

4. Sir William Hudson drew attention at the Sonepore Conference to the provisions of Section 79 of the Famine Code, and asked what course should be adopted in the event, which he anticipated would come to pass, of a failure of a supply of grain at relief centres in particular localities in Champaran. The collector of Champaran also inquired what action could be taken by him under Section 80 of the Code in the event of prices being forced up as relief works. It will be observed that these sections provide (Section 79) that when an officer receives orders to undertake any relief work, he is to make an estimate of the amount of food which will be required for the number of workers, and to report weekly, or oftener if necessary, to the district officer the condition of the supplies and the rates at which they are sold, and (Section 80) that if it shall appear to the officer in charge of a work that the current prices are excessive, he shall report the matter to the district officer. The collector, apprehending that such a contingency would arise in the particular localities referred to, inquired what he was to do on receipt of such reports. To these questions the Famine Code furnishes no reply. It is true that Section 106 of that Code authorises the payment of wages in grain, in exceptional cases, when the items constituting the ration cannot be procured in the local markets, and the only grain procurable is that imported by Government. The case put before the Lieutenant Governor was this, namely, what is the collector to do when it is reported to him that grain is not procurable in the local markets, and Government has not imported grain. As Government had already expressed its determination not to import, it is evident that the difficulty in the cases anticipated in Champaran could not be met by Section 106 of the Famine Code, since, *ex hypothesi*, there would be no available grain, imported by Government, from which wages could be paid in kind. The Lieutenant Governor, appreciating the difficulty, which is not, His Honour submits, provided for in the Famine Code, replied that he hoped the contingency would not arise, but that, in order to meet emergencies in the cases supposed, grain contractors might be arranged for and advances might be given to them to import grain.†

5. This question was again raised by the same gentlemen, and for the same reasons, at Mr. Lowis' house in Bettiah on the 1st December, before Mr. Finucane.‡ These gentlemen and the collector of the district said they were doubtful whether private traders would import grain sufficiently early to prevent loss of life, even though money

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* Pages 6 and 7 of the Proceedings of the Conference.
† Page 8 of the Proceedings of the Conference.
‡ In page 6 of his diary.

for the purchase of it might be given in wages on relief works. Mr. Finucane informed them that, holding the opinion they did, the importation of food for their tenantry should not be left by themselves to chance. They should make definite inquiries from mahajans of their acquaintance, and ascertain whether the latter, as a fact, would import. If so, it was said there would be no difficulty; if not, he thought they might import themselves. Mr. Lowis had already expressed his desire to import grain, and repeated his wish to do so; but as the Bettiah Raj had not funds available for the purpose, he asked again whether Government would give a loan, on adequate security, to enable him to import grain. Some of the other gentlemen of the neighbourhood made similar inquiries, and Mr. Finucane said, in reply, that, in his opinion, the giving of loans for such a purpose, on adequate security at moderate interest, would not involve any interference with private trade so long as Government made no other condition than that of obtaining sufficient security for repayment of the loan. The proposals of these gentlemen were subsequently placed before the conference held at Muzaffarpur, and afterwards submitted for the consideration of the Government of India.

6. It will thus be seen that the proposals of this Government were not meant to be proposals for giving loans for purchase and importation of grain generally, or for financing a large scheme of importation. The Lieutenant-Governor had already fully accepted and publicly explained and emphasised his acceptance of the principles stated in paragraphs 3 to 9 of the letter under reply, and entirely agrees with the views of the Government of India as stated in these paragraphs.

His Honour's proposals had reference only to particular localities described in the Resolution as "inaccessible tracts," which it was, as a matter of course, intended to define precisely, in which the Collector and other gentlemen of great local knowledge and experience had informed him that stocks would soon be depleted, and in respect of which they doubted whether private trade would step in and supply the deficit sufficiently early to prevent loss of life.

The Government of India are apparently under the impression that it was proposed to give advances for the purchase of grain up to any aggregate amount whatsoever; if this be so, I am to express His Honour's regret that his intentions were not made clearer, and to explain that the reference made in paragraph 13 of the Resolution of this Government, dated 10th December, to advances being made without any maximum or minimum limit, was to the limitation imposed in the orders of 1874 mentioned in that paragraph, by which more than Rs. 2,000 could not be advanced to any one person by the Collector, and to another suggestion made, that in no case should an advance be made for a sum of less than Rs. 50,000. As stated in paragraph 7 of my letter No. 5183 Agriculture, dated 12th December 1896, it was proposed to submit estimates showing what the exact amount required would be, and in no case was it supposed that it would be very large. At most only few applications for a limited amount were expected from particular localities of limited area in order to guard against the possibility of disaster in these localities, where the local officers and gentlemen of intimate acquaintance with local conditions and of unquestionable probity anticipated that difficulty would be experienced in providing grain for relief works, gratuitous relief, and local consumption. The Lieutenant-Governor respectfully submits that the description of his proposals given in paragraph 11 of your letter is not correct.

7. It is pointed out in the extract quoted from the Resolution of another Government, in paragraph 8 of the Government of India's letter, that "in exceptional cases requiring exceptional treatment the Collector would be justified in contracting with a grain dealer for the supply of grain on the works for a stated period and on terms mutually agreed upon." This is what, as stated in paragraph 4 above, Sir Alexander Mackenzie at the Sonepore Conference had already, before the publication of the Resolution from which the extract is quoted, suggested as the proper course to adopt, but his Honour ventures to think that action of that kind is not sufficient to meet such an emergency as was contemplated. It does not meet the case in which the supply of grain fails not alone on relief works, but in local markets generally, where, in fact, money is forthcoming for purchase of food grain, but the grain is not to be had in local markets. In such a case, even though the contractor might be able to supply grain on relief works, he would not be able to supply grain to the whole population, and would not, under the terms of his contract, be bound to do so, unless the whole population came on to such works. There appears to Sir Alexander Mackenzie to be no difference in principle between advancing money to a contractor for the purchase of grain to be sold on relief works and advancing money for the purchase of grain to be sold generally in areas where

private trade fails to supply local wants, which are the only areas under consideration. It seems to the Lieutenant-Governor that if in the exceptional cases referred to (where private trade fails) Government advances money to grain contractors for the supply of food to workers on relief works, but not to others, the effect must be to drive the whole population on to relief works, where alone they can obtain food, and thus unnecessarily to swell the numbers to be supported by the State.

It was for this reason that His Honour proposed to make advances for the importation of grain into such localities without making any restrictions as to whether it is to be sold to labourers on relief works or to others, so long as the persons to whom the advances are made import and sell at their own risk, without the interference of Government.

It is true that in a particular reference restrictions on under-selling were suggested, but they were suggested by the applicant himself, in order to show that it was not his intention to make a profit out of the transaction. To evince the reality of his apprehension that private trade would fail in the part of the district in which he is very materially interested, and to show the *bona fides* of his application, the applicant in that case expressed his willingness to sell grain which he proposed to import at cost rates or at *bunniahs'* rates, as Government might desire.

It was proposed to confine loans to persons who undertook to import grain from beyond seas solely in order to increase the local supplies without reducing the stock in other parts of India which are themselves threatened with scarcity.

8. In paragraph 10 of your letter it is said that should the circumstances detailed in paragraph 159 of the Famine Commissioner's Report as justifying intervention be found to exist in any localities the Lieutenant-Governor has full discretion to take such measures as may be necessary to ensure that the local supply of food shall not run short. But such action should be strictly confined to definite localities in which inquiry into local facts has convinced the Bengal Government that the danger is present and the necessity for some action in assistance of local machinery established.

Paragraph 159 of the Famine Commissioner's Report lays down that in districts in which communications or the means of transport are defective, or generally in the event of well-ascertained slackness on the part of the local traders to prepare for an emergency, Government might give assistance *inter alia* by advancing money to merchants to lay out in trade.

These, I am to submit, are the conditions which are believed by this Government to exist in the particular tracts to which, as explained above, the proposals of the Lieutenant-Governor related.

9 As to defective communication in the Ramnagar tract in Champaran, the Collector, writing on 10th November 1896, said :—

"The western portion of the tract lying in Bagaha thana can be got at by the road from Bettiah to Bagaha *viâ* Parsa. The distance from Bettiah to Ramnagar, Hardih and Bagaha, is 28, 26 and 35 miles respectively. There is a road 22 miles long across the tract from Shikarpur to Bagaha *viâ* Ramnagar. Fair-weather tracts, badly kept up, run from Ramnagar to Harnatanr in the north-west of the tract, a distance of 24 miles, and from Hardih to Biknathori, a distance of 18 miles. With these exceptions, the tract is without regular communications, the country to the north-east of Ramnagar being particularly defective in this respect, but in the dry season supplies could be taken on carts and pack-bullocks to almost every place where relief work might be opened, and tracts sufficient for such purposes could soon be opened out everywhere."

And as to the slackness of trade, he wrote on the 17th December as follows :—

"There seems to be a pretty unanimous opinion that (the food supply) will be very seriously deficient, and grave doubts are expressed as to the ability of private enterprise to meet the wants of the people at the proper time. So far, however, supplies have been forthcoming sufficient to meet the local demand."

It seemed to Sir Alexander Mackenzie that the conditions contemplated by the Famine Commissioner's Report did exist in this tract, and that though supplies were forthcoming in December, when the rice crop was being harvested, he would, in view of the opinions of those best acquainted with the local conditions, be running a very grave risk if he were to leave the supply of food for the future, in this tract, entirely to private trade; hence proposals were submitted to provide for them, which His Honour thought to be entirely consistent with the policy of the Government of India. In view of the opinions of the local officers, His Honour thought that he had sufficient grounds for thinking that there was serious danger of a breakdown in this particular tract, and therefore submitted proposals to avert such a calamity, which

he considered would not involve any interference with trade. The Lieutenant-Governor regrets that he has no information before him which would justify him in modifying the opinion that the danger still exists. On receipt of your letter, His Honour has again asked the Collector of Champaran to report on the subject, and that officer has replied by telegram that he does not think that such petty traders as exist will supply the grain required in the Ramnagar tract, that outside merchants are not likely to import there unless prices are distressingly high, that already rice sells there at 8 seers the rupee, against 9½ in the margin of the tract, the difference in price being far greater than the cost of carriage. and that prices are higher rather than lower, notwithstanding the rain that fell within the last week.

Sir Alexander Mackenzie hopes that the danger is not as great as is feared by the local officers, and is reluctant to press his views in opposition to those of the Government of India; but as the local officers still think the danger is real and imminent, his Honour thinks it right to invite the Government of India to reconsider their orders in view of the explanations now given.

I have, &c.
M. FINUCANE,
Secretary to the Government of Bengal.

No. 298—45—22. Dated Calcutta, January 20, 1897.

From T. W. HOLDERNESS, Esq., C.S., DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, to the SECRETARY TO THE GOVERNMENT OF BENGAL, REVENUE DEPARTMENT.

Sir,

I AM directed to acknowledge the receipt of your letter No. 5 (Famine), dated 7th January 1897, in which you explain that the proposals of His Honour the Lieutenant-Governor, as conveyed in paragraph 4 of your letter No. 5183, dated 12th December 1896, have been misunderstood. The Government of India cordially acknowledge the definiteness of the Lieutenant-Governor's public pronouncement, in his Resolution of 3rd November 1896, of his loyal adherence to the policy of non-interference with private trade, and welcome his reiteration of that adherence in the present letter. They certainly understood, however, that the original proposals of the Bengal Government were of a far more general nature than those now set forth; and while they regret the misunderstanding, they think that in view of the wording of the earlier letter it was not unnatural.

2. It now appears that His Honour is of opinion that in certain parts special local circumstances exist, which justify and indeed require the active intervention of Government in order to supplement the action of local trade in the matter of food supply. And the Government of India understand that the Lieutenant-Governor wishes to have power to intervene in two distinct ways; first, by making special arrangements for the supply of grain to the workers upon Government relief works; and, secondly, by making advances when necessary to certain large zamindaris in order to enable them to purchase grain for the support of their raiyats.

3. In the first case, paragraph 8 of my letter No. 104 F., dated 4th January 1897, seems to give the necessary authority. Every effort should be made to arrange for the supply of the necessary grain through the traders of the locality, or of the immediate neighbourhood, or, if this cannot be arranged, of the central grain marts of the district. If, however, the Bengal Government is convinced in any tract, either that it is impossible to make such arrangements or that the local traders have entered into a combination to raise the price of grain unduly, then it is bound to make other arrangements for the supply of the requisite grain; and it is at liberty to make these arrangements in such manner as may seem best to it, without further reference to the Government of India. If it should become necessary for this purpose to make advances to traders for the supply of the relief workers, the advances should bear interest at a rate not lower than 6¼ per cent.; in every case the action taken should be such as to assist and stimulate and not to supplant the ordinary course of business, and should be discontinued as soon as it appears that intervention is no longer necessary.

4. The question of loans to large zamindars, such as the Bettiah Raj, is a question

apart. In the Despatch in which they reviewed the Famine Commission's Report, the Government of India wrote:—"The fulfilment of their duties to their dependants by large landowners should be strongly insisted on;" and the Secretary of State concurred. It is the duty, as well as the interest of large landlords, to do all that can be done to assist their raiyats in struggling with the troubles that are before them; and if, in any case, such a landlord is unable to do his duty in this matter for want of funds, and the Bengal Government is satisfied that the security for repayment of an advance is sufficient, and that the advance will be *bonâ fide* applied to the relief of distress, the Government of India are ready to consider proposals for such advances. They would, however, prefer to give them in general aid of the estate's expenditure on relief, rather than for any specified purpose, such as the purchase of grain. And care must be taken, in all such cases, that money thus procured from Government is not employed to compete with local trade outside the limits within which the estate is directly interested in keeping the raiyats on their land. These remarks apply also to estates under the management of the Court of Wards, where it is specially incumbent upon Government to do for the raiyats of the estate all that a good landlord should and would do.

5. His Honour the Lieutenant-Governor will see that the above remarks are little more than an expansion of the previous orders which he invites the Government of India to reconsider. His Honour's proposals were, however, understood by the Government of India to be of a far wider and more general nature than he now appears to have intended. As regards the more limited sense in which the Lieutenant-Governor now explains them, I am to say that the Government of India still adhere emphatically to the general policy of non-interference with private trade. They fully recognise, however, that exceptional circumstances may arise which justify and, indeed, necessitate a temporary and local departure from this policy. These circumstances are conveniently summarised in paragraph 159 of the Famine Commission's Report. Whether, in the particular case now under consideration, or in any other similar case, these circumstances exist so as to necessitate interference, and in what way that interference, if necessary, can best be effected, are questions the responsibility of answering which must of necessity rest with His Honour. The Government of India are fully satisfied that he is at one with them as regards the main principle to be observed; and they desire, therefore, to leave him full discretion in the matter of such local exceptions to it as special circumstances may justify.

I have, &c.
T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

Agriculture, No. 5259. Calcutta, December 16, 1896.

From M. FINUCANE, Esq., SECRETARY TO THE GOVERNMENT OF BENGAL, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

Sir,

IN continuation of this office letter No. 4549 Agriculture, dated the 18th November 1896, submitting, with the remarks of His Honour the Lieutenant-Governor, the report drawn up by the Commissioner at Patna under Section 9 of the Famine Code, and of this office letter No. 4868 Agriculture, dated 30th November 1896, submitting Mr. Bourdillon's report under Section 13 of the Famine Code for the first fortnight in November, I am now directed to lay before the Government of India Mr. Bourdillon's report for the second fortnight of November, together with the reports of the district officers, upon which the Commissioner's fortnightly reports are based, as well as a memorandum prepared by Mr. Bourdillon, in which he estimates the numbers likely to need relief and the probable expenditure upon relief works in the Patna Division.* I am also to submit the following general report upon the prospects of the crops and the probability of distress, and the measures which are being taken to combat distress, both in that division and in the rest of Bengal.

2. Since the report of the 18th November was submitted, His Honour the Lieutenant-Governor has taken the opportunity afforded by the assemblage of non-official and official gentlemen at the Sonepore Fair to hold a conference, at which the outlook in Behar was discussed; the Honourable Mr. Finucane has more recently been on tour

* These papers are not reprinted.

in North Behar, and was present at an official conference at Muzaffarpur. His Honour has recorded a resolution upon the notes of the tour and of both conferences; and these documents have been submitted to the Government of India, with the communications noted below.* † Further, the orders of the Government of India on certain financial and other matters have been asked for in my letter No. 5183, Agriculture, dated the 11th December.

3. In paragraph 15 of my letter of the 18th November, the Lieutenant-Governor expressed the hope that the out-turn of this year's crops and the amount of the stocks in hand had at first been under-estimated, and the area likely to be affected over-estimated, by Mr. Bourdillon and the district officers. The number of persons likely to require relief had also, it was thought, been under estimated. The reports now before His Honour show that, taking the division as a whole, this surmise was a correct one; but as regards the estimates of numbers who will require relief, Mr. Bourdillon explains that the number (174,000) previously given by him was intended to cover only those who will require relief during the few months following the date of his report, namely, December, January, and February, and not the much greater numbers who will need relief from March to September. The rain which fell in the districts of South Bihar (Patna, Gaya, and Shahabad) on the 22nd and 23rd November made the *rabi* crops in those districts practically safe; and assuming that the similarity between the meteorological phenomena of the present year and those of 1873-74, to which Mr. Bourdillon directed attention in his report of the 11th November, will continue, and that, as in that year, each district may expect to receive in the months of December, January, February, and March from 1·44 to 1·80 inches of rain, the Commissioner now estimates the out-turn at 16 annas in all three districts. With regard to the districts of North Bihar, he adheres to his original estimate of a 10-anna *rabi* crop in Muzaffarpur and an 8-anna *rabi* crop in Champaran, Saran, and Darbhanga.

The rainfall has had little or no effect in lowering the prices of food-grains, which are still at famine rates in the whole of Bihar, and, indeed, throughout Bengal.

4. Besides rendering the *rabi* crop practically safe in South Bihar, the rain to some extent benefited the rice crop in that part of the division; and the irrigation operations of the Sone Canals have been unprecedentedly successful, the area irrigated having exceeded the previous maximum by 11 per cent., so that for Shahabad Mr. Bourdillon is now able to estimate an out-turn of 50,35,000 maunds in place of the 24,06,000 maunds estimated in his report of the 11th November. These facts have, it may be said, practically removed from the danger of distress the whole of the Patna Division south of the Ganges, excepting only an area of 229 square miles in the Patna district, with a population (including that of three towns) of 420,092, and possibly an area in the Bhabhua subdivision, which is now being visited by Mr. Bourdillon. In North Bihar the rainfall was very slight, except only in those tracts lying along the left bank of the Ganges, in which the *rabi* crop was already practically safe. The Lieutenant-Governor considers, however, that the whole district of Saran, with the exception of a rice-growing tract of 766 square miles in the Siwan and Gopalganj subdivisions, may be excluded from the area likely to be seriously affected by distress; and that it is very doubtful whether relief works will be required in the rest of the district. It is also possible to exclude from the area likely to be affected large portions of the Hajipur subdivision of Muzaffarpur and the Samastipur subdivision of Darbhanga, or 760 square miles in the former district and 414 square miles in the latter. On the other hand, in the zone which runs along the Nepal frontier throughout the Darbhanga, Muzaffarpur, and Champaran districts, which is mainly a rice-growing tract, the failure of the rice crop is now found to be even greater than was at first supposed. The general condition of this tract causes the gravest anxiety.

5. I am now to summarise the information available with regard to the particular tracts in which distress is anticipated, both in the Patna and other districts.

Patna district.—An area of 229 square miles, with a population of 420,092 is all that is now reported as affected in this district. This includes the towns of Patna, Dinapore and Bihar, with an aggregate population of 257,334; and the whole of the Islampur thana, and two thirds of the Dinapore and Maner thanas. These are rural tracts, having a population of 162,758, and an area of 210 square miles. They have been

* 1. Letter No. 4748 Agriculture, dated 26 November 1896.
† 2. Letter No. 5134 Agriculture, dated 10 December 1896.

described as "affected" because of the failure to a large extent of the rice crop; but the prospects of this crop were to a certain extent improved by the rainfall of 22nd November, which also facilitated further sowings of rabi. The out-turn of the rice-crop is estimated at six annas in thana Islampur. Test relief works were opened at six places in this rura larea. None of them was largely attended, although the wages given appear to have been higher than is allowed by the Famine Code, and they have therefore been closed. Altogether it is very doubtful whether relief measures on a considerable scale will be required in this district; and certainly they will not be required until May or June. The Collector is convinced that the stocks of food-grain are sufficient, and the communications in the district which is served throughout its length by the main line of the East Indian Railway leave nothing to be desired.

6. *Saran district.*—The area affected in this district may now be reduced to a tract of about 766 square miles in the north-east, with a population of 665,830, namely, the whole of the Gopalganj subdivision, excluding the *dira* lands on the Gandak river, and the almost adjacent pargana Chowbar in the Siwan subdivision. This is a rice-growing country, and it is owing to the failure of that crop that distress is apprehended. The out-turn is estimated at two to three annas. Taking 8 per cent. of the population of this tract as being likely to require relief, the Commissioner estimates the number at 53,266. The rabi crop is here of little importance, and distress is likely to continue until a good *bhadoi* harvest is reaped; that cannot be until the September of next year, and nine months may therefore be taken as the period during which the above number will require relief.

Test relief works have been opened at two places in the Gopalganj subdivision, but they have not been conducted in strict accordance with the provisions of the Famine Code, the task exacted being much too low, and they have consequently little value as a test of future requirements. Loans and advances are being freely given both by the district authorities and the Hatwa Raj, on behalf of which the Court of Wards has recently sanctioned the purchase of 50,000 maunds of grain. Information as to the stocks of grain is not at present available, but imports are increasing, and as Saran is a district which imports largely in ordinary years, it should be better able than other districts to provide for its own requirements in the present year.

7. *Champaran district.*—The condition of this district is at present most serious. The three tracts noted below * which are now reported as requiring immediate relief have an aggregate area of 570 square miles and an aggregate population of 271,415. They grow almost nothing but rice, and in the Ramnagar tract the soil is for the most part hard clay and unsuited for *rabi* cultivation, unless heavily irrigated. Both the *bhadoi* and *aghani* rice crops have proved an almost entire failure, and the Collector forecasts that distress will continue in all three tracts until the next *bhadoi* harvest is gathered, but will be mitigated in the Araraj and Madhuban tracts if there are fair cold-weather rains to help on the *rabi* crop. Unfortunately these latter tracts together extend over 165 square miles only, considerably less than one-third of the entire area that is acutely distressed. In the Ramnagar tract there is no hope of improvement until the next *bhadoi* harvest; special endeavours have, however, been made to encourage cultivators in sowing *rabi*. Besides these tracts, an area of 2,022 square miles—practically the whole district, except hills and jungles—has to be placed in the "less seriously affected" class; and the Collector considers that a large portion of it will require relief within a very few weeks. The Commissioner calculates that only 5 per cent. of the whole population of the 2,592 square miles is likely to be affected, and that the following numbers will require relief—13,570 persons for 10 months (in the three acutely distressed tracts), and in addition 39,466 for nine months, 13,082 for eight months, and 7,345 for six months. The information regarding food stocks is still incomplete; importation has indeed begun, but on a very trifling scale. The communications of the district are fairly adequate, except in the north-east of the Ramnagar tract, which is 50 miles removed from the Bettiah Railway terminus.

The scarcity has as yet had no decided effect upon the public health, but the north of Bettiah subdivision (the Ramnagar tract) is always unhealthy, and here the physique of the poorer classes is beginning to deteriorate. A further indication of scarcity is found in the increase of thefts and burglaries reported during the month of November, when 209 cases were reported, against 144 in November 1895.

Eight test relief works have been opened, and all but one (the site of which was ill-chosen) have been continued as permanent relief works. During the second fortnight

* The Ramnagar, Araraj, and Madhuban tracts.

of November a daily average of 1,330 male units was employed on these works; the wage given was not at first calculated according to the provisions of the Famine Code, but the mistake has now been corrected. A number of works have been undertaken specially to provide employment for the needy by leading indigo-planters and by the Bettiah Raj. Advances have been made for the digging of wells, in order, as already stated, to facilitate the sowing of the *rabi* crop and to secure the *rabi* crops already sown.

8. *Muzaffarpur District.*—The area of this district is 3,005 square miles; and of this only 700 square miles can be regarded as quite safe. Of the remainder, an area of 1,851 square miles with a population of 1,660,000 is considered to require relief works from 1st January, and an area of 454 square miles with a population of 352,857 is expected to require them from the 1st April. The portion of the district that is held to be safe consists of the Hajipur thana (the very fertile tract which lies along the bank of the united Ganges and Gandak) and of scattered areas mostly in the neighbourhood of the lesser rivers. The parts most affected by distress are the Sitamarhi subdivision and the Katra Thana of the Sadar subdivision. These are mainly the Sitamarhi subdivision, almost entirely rice-producing tracts, and it is to the failure of this crop that distress is due. *Alua* (yams) have been cultivated in the Sitamarhi subdivision to a far greater extent than is usual, and a commendable effort made with much success by Mr. Russell, C.S., the Subdivision Officer, to encourage the cultivation of *rabi* by means of temporary wells. The Lieutenant-Governor has sanctioned for this purpose a reward of 1 rupee to be paid by Government for each well that is made. No considerable improvement in the condition of the district can, however, be expected before the next *bhadoi* harvest; and taking 8 per cent. of the population in the tracts affected, Mr. Bourdillon estimates that 132,800 persons will require relief for nine months, and 28,228 persons more for six months. Two test relief works were opened in November; but the numbers which attended them were very small, as employment was at the time to be found in cutting the rice crop and in preparing indigo lands, but these openings for employment have either been already closed or will be closed very soon. Scarcity does not appear as yet to have had any appreciable effect on the death-rate; and the condition of the people in this district is clearly better than in those of Champaran and Darbhanga which adjoin it on either side. It has not yet been found possible to estimate the amount of the food-stocks, but the railway statistics show that as regards such slight external traffic as exists, the imports exceed the exports.

9. *Darbhanga District.*—The crops of this district present characteristics similar to those of the adjoining district of Muzaffarpur. The northern portion, including the Madhubani subdivision, is a purely rice-producing tract, the south is a fertile *rabi* country, and the central portion unites both conditions. As in Muzaffarpur, the *rabi* crop has been benefited by the recent rain to some extent, and Mr. Carlyle, the Collector, now sees no reason why an average *rabi* crop should not be expected over the whole district south of Darbhanga town. Even in the north, the *rabi* crop is germinating better than was expected. Acute distress is expected in an area of 2,044 square miles at the end of December; this tract has a population of 1,720,000 approximately, and covers generally the purely rice-growing country in the centre and north of the district. In an area of 674 square miles, with a population of 545,000, relief works will not probably be required before the 1st March, and in an area of 203 square miles before the 1st May; but in portions of the former area, and throughout the latter, there has been a good rice crop, and possibly there may be no distress. The out-turn of rice of the whole district is not estimated at more than five annas, and the failure has been most complete in the tracts in which rice is the principal crop. Distress cannot therefore be expected to diminish until the next rice harvest. Taking 8 per cent. of the population as requiring relief from the dates above given until the next *bhadoi* harvest, the Commissioner estimates that 37,600 persons may be expected to require relief for nine months, 43,600 more for seven months, and 14,800 for five months. Three test works only have been opened so far, but relief works are now being actively organised.

A considerable excess of exports over imports still continues from the Darbanga district, and it is feared that the people have been induced to part with much of their reserves from the *bhadoi* harvest. The information available regarding the food-stocks generally is very scanty. An indication of distress is afforded by the jail observations of the physique of convicts admitted during the month of November; 56 per cent. of the whole number were admitted in bad health, against 43 per cent. in November of 1895.

10. The three districts in which distress is most serious border on Nepal; and the tracts of those districts most acutely affected immediately adjoin the boundary. The Nepal authorities have recently forbidden exports of grain and prohibited British subjects

from crossing the frontier, whether to reap the rice harvest or to cut and sell jungle produce; and it is feared that grazing may be forbidden also. If this should be so, the consequences cannot fail to be serious; for it is reported that 60 per cent. of the cattle from the northern thanas of Muzaffarpur are taken across the frontier to graze even in ordinary years, and the custom in North Darbhanga in this respect is much the same. The Lieutenant-Governor would invite the attention of the Government of India to this action on the part of the Nepal Darbar.

11. In the foregoing paragraphs Mr. Bourdillon's estimates of the relief required in each district have been given. Sir Alexander Mackenzie has accepted them in their entirety, and considers that, far from being in any way exaggerated, they have been prepared with great care and moderation. The estimated cost has been calculated by taking what, according to the Famine Commissioners, is a very moderate percentage of the population in the areas affected, as being likely to require relief by reducing all the figures of persons employed on relief works and on receipt of charitable relief to terms of one day, and by calculating that one anna will cover the expenses of relief for one unit per one day. This rate of wage and of relief ration has been calculated at even less than the present prices of grain, but it must be remembered that if these prices rise instead of falling (as it is far from unlikely that they may do), the average daily cost will be considerably more than one anna. It was much higher in 1873–74, as the subjoined table shows, and was also higher in all the scarcities that have occurred since that time. This table shows the estimated expenditure to be incurred on famine relief in the Patna Division up to the end of September next (the period of the bhadoi harvest), calculated on the principle above described. The cost of the relief works which may possibly be required in parts of the Patna and Shahabad districts has been left out of account.

District.	Number to be Relieved for one Day.		Cost.		Rate per Head per Diem.	
	1873–74.	1896–97.	1873–74.	1896–97.	1873–74.	1896–97.
1	2	3	4	5	6	7
			Rs.	Rs.	A. P.	A. P.
Saran - - - -	35,647,284	14,381,820	31,53,939	8,98,863	1 5	1 0
Champaran - - -	17,187,600	19,188,600	16,30,966	11,99,287	1 6	1 0
Muzaffarpur - - -	38,970,772	40,937,040	26,81,372	25,58,565	1 1½	1 0
Darbhanga - - -	78,743,304	48,528,000	61,64,310	30,33,000	1 3	1 0
Total - - -	170,548,960	123,035,460	1,36,30,596	76,89,715	—	—

It will be noticed that with similar meteorological conditions and similar reported crop out-turns, the estimated expenditure is only about half of what was incurred in 1873–74, and does not take into consideration the loss sustained by sale of grain imported by Government in that year.

12. The following statement shows that the expenditure which it is anticipated by the Commissioner will have to be incurred on famine relief before the close of the present financial year amounts to about 22 lakhs of rupees:—

District.	Number of Persons to be Relieved for one Day during the First Year, 1896–97.	Cost during 1896–97.	Rate per Head per Diem.
1	2	3	4
		Rs.	A. P.
Saran - - - - - - -	4,793,040	2,99,621	1 0
Champaran - - - - - -	5,965,260	3,72,825	1 0
Muzaffarpur - - - - -	11,952,000	7,47,000	1 0
Darbhanga - - - - - -	13,692,000	8,55,750	1 0
Total - - - -	36,403,200	22,75,196	1 0

These estimates do not include cost of establishment, tents, implements, and various other items of famine relief administration, but on the other hand, they take no account of assistance which it is expected will be rendered by zamindars, substantial village headmen, and other private individuals in opening up relief works in their estates and villages, thus reducing the numbers to be maintained at the expense of the State.

The Lieutenant-Governor has received assurance of help of this kind, on a large scale, from the Maharaja of Darbhanga and other great landed proprietors in Bihar. His Honour has no doubt that such aid will be forthcoming, but with every desire to avoid unfounded alarm and unnecessary expenditure, Sir Alexander Mackenzie still feels that it would not be safe to say that the total amount estimated for by the Commissioner may not have to be incurred. As has been already pointed out in the Resolution referred to in paragraph 2 above, the failure of the rice crop in purely rice-growing tracts entails more severe and protracted distress than the failure of any other single harvest can do in areas which largely grow rabi and bhadoi crops. Though this Government will make every possible effort to avoid, and has taken every precaution to guard against waste, His Honour cannot feel assured that the Commissioner's estimates, high as they are, may not have to be exceeded.

13. I am now briefly to notice the prospects in the other divisions.

Orissa Division.—As in the Patna Division, there was some slight rain in parts of Orissa on the 24th and 25th November 1896, but not enough to do any good to the standing crops. There is, however, an easier feeling in the rice market now than before, owing to the new rice coming in, and labourers are finding employment in the fields and on railway and District Board works. Although there is no actual distress, yet in Orissa the outlook in parts of the division, like Deogan in Cuttack, and Mallood in Puri, is reported to be gloomy, and it is, according to the Commissioner, certain that relief works on an extensive scale will have to be provided in the months of March, April, and May. The budgets of the District Boards for this and the next year will be revised accordingly, but it is of great importance that the earthwork on the railway in Cuttack, Puri, and Balasore should, if possible, be continued till the beginning of the next rains.

14. *Rajshahi, Chittagong, and Dacca Divisions.*—In the Rajshahi Division certain parts of the districts of Rajshahi and Pabna are giving anxiety. The Commissioner is now on a visit to these tracts, and His Honour awaits a full report from him under Section 9 of the Famine Code. The Commissioner of the Chittagong Division anticipates a high range of prices till the next autumn crop comes into the market, which may cause some distress among the landless labourers, but no actual scarcity is apprehended in any of the districts in that division. As regards the Dacca Division, the position remains practically unchanged since the date of my last report.

15. *Presidency Division.*—The worst tract in the Presidency Division is an area of 477 square miles, with a population of 262,000, in the Satkhira sub-division of the district of Khulna. Winter rice is the only crop grown in this area, and owing to an influx of salt water in the preceding year and shortness of rainfall in this, the out-turn of the crop during the current year is estimated at only two annas, while last year there was not more than a six-anna crop. It is reported that rice is being imported from Calcutta by small local dealers, and the Commissioner, who was directed to visit the tract, found the selling price of rice to be 4·8 rupees a maund, or about nine seers the rupee. Sanction has been accorded to test works being opened in strict accordance with the provisions of the Famine Code, but the local officers have been directed to make a further careful inquiry, the results of which have not yet been reported to the Lieutenant-Governor. Certain areas, aggregating 379 square miles, with a total population of 168,571 persons, in the Sadar and Meherpur sub-divisions of the Nadia district, are also reported to have a very short rice crop. The out-turn of the aus or autumn rice crop is reported to have been not more than six annas, and that of winter rice is said to be only one anna. These estimates appeared to the Lieutenant-Governor to be too low, and the local officers have been asked to make further inquiries and submit fuller information. In Jessore also the out-turn of the winter rice crop has been very poor, and distress is likely to be felt in parts of the district. But no report under Section 9 of the Famine Code has yet been received, and this Government is not now in a position to furnish more precise information.

16. *Bhagalpur Division.*—There is at present no distress in any part of the

Bhagalpur Division, but the Commissioner writes that although the agricultural position of the division is infinitely better than it was at a corresponding period in 1873–74, and although there is no reason to despair of the rabi harvest, and money and work are still plentiful, it cannot be hoped that it will escape the distress which is impending over so many other parts of India, because of the drain on its resources and the high prices prevailing.

17. *Chota Nagpur Division.*—The out-turn of the winter rice crop in the district of Hazaribagh, previously reported at from 5 to 6 annas, is now estimated at 7 annas. Prices still continue to be very high, although they are reported to be slightly easier. Some distress, is however, apprehended, and orders have been issued for test works to be opened and charitable relief to be given where necessary. Of the other districts in the Chota Nagpur Division, Manbhum and Palamau give cause for anxiety, and as a means of relief, the reserved and protected forests in the Bhota Nagpur Division, and also in the Sonthal Parganas and in Puri and Angul, have been thrown open to the public to collect mahua and other edible forest produce free of charge.

18. The tabular statements required under Section 29 of the Code are herewith submitted.

A map of the affected areas in the Patna Division is also annexed.

I have, &c.

M. FINUCANE,

Secretary to the Government of Bengal.

Monthly Famine STATEMENT A. for the four weeks ending Saturday evening, the 28th November 1896.

DISTRICT.	Area of the District.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Area in Column 4.	NUMBERS ON RELIEF WORKS ON LAST DAY OF MONTH.					Numbers on Gratuitous Relief.	PRICES OF PRINCIPAL FOOD-GRAINS.						MONTHLY DEATH-RATE.		Deaths to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Common Rice.	Wheat.	Barley.	Maize.	Gram.	Marua.	In the District.	In the Affected Area.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.
Patna Division.	Sq. miles.		Sq. miles.								Srs. ch.	Srs. ch.	Srs. ch.	Srs. ch.	Srs. ch.	Srs. ch.			
Patna	2,082	1,772	229	420	49	–	–	–	49	–	8½ to 11 –	–	–	11½ to 14 –	10 to 12 8	–	2·41	2·85	Nil.
Shahabad	1,301	2,063	400	115	479	441	–	–	920	–	8 8	–	–	–	–	–	Not known	–	–
Saran	2,651	2,466	766	665	24	14	–	–	38	17	9 6	–	–	12 –	–	13 10	2·4	2·73	Nil.
Muzaffarpur	3,005	2,712	1,851	1,660	6	–	–	–	6	–	8 8	–	–	12 8	–	15 8	2·68	2·68	Nil.
Champaran	3,531	1,860	570	271	620	1,639	61	85	2,405	–	9 –	9 –	9 8	12 –	11 8	–	2·91	2·95	Nil.
Darbhanga	3,335	2,801	2,044	1,720	287	–	–	–	287	12	10 –	–	–	13 –	–	15 –	2·01	1·92	Nil.
TOTAL	15,905	13,674	5,860	4,851	1,465	2,094	61	85	3,705	29	–	–	–	–	–	–	–	–	–

N.B.—The statement for Gaya is blank.

Monthly Famine STATEMENT B. for the four weeks ending Saturday evening, the 28th November 1896.

DISTRICT.	Maximum number for whom Employment on Relief Works is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.		Number for whom Relief can be provided by Works remaining on Programme on date of Report.		Expenditure since 1st April 1896.			Advances since 1st April 1896 up to end of the month under		Revenue Suspended.
		On Large Works.	On Small Works.	On Large Works.	On Small Works.	Date up to which Account is made up.	On Relief Works.	On Gratuitous Relief.	Land Improvement Loans Act.	Agriculturists Loans Acts.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
Patna Division.		For 90 days.	For 90 days.	For 90 days.	For 90 days.		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Patna	177,080	3,240	15,123	3,240	15,123	30th November 1896	638 11 –	–	–	–	–
Shahabad	39,609	28,081	11,528	28,081	Not reported.	28th „ „	1,988 2 –	Not known.	3,150 – –	14,874 – –	Nil.
Saran	32,290	42,891	7,677	42,091	7,351	28th „ „	22 5 9	5 9 2	2,154 4 –	18,712 4 –	Nil.
Muzaffarpur	86,086	7,159	79,761	7,159	79,761	Accounts not yet made up.	about 125 – –	–	300 – –	3,238 – –	Nil.
Champaran	250,000*	41,315*	140,054	41,315*	139,407	28th November 1896	2,262 5 8	Nil.	Nil.	3,273 – –	Nil.
Darbhanga	351,964	138,478	213,486	138,478	213,398	28th „ „	537 5 9	3 10 –	Nil.	Nil.	Nil.
TOTAL	936,979	261,164	467,629	260,364	–		5,573 14 2	9 3 2	5,604 4 –	40,097 4 –	–

N.B.—The statement for Gaya is blank. * Including railways.

Agriculture—No. 118 Fam. Calcutta, January 15, 1897.

From M. FINUCANE, Esq., Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

In continuation of this office letters, No. 5259 Agri., dated 16th December 1896, and No. 5552 Agri., dated the 30th December 1896, I am directed to submit herewith a copy of a report from the Commissioner of the Patna Division, No. 13 G., dated the 5th—6th January 1897, with enclosures, and statements A. and B., required by Section 29 of the Bengal Famine Code, containing information regarding famine and relief operations during the four weeks ending 26th December 1896 in the districts of the Patna Division, together with the following remarks on the present position of affairs in that division. I am also directed to append, in paragraphs 11 to 15 below, a brief statement of the prospects in other divisions.

2. *The Recent Rainfall and its Effects.*—As the Government of India are aware, rain fell in all the districts of the Patna Division between 25th December and 1st January. The following statement shows the rainfall during the period at each head-quarters and subdivisional station :—

Patna	-	Bankipore	-	·23	Saran	Chapra	·21
		Barh	-	·22		Siwan	·41
		Bihar	-	·30		Gopalganj	·79
		Dinapore	-	·15	Champaran	Motihari	·14
Gaya	-	Gaya	-	·51		Bettiah	·33
		Jahanabad	-	·15	Muzaffarpur	Muzaffarpur	·22
		Aurangabad	-	·51		Sitamarhi	·73
		Nawada	-	·41		Hajipur	·17
Shahabad	-	Arrah	-	·23	Darbhanga	Darbhanga	·09
		Buxar	-	·37		Madhubani	·23
		Sasaram	-	·36		Samastipur	·29
		Bhabhua	-	·35			

The rain fell in those light and broken showers which are especially beneficial to rabi crops, and, as a consequence, the Commissioner is able to repeat with greater confidence his estimate of the outturn of these crops, which was reproduced in paragraph 3 of my letter of the 16th December, and which was based on the hope of a normal winter rainfall such as has now commenced and may be hoped to continue. That estimate is repeated below* for facility of reference. The rainfall has not, however, had the effect of lowering the prices of food-grans. These are on the whole stationary, but in Saran, Muzaffarpur, and now in Champaran the price of maize has risen and approximates closely to that of rice. It is consequently impossible to reduce, but has rather been found necessary to increase, the estimates of areas likely to be affected by distress. These tracts depend for the most part upon the rice crop, and for that the recent rain was of course much too late to be of any benefit. It may be said, in short, that prospects in the division are generally unchanged since the submission of the last monthly report, but that the timely rainfall has tended to confirm the previous forecast of the rabi crop.

3. *Estimates of Areas and Population Affected.—Patna District.*—The area of 229 square miles, with a population of 420,092, which was reported as affected by distress in paragraph 5 of my letter of 16th December, must still be so regarded. Four test works were open in this tract during the last week of the period now under report.

Shahabad District.—In paragraph 4 of my letter of 15th December it was stated that the rainfall of November might possibly be found to have removed from the fear of distress an area in the Bhabhua subdivision of Shahabad, which was then being visited by Mr. Bourdillon; this area of 400 miles, with an estimated population of 115,000, was however, included in Famine Statement A. for November. This area and population have again been included in the statement now submitted; but only one relief work was open in the tract on the last day of the period under report, with 795 labourers, and it is clear that the demand for work there is not now urgent.

* Patna, 16 annas; Gaya, 16 annas; Shahabad, 16 annas; Muzaffarpur, 10 annas; Champaran, 8 annas; Saran, 8 annas; Darbhanga, 8 annas.

Saran District.—In paragraph 6 of my letter of 15th December, the affected area in Saran was estimated to be 766 square miles, with a population of 665,830. Mr. Earle, the collector, and Mr. Bourdillon, the Commissioner, have now raised their estimate to an area of 880 square miles, with a population of 779,705. The increase in area is due chiefly to the inclusion of certain scattered rice-producing tracts in the Sadar subdivision, but the present estimate is only provisional, pending the completion of a detailed scarcity map which is being prepared by the Settlement Department, and as such the Lieutenant Governor has accepted it.

Champaran District.—This district continues to be the most seriously affected of all. In paragraph 7 of my letter of 15th December it was reported that three tracts (Ramnagar, Araraj, and Madhuban), with an area of 570 miles and a population of 271,415, required immediate relief; and an area of 2,022 square miles, practically the whole remainder of the district, was placed in the "less seriously affected" class. The local officers now estimate the area immediately affected at 1,242 square miles, with a population of 729,120; and the Lieutenant Governor is compelled to accept that estimate. This area is more than one-third the total area of the district, and is of the same general description as the three tracts in which serious distress first appeared; it is divisible into three well-defined portions, each of which has one of the three tracts above mentioned for its centre.

Muzaffarpur and Darbhanga Districts.—The estimates of area likely to be affected in these districts have not been changed since the previous month.

A revised famine map of the division is annexed.

4. *Relief Works in the Four Northern Districts.*—During the last week of the period under report there was a great and sudden increase in the numbers employed on relief works in the districts of Champaran and Darbhanga, with the result that the arrangements for the maintenance of discipline were to some extent thrown out of gear, and that the tasks exacted were consequently insufficient. Maximum and minimum wages are being paid, which are calculated in accordance with Section 104 of the Famine Code upon the prices of food-grains shown in columns 12 to 16 of Famine Statement A. hereto annexed. When the people flock in crowds to relief works there must inevitably be some confusion at first; but every effort has been made to restore discipline, and Sir Alexander Mackenzie understands that this end has now been generally attained. The Lieutenant Governor has, in my letter No. 75 Agri., dated 12th January 1897, of which I am directed to submit a copy herewith, passed orders which he trusts will secure that sufficient and, as far as possible, uniform tasks will be exacted in all the affected districts, and that the provisions of the Famine Code will be strictly adhered to in all respects. Tables of tasks prepared by the Honourable Mr. J. G. H. Glass, C.I.E., Chief Engineer to this Government, have recently been circulated. His Honour has also, in the letter of the 12th January, accepted the view of the Commissioner and collector, that, having regard to the peculiar circumstances of Saran—its dense population and the very large proportion of its adult males who are absent at work in other districts—the programme of relief should there be: first, poorhouses; secondly, charitable relief; and thirdly, large central relief works.

The number of relief works open in the four districts at the close of the period was 56, and on the 2nd January, 84; they consisted mostly of road-making and the excavation of tanks.

The mapping-out of relief charges and circles has been completed in Champaran and Darbhanga, and practically completed in Saran and Muzaffarpur. The collectors of the two former districts have had some difficulty in securing circle officers of the proper stamp.

5. *Private Relief Works.*—Private relief works were established on a large scale and at their own cost by leading indigo planters and by the Bettiah Raj in Champaran, as was reported in paragraph 7 of my letter of 16th December. A daily average of 9,165 persons was relieved at these works during the second fortnight of December. These works, which were opened temporarily in order to provide for the immediate necessities of the people, are now being replaced by works carried on at the public expense; but Government is under an obligation to the gentlemen who came forward to fill the gap before its own arrangements could be completed. In Darbhanga district relief works have been opened by the Maharaja, but returns are not yet available. In Saran the Hutwa Raj (now under the Court of Wards) has opened six works, and a few small works have been opened by zamindars in this district and in Muzaffarpur.

6. *Poorhouses and Village Relief.*—No Government poorhouses were working during the period under report, but some have been opened since its close, and more are being actively organised. They are especially needed in Saran, as has above been observed. Private poorhouses have been opened in a few places. Measures are being organised for the provision of work to artisans and women in their own homes.

7. *Charitable Relief.*—Gratuitous relief was, at the close of the period under report, being distributed to 5,214 male units in three districts of Saran, Champaran, and Darbhanga. In Darbhanga the average daily number of persons in receipt of charitable relief was 61·08 per cent. of the average daily number on relief works, and the Lieutenant Governor sees reason to fear that in that district gratuitous relief may have been given on too large a scale. The matter is being inquired into. A further contribution of Rs. 4,000 (in addition to Rs. 30,000 already sent) has been received from the Bengal Distress Relief Fund, and a sum of Rs. 500 from Syud Huzoor Meerza of Murshidabad. These sums have been sent to the Commissioner of Patna for distribution in charitable relief.

8. *Physical Condition of the People.*—No deaths from starvation are reported, and the distress has not as yet had the effect of increasing the death rate anywhere. The mortuary returns for the month of November represent the state of things usual at that season of the year. It is thought, however, that the very poor classes begin to show signs of deterioration, and this opinion is to some degree supported by the slightly inferior condition of prisoners admitted to the jails at Motihari and Darbhanga.

9. *Loans.*—Advances both for agricultural improvements (permanent as well as temporary) and for the purchase of rabi seed have been freely given in Saran and Champaran, but the returns are incomplete. The Lieutenant Governor has recently, with the sanction of the Government of India, conveyed in Mr. Ibbetson's No. $\frac{6F}{45-14}$, dated 22nd December 1896, issued orders relaxing for the distressed tracts the conditions upon which loans are granted under the Land Improvement Loans Act.

10. *Food Stocks and Importation of Grain.*—The general balance of the food-grains traffic in the division is now on the side of imports, which, during the fortnight ending 26th December, for the first time exceeded the exports (by 28,775 maunds). In the previous fortnight the exports exceeded the imports by 72,054 maunds. These figures are, unfortunately, it must be noted, incomplete even as regards the rail-borne trade. Sir Alexander Mackenzie has already, in my letter, No. 25 Fam., dated the 7th January 1897, placed before the Government of India his apprehension that the stocks of food in remote areas, such as the Ramnagar tract in north-east Champaran, may not be sufficient to support the population. His Honour is satisfied that the Commissioner and district officers are alive to the necessity for the most careful watching of the movements of food grains, and has, in my letters, No. 76 Agri., dated 31st December 1896, and No. 75 Agri., dated 12th January 1897, drawn their attention to the provisions of Section 35 of the Bengal Famine Code, under which they have power to appoint contractors for the supply of grain for gratuitous charitable relief, and to the orders of the Government of India, conveyed in paragraph 8 of their letter, No. 104 F., dated 4th January 1897, in which it is indicated that contractors may be similarly employed for the supply of grain on relief works in areas in which private trade may fail to do so, on the principle enunciated by the Famine Commissioners in paragraph 159 of their Report.

The following paragraphs deal with the other divisions:—

11. *Orissa Division.*—Except as regards Angul, no further communication has been received from the Commissioner of the Orissa Division since the date of the last Report of this Government; but information received from officers of the Settlement Department and other sources goes to show that the situation has not yet undergone any change for the worse. In Angul, which has been recently visited by the Commissioner, Mr. R. C. Dutt, the local stocks of food grains are considered sufficient for the requirements of the people. Exports are, however, still going on, and may cause some deficit and consequent distress among the landless classes, who, happily, do not number more than 20,000 in this part of Orissa. The Commissioner sees no reason to apprehend anything more serious than some slight pinch among these classes in April, May, and June next.

12. *Rajshahi, Chittagong, and Dacca Divisions.*—In the Rajshahi Division Rajshahi and Pabna are still the only two districts where distress requiring relief measures is considered likely to appear. In Pabna loans are being given under the Land Improve-

ment and Agriculturists' Loans Acts, and a grant of Rs. 10,000 has recently been made for this purpose. The worst tract in the district of Rajshahi is the Gangetic tract, consisting of *deara* lands bordering on the rivers Padma and Burrul. The total area is about 700 square miles, with a population of about 500,000 persons. The outturn of the winter rice crop in this area has not been more than 4 annas, but the inhabitants are, fortunately, somewhat above the average of Bengal in wealth, and during a recent visit paid by him to this tract the Commissioner observed that they were greatly and really alarmed, but that the signs of actual suffering were few. Distress may also appear in parts of another tract called the Barind, with a total area of about 500 square miles, the soil of which is stiff red clay, and where the outturn of the winter rice crop has been from 6 to 8 annas. No actual relief measures, beyond the grant of loans, were found necessary in any part of the district of Rajshahi during December 1896, but the collector intends starting relief works about the middle of the present month.

No change in the position, as regards the Dacca and Chittagong Divisions, has come to the notice of this Government.

13. *Presidency Division.*—The tracts mentioned in paragraph 15 of my last report, in the district of Khulna and Nadia, have recently been visited by Mr. B. C. Basu, Assistant to the Director of Land Records and Agriculture, who was specially deputed by Government to make careful inquiries as to the outturn of the crops and the condition of the people. This officer's reports, and those received from the local officers, leave no room for doubt that a part of the population of these tracts is really in distress. The Commissioner and the collectors have not yet submitted reports and statements under Part II. of the Famine Code, but these have now been called for. In the Satkhira subdivision of Khulna the re-excavation of two khals has been taken in hand by the Public Works Department, in order to afford employment to the needy, and the district board has opened works of its own. Measures have been taken for the distribution of gratuitous relief, and to ensure effective administration of famine relief, Mr. C. A. Bell, I.C.S., has been placed in charge of the Satkhira subdivision, and has been directed to give his entire attention to this work. In the Nadia district the affected area is confined to the north-west portion of the district bordering on Murshidabad. Loans are being given freely, and works have been open for some time, on which the number of labourers is rapidly rising. In Jessore the only tract in which relief is immediately needed is the north-east part of the Magura subdivision. Mr. B. C. Basu will soon visit the tract, and the local officers have been called upon to submit full reports, as required by the Famine Code.

14. *Bhagalpur Division.*—No distress has yet made its appearance in any part of the Bhagalpur Division, but there may be partial distress later on in all the districts of the division. Purnea, Malda, and Monghyr will, it is believed by the local officers, be able to meet their requirements from their own local funds. In parts of the district of Bhagalpur, and in the Sonthal Parganas, it is reported that there is likelihood of more widespread distress, which will require Government aid.

15. *Chota Nagpur Division.*—It has just been reported to this Government by the Commissioner of the Chota Nagpur Division that there is no reason for any apprehension in regard to the three districts of Singhbhum, Manbhum, and Lohardaga. The districts of Hazaribagh and Palamau are still giving cause for anxiety, although in Hazaribagh some test relief works which were opened failed to attract labourers, and have for the present been closed. In Palamau some relief works recently opened are not now attended by any considerable numbers.

I have, &c.
M. FINUCANE,
Secretary to the Government of Bengal.

96180.

FAMINE STATEMENT A, for the Four Weeks ending Saturday, December 26, 1896.

DISTRICT.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Area in Column 4.	Numbers on Relief Works on Last Day of the Month.					Numbers on Gratuitous Relief.	Prices of Principal Food Grains.						Monthly Death Rate.		Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Indian Corn.	Gram.	Wheat.	Khesari.	Marua.	In the District.	In the Affected Area.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.
	Sq. mls.		Sq. mls.								Seers.	Seers.	Seers.		Seers.				
Patna	2,082	1,772	229	420	311	–	–	–	311	–	8½ to 12	11 to 13½	10 to 12	–	–	–	2·11	2·34	Nil.
Shahabad	1,301	2,063	400	115	610	185	–	–	795	–	9	–	–	–	12½	–	1·88	1·87	Nil.
											S. ch.	S. ch.	S. ch.	S. ch.		S. Ch.			
Saran	2,651	2,466	880	779	613	959	636	225	2,433	2,093	9 11	10 8	–	–	–	13 11	2·65	2·56	Nil.
Champaran	3,531	1,860	1,242	729	4,044	27,072	2,597	1,899	*39,796	1,395	9 4	10 13	11 2	9 0	–	–	3·22	3·60	Nil.
Muzaffarpur	3,005	2,712	1,851	1,660	1,277	–	–	–	1,277	–	9 0	11 0	–	–	–	–	2·59	2·59	Nil.
Darbhanga	3,335	2,801	2,044	1,720	17,253	–	–	–	17,253	4,312	9 0	10 10⅔	–	–	–	13 5½	2·2	2·1	Nil.
TOTAL	15,905	13,674	6,646	5,423	24,108	28,816	3,233	2,124	61,865	7,800	–	–	–	–	–	–	–	–	–

* This total includes 3,584 persons not classified as required for columns 6 to 9 in the returns.

FAMINE STATEMENT B, for the Four Weeks ending Saturday, December 26, 1896.

DISTRICT.	Maximum Number for whom Employment on Relief Works is estimated to be required in case of Serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.		Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since 1st April 1896.			Advances since 1st April 1896 up to end of the Month, under		Revenue Suspended.
		On Large Works.	On Small Works.	On Large Works.	On Small Works.	Date up to which Account is made up.	On Relief Works.	On Gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
	(1)	For 90 days.	For 90 days.	(2) For 90 days.	For 90 days.		Rs. A. P.	Rs. A. P.	Rs.	Rs.	
Patna		2,082	15,123	2,082	15,123	26th December 1896	‡947 6 –	—	—	—	Nil.
Shahabad		28,081	11,528	28,081	10,849	26th „ „	3,482 6 7	146 8 6	5,170	20,129	Nil.
Saran		42,891	7,677	42,891	7,387	26th „ „	1,550 15 3	308 13 7	2,100	28,397	Nil.
Champaran		41,315	1,40,054	41,315	1,38,816	26th „ „	23,922 11 4	2630 5 2	300	26,442	Nil.
Muzaffarpur		7,159	79,761	7,159	79,685	Accounts not yet made up	—	—	900	8,358	Nil.
Darbhanga		1,38,478	2,13,486	1,38,478	2,12,503	26th December 1896	6,119 6 6	783 1 6	—	—	Nil.
TOTAL		2,60,006	4,67,629	2,60,006	4,64,363	—	36,022 13 8	2,062 7 9	8,470	83,326	—

† These figures are incomplete. ‡ Spent on test works other than those entered in the Programme. (1) The numbers are being examined and revised. (2) The numbers in this column are being revised.

PUNJAB.

DIARY No. 38 F.

No. 192. Dated Lahore, December 22, 1896.

From M. W. FENTON, ESQ., REVENUE SECRETARY TO THE GOVERNMENT OF THE PUNJAB, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

IN continuation of my letter No. 5, dated the 19th November 1896, I am directed to submit, for the information of the Government of India, the monthly Famine Report of the Punjab, for the month of November 1896.

2. IMPERIAL Monthly Famine Statement A, for the Four Weeks ending Saturday Evening, November 28, 1896.

[To be submitted to the Government of India within the first half of the next Month.]

DISTRICT.	Area.	Population, in Thousands.	Affected Area.	Estimated Population, in Thousands, of Column 4.	Numbers on Relief Works on Last Day of Month.						Numbers on Gratuitous Relief.	Price of One or More Principal Food-Grains in Seers per Rupee			Monthly Death-rate of District.		Deaths directly Due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Working Children.	Total.					Normal of Month.	Actual of Month.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.
	Sq. mls.		Sq. mls.														
Gujrat -	1,887	760	562	155	3,223	2,316	-	329	884	6,752	3,290	7½	8½	9	49	22	Nil
Hissar -	5,217	776	3,763	544	391	71	1,063	-	469	1,994	Nil	-	7½	8½	*See* foot-note No. 53, and note on back of statement.		Nil
Karnal -	2,600	683	623	241	63	496	67	20	252	898	31	-	7½	8½	Ditto - -		Nil

Notes.—This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.
Non-working adult dependants and non-working children should be shown in Column 12.
If particulars to fill Columns 16 and 17 cannot conveniently be submitted for the month under report in the first half of the month following, these columns may be left blank, the figures for the previous month being given on the back of the statement.

REMARKS to accompany Famine Statement A., for Month ending November 28, 1896.

On this page should be recorded, very briefly, information as to private relief, village and poorhouse relief, general character of relief works, physical condition of people, food-stocks, importation of grain, general condition and prospects of affected area, changes in rates of wages, and other matters which will not delay the despatch of the statement beyond the 15th of the following month.

It should be noted to what extent any increase in the actual above the normal death-rate is due directly or indirectly to famine.

Gujrat District.

1. It has not been considered necessary as yet to start village and poorhouse relief.

2. Gratuitous relief to the old and infirm is given under Section 140 A. of the Code.

3 The relief works consist entirely of earthwork.

4. One road will be finished on the 2nd December, and three other roads will be finished, save the final dressing, about the same date.

5. Physical condition of relief labourers good, and of the people generally fair, distress being chiefly amongst the poorest classes.

6. Grain is imported in sufficient quantities.

7. No change in the rate of wages has been considered necessary. Grain rates have remained practically stationary.

8. Two slight showers of rain fell on successive days during the last week of November. Fall insufficient for agricultural purposes.

Hissar District.

1. Poorhouses have not yet been opened, nor has the gratuitous relief statement been begun.

2. For some of the larger towns a few of the richer classes distribute grain daily, but no system is observed, and the deserving do not always get relief. Deputy Commissioner has drawn up orders on the subject.

3. Several tanks have been enlarged and repaired, but the supervision was necessarily not very effective.

4. Work on the Ghaggar Canals has been started from the 3rd December.

5. The physical condition of the people is tolerably good, and no deaths from starvation have been reported.

6. The grain stocks are insufficient, and there are considerable importations.

7. The poorer classes are depressed, and are feeling the effects of want.
There is very little fodder, and the cattle are in poor condition in the affected tracts.
Prices are stationary.

Karnal District.

1. *Private Relief.*—None during the month, nor was any relief given in villages. No poorhouses were opened during the month.

2. In the beginning of October 1896 three test works were opened, but as they attracted a large number of persons, it was considered necessary to close them and start a regular famine work; and in the early part of November 1896 the raising and improving of the Karnal-Asand Road was opened. Persons of all classses from the surrounding villages, mostly of the menial class, as also a few from the Hissar and Bikanir tracts, came to the work.

3. The health and condition of the people has been good.

4. The stock of wheat and grain is not much, but is still sufficient in large and insufficient in small villages, especially in the small villages of the Karnal and Kaithal Tahsils. Agriculturists who have no canal or well crops find difficulty in obtaining grain even on loan.

5. There was little or no import or export of grain during the month.

6. Agricultural prospects are very gloomy, except in certain irrigated tracts of the affected portion of the district.
The outturn of the present kharif has been only average on irrigated, but poor on unirrigated areas.
As regards the next rabi, the total area sown is much below the normal. Cattle are suffering greatly for want of fodder, especially in the Nardak; and a large number of them have consequently left the district.

7. No deaths directly or indirectly due to famine have been reported during the month.

MONTHLY Death-rate for October.

	Normal.	*Actual.*
Hissar District - - - - - - -	34	28
Karnal „ - - - - - - -	52	27

3.—IMPERIAL FAMINE STATEMENT B, for Four Weeks ending Saturday Evening, November 28, 1896.

[To be submitted to the Government of India within the first half of the next Month.]

District.	Maximum Number for whom Relief is Estimated to be Required in case of serious Famine.	Number for whom Relief was provided in Last Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.*		Expenditure since April 1st, 18 . †			Advances since April 1st up to end of Month, under		Revenue Suspended.
		Date of Gazette.	On Large Works.	Others.	On Large Works.	Others.	Date up to which Account is made up.	Rupees, omitting 000's. On Relief Works.	Rupees, omitting 000's. On Gratuitous Relief.	Land Improvement Act. Rupees, omitting 000's.	Agricultural Loans Act. Rupees, omitting 000's.	Rupees, omitting 000's.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Gujrat - -	16,800	Last programme submitted with Punjab Government letter, No. 364 S., dated 10th September 1896.	—	6,000	1,500	800	28 Nov. 1896	35·8	4·9	1	29	39
								No expenditure during 1895–96.				
Hissar - -	6,000	- ditto - -	8,000	12,000	5,609	4,339	- ditto -	5	Nil.	·3	6·2	13
								No expenditure during 1895–96.		Foot-note. 1895–96 Nil.	1895–96 Nil.	
Karnal - -	8,500	- ditto - -	6,500	10,000	7,052	12,708	- ditto -	5	Nil.	Nil.	18	—
								No expenditure during 1895–96.		Foot-note. 1895–96 3·2	1895–96 4·6	22

Note.—This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

* Some relief works will have been more or less exhausted since the programme last prepared, and others will have been provided for entry in the programme next to be prepared. The net result should be shown in Columns 6 and 7.

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

Columns 9 to 12.—In a foot-note state the total expenditure under these columns that has been incurred and the advances that have been made during the financial year previous to that to which this statement belongs.

BURMA.

Diary No. 4199.

No. 509-1 S.—14. Dated Rangoon, December 11, 1896.

From F. C. GATES, Esq., Revenue Secretary to the Chief Commissioner of Burma, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

In continuation of this office letter No. 400-1 S.—9, dated the 13th November 1896, I am directed to submit in original, for the information of the Government of India, letter No. 314-1 S.—14, dated the 10th December 1896, with enclosures, from the Financial Commissioner, containing the report on the scarcity-affected districts of Upper Burma for the month of November 1896.

No. 314-1 S.—14. Dated Rangoon, December 10, 1896.

From J. W. THOMPSON, Esq., Secretary to the Financial Commissioner, Burma, to the REVENUE SECRETARY TO THE CHIEF COMMISSIONER OF BURMA.

In continuation of this office letter No. 360-1 S.—14, dated 11th November 1896, I am directed to send herewith returns in forms Appendices VI. and VII. Burma Famine Code, for Upper Burma for the period of four weeks, ending Saturday evening, the 28th November 1896.

During the month the provisions of the Famine Code were extended to the whole of the Meiktila District and to the Pagan township of the Myingyan District. The areas shown as affected in Column 4 of Appendix VI. have, in the case of Meiktila and Yamethin, been largely increased, but as yet no maps have been received from the Deputy Commissioners; these have been called for and will be forwarded on receipt. It may be said roughly that the whole of the Meiktila District and the whole of the Yamethin Sub-division of the Yamethin District are affected. A map showing the area seriously affected in Myingyan is sent herewith. The district relief works in Yamethin and Myingyan were closed during the first week in the month, and during the rest of the month the earthwork on the Meiktila-Myingyan Railway was the only relief work in progress.

This work has been divided into four sections, two under the control of the Deputy Commissioner, Meiktila, and two under the Deputy Commissioner, Myingyan. Relief workers from the Yamethin District are drafted on to the relief work under the superintendence of the Deputy Commissioner, Yamethin. During the month under review, practically no rain has been received in any of the three districts, with the result that the pyaung and late sessamum crops are practically total failures, and paddy also will be a very poor crop. It will be observed that the numbers on relief works have increased very largely, notwithstanding the very extensive emigration to Lower Burma which has been and is still taking place. All hope of winter crops has now been abandoned, and in the next few weeks it is probable that the maximum number who are likely to require relief will come on to the relief works, and, as far as can be seen, they will have to be provided with work till at all events next July, and possibly longer if the rains of 1897 are late or unfavourable.

2. The Chief Commissioner has been kept regularly informed of the progress of relief operations in this office letters noted below,* and in amplification of these I am now only to make the following brief remarks, district by district:—

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* No. 625-1 S.—13, dated 21st November 1896. No. 713-1 S.—13, dated 25th November 1896.
No. 82-1 S.—13, dated 3rd December 1896. No. 157-1 S.—13, dated 7th December 1896.

Meiktila.—Large numbers have come on to the relief work from all the four townships in the district. Gratuitous relief was distributed by the Wundwin Myoôk in his township. In the other townships a systematic distribution was not instituted during the month owing to the local officers being engaged on the relief works, but this will be arranged during the present month. The health of the relief workers was good, the camps were regularly inspected by the Civil Surgeon, Meiktila, and the sanitary arrangements and the supply of drinking water put on a proper footing. A hospital and two hospital assistants have been provided. The supply of food imported from Lower Burma was ample. The price of rice at the relief work was 4½ annas per Government *pyi* * and wages were paid as fixed for this rate in Appendix XIV., Famine Code. During the earlier part of the month some difficulty was experienced regarding the supply of tools for workers, but this was promptly remedied.

Myingyan.—No regular private relief has been organised. Village relief was given by the Taungtha Myoôk in his township. In the Pagan township the Township Officer has not yet begun the work of actual distribution. The two sections of the railway relief work in this district are each in charge of an engineer officer. The health of the relief workers is good. Sanitary and other arrangements for the health and comfort of the workers are satisfactory.

Pigya is still procurable locally, but its price has risen largely; ample supplies of rice, however, are being imported from Lower Burma. The price of rice on the Kyaukchaw section of the relief work is 4½ annas, and on the Sunlun section 4 annas (per Government *pyi*), and wages have been paid in accordance with these rates. Large numbers of plough-cattle have been taken for sale by emigrants to Lower Burma. Extensive emigration has taken place from all parts of the district except Salé, the inhabitants of which have found employment in the Minbu and Magwe oil-fields.

Yamethin.—There is now no relief work in this district. Extensive emigration to Lower Burma is taking place. Considerable numbers of relief workers have been drafted to the Meiktila relief works. The health of the people remains good, and ample stocks of food are procurable on payment.

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* 1-16th of 9-gallon basket.

APPENDIX VI.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, the 28th November 1896. (*Vide* Section 43 of Code.)

DISTRICT.	Area.	Population.	Affected Area.	Estimated Population of Column 4.	Numbers on Relief Works on last Saturday of Month.					Numbers on gratuitous Relief.	Price of one or more Principal Food-grains in Seers per Rupee.			Monthly Death-rate.	Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	—	—		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
	Sq. Miles.	No.	Sq. Miles.	No.							Seers. Ch.	Seers. Ch. Maize.	Seers. Ch. Peas.	Per Mille.	
Meiktila - - - -	3,000	207,000	1,200	70,000	—	12,616	—	—	12,616	63	8 6	17 2	14 7	1	*Nil.*
Yamethin - - -	5,467	208,003	909	96,025	—	—	—	—	—	—	9 6	—	—	—	*Nil.*
												Jowar.			
Myingyan - - -	2,774	352,037	495	46,046	253	6,676	—	13	6,942	1,116	8 7	11 7	15 9	2·2	*Nil.*

(A remarks page should be added to the statement.)

On this page should be recorded, very briefly, information as to private relief, village relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food-stocks, importation of grain, general condition and prospects of affected area, changes in rates of wages, any observations which it may be necessary to make respecting the extent to which the increase in mortality is due directly or indirectly to famine, and other matters which will not delay the despatch of the statement beyond the 15th of the following month. If the particulars regarding mortality cannot be submitted with Appendix VI., a separate mortality statement referring to the month previous to that dealt with in Appendix VI. should be submitted.

APPENDIX VII.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, the 28th November 1896. (*Vide* Section 43 of Code.)

DISTRICT.	Maximum Number for whom Relief is Estimated to be Required in Case of Serious Famine.	Number for whom Relief was Provided in last Programme of Relief Works.			Number for whom Relief can be Provided by Works Remaining on Programme on Date of Report.*		Expenditure since April 1st 189 .†			Advances since April 1st up to End of Month under		Revenue Suspended.
		Date of last Programme.	On Large Works.	Others.	On Large Works.	Others.	Date up to which Account is made up.	Rupees.		Land Improvement Act.	Agricultural Loans Act.	
								On Relief Works.	On Gratuitous Relief.			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
										Thousand Rupees.	Thousand Rupees.	Thousand Rupees.
								R A. P.	R A. P.			
Meiktila - - - -	20,000	—	17,772	3,100	18,466	3,100	28th Nov. 1896.	28,956 12 7	122 6 0	- *Nil* -	42	*Nil.*
Yamethin - - - -	20,000	26th Oct. 1896.	10,518	4,521	10,517	4,518	28th Nov. 1896.	3,853 15 8	—	- *Nil* -	25	*Nil.*
Myingyan - - - -	10,000	1st Sept. 1896.	13,416	7,966	12,793	7,966	28th Nov. 1896.	19,835 8 6	98 15 2	- *Nil* -	20	*Nil.*

* Some relief works will have been more or less exhausted since the last programme was drawn up, and others will have been provided for entry in the programme next to be prepared; the net result should be shown in Columns 6 and 7.

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

Revenue Department, No. 110–1 S 2. Dated Rangoon, January 8, 1897.

From the REVENUE SECRETARY TO THE CHIEF COMMISSIONER to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to submit herewith the general report regarding the districts to which the Famine Code has been applied, as required by Section 51 of the Famine Code. The first four paragraphs give an account of the economic condition of the affected tracts. The rest of the report deals with various matters, such as migration, remission of revenue, &c., which appear to call for notice.

2. The Code has been applied to the whole of the Meiktila district, to the Yamèthin subdivision of the Yamèthin district, and to the Taungtha, Pagan, and Myingyan townships of the Myingyan district. I am to give below a brief description of each district, with a brief history of it from an agricultural and statistical point of view for the last eight years.

3. *Myingyan.*—The Myingyan district has a total area of 3,737 square miles, with a population, as ascertained at the 1891 census, of 351,411. It is situated on the east bank of the Irrawaddy river, between latitude 20° N. and 22° N. The district consists generally of undulating country, the only mountain being Popa. The uncultivated portion of the district consists of stony uplands with poor laterite soil. There are no forests in the district and no perennial streams.

The statement given below shows the rainfall during the period 1888 to 1896:—

January to May.	June to September.	October to December.	Total.	YEAR.
3·81	17·08	4·83	25·72	1888
·87	23·76	3·47	28·10	1889
5·68	9·99	4·45	20·12	1890
1·34	13·22	6·59	21·15	1891
3·27	15·15	4·69	23·11	1892
4·30	18·00	9·01	31·31	1893
8·19	13·76	5·17	27·12	1894
6·03	10·38	3·10	19·51	1895
1·55	17·60	*3·68	22·83	1896

* Up to 26th December.

Practically the whole district depends on rainfall for its crops, and in the "Analysis of districts with reference to security against famine" 183 villages, with a gross area of 934 square miles, are classed as secure in ordinary years, while 688 villages, with a gross area of 2,803 square miles, are classed as insecure.

The crops principally grown are, on the lowlands paddy, and on the uplands cotton, sessamum, jowar, maize, and bajra. Along the river bank there is a considerable area of land which is usually flooded; this produces in favourable years excellent crops of rice, peas, sessamum, and gram. The district is noted for its cotton, and there are a large number of cotton-ginning factories owned by Burmese and Chinese, at which considerable numbers of women are employed. The district is excellently situated for receiving food supplies, as the steamers of the Irrawaddy Flotilla Company call at Myingyan almost daily, and all parts of it are traversed by cart tracks which communicate with the railway at Meiktila.

The statements given below show—

(i.) The area under each of the principal crops ;

(ii.) The collections on account of *thathameda ;*

(iii.) The collections on account of State land rent during each of the years 1888–89 to 1895–96.

Year.	Rice.	Jowar.	Bajra.	Maize.	Sessamum.	Cotton.	Others.	Total Area.
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
1888–89 - -	58,803	—	—	—	36,543	52,592	294,869	442,807
1889–90 - -	60,003	—	—	—	37,043	74,085	278,321	449,452
1890–91 - -	48,772	—	—	—	61,954	75,849	153,559	340,134
1891–92 - -	36,776	158,143	57,369	63,897	42,933	28,233	66,943	454,294
1892–93 - -	70,797	121,260	20,344	20,908	14,631	48,531	153,735	450,206
1893–94 - -	70,000	150,000	10,000	15,000	68,000	48,000	39,000	400,000
1894–95 - -	70,000	150,000	10,000	15,000	68,000	48,000	101,500	462,500
1895–96 - -	68,371	130,000	6,330	14,000	53,000	44,000	90,400	406,101
Total - -	483,522	709,403	104,043	128,805	382,104	419,290	1,178,327	3,405,494

With regard to these figures it is necessary to observe that they can only be taken as roughly approximate, as the district has not yet been cadastrally surveyed and there is no Land Records agency. The only areas which are known with fair accuracy are those of the islands and alluvial lands, which are measured annually.

Actual Collections on account of the *Thathameda* and State Land Rent.

Year.	*Thathameda.*	State Land Rent.
	Rs.	Rs.
1888-89 - - - - -	2,86,845	20,938
1889-90 - - - - -	3,60,413	43,226
1890-91 - - - - -	4,27,172	13,035
1891-92 - - - - -	2,89,656	17,720
1892-93 - - - - -	4,67,044	33,529
1893-94 - - - - -	5,31,354	41,871
1894-95 - - - - -	5,86,228	42,177
1895-96 - - - - -	5,05,012	35,964

To elucidate the above statements a brief description of the character of the season and the results of the harvest is given below.

1888–89.—The harvest was above the average, but there was great loss of cattle from disease.

1889–90.—The rainfall in Pagan was below the average ; in the rest of the district it was above the average, and the crops varied accordingly. In this year, too, there was heavy loss of cattle from disease, and the number left in the district was reported to be insufficient for ploughing purposes in four townships. Agricultural advances to the extent of Rs. 2,350 were made.

1890–91.—The rainfall was short and untimely, and the harvest as a consequence was poor. The stock of food-grain being insufficient for the wants of the population, large amounts were imported from Lower Burma.

1891–92.—An unfavourable season; paddy crops failed; millets produced a poor crop; but sessamum and cotton also failed and relief works had to be opened. The district was fortunately free from cattle disease. Agricultural advances amounting to Rs. 18,216 were made.

1892–93.—The harvest was on the whole fairly good, but there was some shortage in Pagan and Kyaukpadaung.

1893–94.—Crops were good, except in the north-east of the district, where the rain was too late for paddy. Agricultural advances to the amount of Rs. 4,000 were made.

1894–95.—The paddy crop was above the average, and jowar, peas, and gram were good, while cotton yielded an excellent crop.

1895–96.—The rain was insufficient and untimely, and crops were much below the average. The people were enabled to tide over the period of scarcity without relief works by drawing on their savings. Some cattle were exported, but these were probably only surplus stock. Rupees 9,296 were given as agricultural advances.

1896–97.—The season of 1896–97 has been most unfavourable. Briefly it may be said that there has been entire and widespread failure of crops of all kinds, the only crop which will be gathered being a very scanty one of jowar. If the late crops of paddy, jowar, and sessamum had been fairly successful, it might have been possible to close relief works about the end of this year, but the failure of these crops will render the continuance of relief works necessary till the 1897 crops are gathered, *i.e.*, about the end of August 1897 at the earliest. The latest reports show that parts of Kyaukpadaung and a few villages of Natogyi may have to be brought under the Famine Code. The only parts of the district which are able to dispense with relief are the greater part of Natogyi and Salè, the inhabitants of the latter township finding ample employment in the Magwe oil fields.

Large numbers of plough cattle have been taken away to Lower Burma for sale; but fodder is reported to be insufficient, except in the Myingyan and Natogyi townships.

The only food stocks available in the district are peas, the price of which has risen largely. There is, however, no difficulty in obtaining rice so long as there is money to buy it. The present price of rice (imported) is 9 seers 12 chittacks per rupee.

4. *Meiktila.*—The Meiktila district is situated to the east of the Myingyan district, and is bounded on the north by the Kyauksè district, on the east by the Shan States, and on the south by the Yamèthin district. The area of the district is 3,000 square miles, and the population at the 1891 census was 2,06,650. The Famine Code has been formally applied to the whole of the district; but the area on the east, adjoining the Shan States, consists of about 400 square miles of mountain land, with small and scattered villages dependent on hill cultivation, and is not really affected by the scarcity. The forests in the east contain *ingyin, pyinma, pyinkado, thitya, pyin,* and teak. There are other hills in the district covered with stunted timber of no value, and there is a considerable area of undulating land, with soil unfit for cultivation, covered with scrub jungle and stunted cutch. The cutch tree, which was formerly very plentiful, has been exhausted by overworking. The prevailing soil of the district is a sandy loam on the uplands, with black soil in the bottoms. There are no perennial streams, but several streams, of which the principal are the Shanmangè, Thamru, Samru, and Chaunggauk, are used for irrigation purposes, the water being diverted by means of weirs. The Meiktila and Minhla lakes are also used for irrigation, the area irrigated from the former being very considerable. The principal difference between the Meiktila and Myingyan districts as regards agriculture, is the existence in the former of considerable irrigation works, otherwise the districts are of very similar character, except that Meiktila has no alluvial or island cultivation.

The district is traversed from north to south by the Rangoon-Mandalay railway, and there is a branch from Thazi on that railway to Meiktila, the district headquarters. Food supplies can be brought to all parts by the railway and by the roads and cart-tracks which communicate with the railway.

The statement given below shows the rainfall during each of the years 1888—1896 :—

Year.	January to May.	June to September.	October to December.	Total.
	Inches.	Inches.	Inches.	Inches.
1888	1·84	28·10	6·61	36·55
1889	1·04	25·95	5·35	32·34
1890	9·89	14·22	5·11	29·22
1891	2·30	14·31	7·10	23·71
1892	11·57	17·81	3·04	32·42
1893	5·88	15·98	14·93	36·79
1894	3·11	19·30	7·27	29·68
1895	9·01	18·04	8·09	35·14
1896	1·49	25·29	* 1·48	28·26

* Up to 26th December.

It will be seen from this statement that the rainfall in Meiktila is as a rule more abundant than that in Myingyan.

The crops principally grown are very much the same as in Myingyan, namely, rice, jowar, sessamum, and cotton. In years of good rainfall rice is largely grown, and in years of scanty rainfall its place is taken by jowar and sessamum on the same land. In Meiktila there are practically no spring crops, while in Myingyan there are along the river considerable areas of alluvial land sown with peas and maize and other island crops which take the place of spring crops. The statement given below shows the area under each crop for the years 1888–89 to 1895–96 :—

Year.	Rice.	Jowar.	Bajra.	Maize.	Sessamum.	Cotton.	Others.	Total.
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
1888–89	34,530	–	–	–	4,220	8,242	9,617	56,609
1889–90	106,988	–	–	–	83,374	25,862	69,077	285,301
1890–91	146,276	–	–	–	2,985	–	36,039	185,300
1891–92	28,495	21,433	136	9,847	28,899	44,290	5,678	138,778
1892–93	34,560	51,840	200	1,728	38,016	24,198	22,258	172,800
1893–94	56,875	53,484	3,281	4,870	45,680	24,250	23,460	211,900
1894–95	91,895	46,603	4,047	1,278	39,992	28,215	23,539	235,569
1895–96	70,968	33,227	3,326	1,247	24,223	35,724	12,318	181,033

The Meiktila district has been cadastrally surveyed, but it has not been settled; and there is only a small Land Records staff for the assessment of water rate, and the rent on State lands, which are not very extensive, so that the same remarks apply to the areas given above as were made respecting the corresponding figures for Myingyan.

The statement given below shows the area irrigated during each of the last four years :—

	Acres.
1892–93	30,589
1893–94	58,220
1894–95	51,747
1895–96	38,038

These figures may be considered to be fairly accurate, as nearly all the irrigated lands pays water rate, which is assessed by a special staff on the basis of the cadastral maps. It will be seen that about 75 per cent. of the crops in the district are entirely dependent on rainfall, which is very capricious. In the analysis of districts with reference to security against famine, 96 villages with a gross area of 200 square miles are classed as secure in ordinary years, and 965 villages with an area of 2,800 square miles are classed as insecure.

The statement below shows the collections on account of thathameda and State land rent during each of the last eight years:—

	Thathameda.	State Land Rent.
	Rs.	Rs.
1888–89	2,73,336	6,986
1889–90	3,01,633	12,202
1890–91	3,08,657	10,382
1891–92	1,05,731	22,565
1892–93	1,41,345	11,184
1893–94	3,30,571	18,458
1894–95	3,49,451	24,015
1895–96	2,52,150	24,745

Below is given a brief retrospect of the agricultural conditions of the years 1888–89—1896–97.

1888–89.—The harvest was good and no food-grain was imported. Agricultural advances to the amount of 500 rupees were made and recovered during the year.

1889–90.—The rainfall and harvest were below the average. The cattle of the district were attacked by disease, but as Meiktila is a cattle-breeding district with a large surplus stock in ordinary years there was no scarcity of plough-cattle.

1890–91.—This was a very bad year; the rainfall was badly distributed, a long interval of drought followed the first early burst, large tracts remained uncultivated, and the food-grain raised was quite insufficient for the needs of the district. The district was practically free from cattle disease.

1891–92.—This was another very unfavourable season; the early crops failed entirely, large immigration to Lower Burma took place, and relief works had to be opened. Large numbers of cattle were sold and some land. Liberal advances, amounting to 1,10,282 rupees, saved the rest of the cattle. There was no cattle disease. The thathameda rate was reduced one-half.

1892–93.—The paddy and jowar crops were very poor, but the early sessamum was a fair crop; food had to be imported. The thathameda rate was reduced, and 31,821 rupees were given out in agricultural advances.

1893–94.—This was a good year; the paddy and cotton crops were good, but the early sessamum was only a six-anna crop. There was no cattle disease.

1894–95.—The paddy crop was above the average, sessamum was a moderate crop, jowar varied considerably in outturn, and cotton was damaged by the late rains, but on the whole this was a distinctly good year. The district was free from cattle disease, and 67,136 rupees were recovered on account of outstanding agricultural advances.

1895–96.—This was a bad year; the paddy crop was only an eight-anna one; sessasum was very poor, cotton was poor, and jowar was poor. Severe scarcity would have prevailed but for the good harvest yielded by irrigated land and the good harvests of the two preceding years. The people were able to support themselves without recourse to Government relief by sales of cattle and by drawing on their accumulated savings.

1896–97.—There has been a general failure of crops during the current year. The affected area is estimated by the Deputy Commissioner to be 1,200 square miles, or three-quarters of the plain portion of the district. The condition of affairs in this area is that the sessamum crop has failed, cotton was very poor, the yield of jowar will be very short indeed, and paddy, where it is best, will not exceed a four-anna crop. There are no reserve food-stocks, and the district has nothing to look forward to till the early crops are gathered about September 1897. There are practically no cold-weather crops grown in the district, and the little hot-weather paddy (mayin) which is grown is insignificant in amount and will not materially affect the situation. The price of rice last reported is seven seers and two chittacks per rupee, but as the stock of last year's rice is becoming exhausted and the new rice is coming into the market, it is probable that the price will fall. A fall in the price of rice will lessen the expenditure on relief works, but will have no effect on the number of relief workers, as they have no means of purchasing rice, whatever its price may be.

5. *Yamèthin.*—The portion of the present Yamèthin district with which this report deals is the Yamèthin sub-division, as the Pyinmana sub-division has a good harvest and is free from scarcity. The Yamèthin sub-division was until October 1893 a separate district. The sub-division is bounded on the north by the Meiktila district, on the west by the Magwe district (Pegu Yomas), and on the east by the Shan Hills. The total area of the district is 3,000 square miles, of which 150 square miles on the west and 1,600 square miles on the east are covered with hills and jungle. The population of the sub-division in 1891 was 160,662. Between the two ranges of hills which form the eastern and western boundaries, there is a large plain diversified by slight elevations and watered by small streams. On the east there are productive forests containing teak and pyinkado, and on the west are catch forests which, however, have been exhausted by over-working and are now closed. The soil of the district varies, being clayey in some places and sandy in others. There are several large tanks or lakes in the sub-division, the principal of which are the Nyaungyan, Kyauksè, Kyein, and Inbaung, all of which are used for irrigation. The sub-division is traversed from north to south by the Mandalay-Rangoon Railway, while numerous roads and cart-tracks afford easy means of bringing food supplies to all parts. This sub-division differs from the Meiktila and Myingyan districts inasmuch as paddy cultivation largely predominates, forming about 80 per cent. of the whole. The statement given below shows the area under each crop in each of the years 1888–89 to 1895–96 :—

	Rice.	Jowar.	Bajra.	Maize.	Sessamum.	Cotton.	Others.	Total.
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
1888-89 - -	70,137	—	—	—	5,089	1,002	20,831	97,059
1889-90 - -	87,313	—	—	—	5,245	792	15,257	108,607
1890-91 - -	119,196	—	—	—	29,932	27,288	42,914	219,330
1891-92 - -	96,588	4,276	1,090	3,590	8,148	549	13,325	127,566
1892-93 - -	101,299	9,106	1,518	5,070	9,082	436	16,376	142,887
1893-94 - -	113,790	4,300	2,000	3,200	9,132	486	9,941	142,849
1894-95 - -	126,726	4,300	2,000	3,000	8,000	450	9,882	152,358
1895-96 - -	116,551	3,500	2,000	2,000	6,000	450	9,832	140,333

The areas are approximate, as in the case of Meiktila and Myingyan.

The statement given below shows the rainfall during each of the years 1888 to 1896 :—

	January to May.	June to September.	October to December.	Total.
1888 - - - - -	2·24	26·54	3·66	32·44
1889 - - - - -	2·89	28·36	8·93	40·18
1890 - - - - -	11·16	18·87	3·66	33·69
1891 - - - - -	1·21	18·88	11·32	31·41
1892 - - - - -	9.36	20·56	3·56	33·48
1893 - - - - -	10·19	16·65	15·26	42·10
1894 - - - - -	3·86	31·70	6·76	42·32
1895 - - - - -	9·71	17·56	6·73	34·00
1896 - - - - -	1·56	15·66	1·91*	19·13

* Up to 26th December.

The areas irrigated in 1891–92 and 1892–93 were 44,674 acres and 48,294 acres respectively. Figures for succeeding years are not available for Yamèthin sub-division separately. The rainfall in this district is heavier than in Meiktila or Myingyan, and a considerable area is irrigated, but it is necessary to remark that, if the rainfall fails, the irrigation works also fail to a large extent as they consist of tanks fed by streams which themselves depend on local rainfall. The district is in reality more insecure than either Meiktila or Myingyan as it depends almost entirely on the paddy crop. Frequently rainfall, which is sufficient for one or more of the various crops grown in Meiktila or Myingyan, is quite insufficient for the paddy crop in Yamèthin. The cultivators, too, in this district do not attempt to grow other crops on their paddy-land, as is done in Meiktila and, if they are unable to sow paddy, or if their crop fails, they get nothing. In the "Analysis of districts with reference to security against famine," 45 villages in this sub-division are shown as quite secure and the rest (800) as secure in ordinary years. This is no doubt wrong. The whole sub-division ought probably, considering the extreme uncertainty of the rainfall, to be classed as insecure.

The statement below shows the annual collections on account of thathameda and State land rent for the years 1888–89 to 1895–96. The figures from 1893–94 onwards include the figures relating to Pyinmana sub-division, as separate figures for Yamèthin sub-division are not available.

	Thathameda.	State Land Rent.
	Rs.	Rs
1888–89	2,18,189	15,522
1889–90	2,23,688	9,017
1890–91	2,91,883	14,004
1891–92	1,36,653	7,627
1892–93	1,58,651	5,519
1893–94	3,48,165	30,135
1894–95	3,68,885	33,851
1895–96	2,93,412	28,634

A brief agricultural history of the sub-division from 1888–89 to 1896–97 is given below.

1888–89.—The harvest was well up to the average, and paddy was exported in considerable quantities. There was, however, great loss of cattle from disease; 17,469 rupees were given out in agricultural advances, but the loans were recovered within the year.

1889–90.—The rainfall was unfavourable, and the harvest poor.

1890–91.—The crops were bad, but rather better than in Meiktila; the district was free from cattle disease; 19,630 rupees were advanced, and 11,790 rupees repaid during the year.

1891–92.—A very unfavourable season; the crops failed entirely, and there was considerable distress; thathameda assessments were reduced one-half; 88,683 rupees were given out in agricultural advances; relief works were opened and kept open till July 1892,

1892–93.—The crops in Pyawbwè township failed entirely, and there was some distress; thathameda was not levied in 73 villages, and reduced rates were generally applied; 22,726 rupees were given out in agricultural advances.

1893–94.—A bumper harvest; 1,06,400 rupees were advanced to agriculturists.

1894–95.—The paddy crop was above the average; sessamum was a moderate crop; recoveries to the amount of 87,226 rupees on account of outstanding agricultural advances were made during the year.

1895–96.—Paddy was extensively sown, owing to early rains, but the crops failed generally, except in the irrigated tracts, owing to drought, and the harvest was generally poor; cultivators who had reserve stocks lived on them, and many others were compelled to migrate; a large number of cattle were exported; 36,871 rupees were recovered on account of agricultural advances.

1896–97.—During the current year there has been a total failure of crops in the sub-division, except in a small area in the south-east corner where crops on irrigated lands are good, but this area is but a small fraction of the whole, and the crop in it does not affect the general situation. The price of rice is eight seers and five chittacks per rupee.

6. *Migration.*—The Burmese are naturally a migratory people, and large numbers come down annually from Upper Burma in November and December to reap the Lower Burma harvest. During the current year this movement of the population has assumed very large proportions, particularly from the famine-stricken tracts. Early in December it was estimated that 4,000 families had left the Myingyan district, and emigration is reported to have continued steadily since then. In the Yamèthin sub-division many villages are reported to be entirely deserted. From this sub-division large numbers have found employment in the adjoining sub-division of Pyinyama, where the season has been favourable. From Meiktila also large numbers have emigrated. The emigrants come down to the lower province by all means of conveyance—railway, on which half-fares are granted, river steamers, boats, rafts, and road.

7. *Remissions of Revenue.*—As appears from the statements given in an earlier part of this report, the great bulk of the revenue of the famine tracts consists of thathameda.

The districts being almost entirely agricultural, the failure of crops has rendered large remissions of thathameda necessary. The rate at which this tax is levied in ordinary seasons is, with few exceptions, 10 rupees a household. During the present year it has been found necessary to remit the tax entirely over considerable portions of the famine area, and to a large extent over other portions where crops have not entirely failed. The need for remissions has been rendered greater by the circumstance that the season of 1895–96 was very unfavourable, and that the savings of the people, which if the season had been favourable would have helped to support them in 1896–97, were in great measure exhausted. In the Meiktila district 245 villages have been entirely exempted from thathameda, while in the remaining 819 villages rates have, with 13 exceptions, been reduced to from three rupees to six rupees. In the Myingyan district 714 villages have been entirely exempted; in 179 the rate has been reduced to three rupees; in 202 to from four rupees to six rupees; while in 54 villages only do the rates exceed six rupees. In the Yamèthin district 491 villages have been entirely exempted from thathameda; 165 have been assessed at rates of from three rupees to five rupees; four at rates from six rupees to eight rupees; and 33 only at the full, or 10 rupees, rate.

The following statement, which compares the collections of 1894–95, a normal year, and 1895–96, a bad year, with the estimated collections of 1896–97, indicates as accurately as is at present possible the loss of revenue which the scarcity will cause in the affected districts.

District.	Collections of Thathameda in		Estimated Collections of Thathameda in
	1894–95.	1895-96.	1896–97.
	Rs.	Rs.	Rs.
Yamèthin - - - - -	3,68,885	2,93,412	1,21,579
Myingyan - - - - -	5,86,228	5,05,012	75,237
Meiktila - - - - -	3,49,451	2,52,150	60,793
TOTAL - - -	13,04,564	10,50,574	2,57,609

8. *Agricultural Advances.*—In the scarcity of 1891–92 large expenditure was incurred in agricultural advances to enable people to buy cattle and seed. Expenditure of this kind has not been found necessary in 1896, because the character of the famine has been different. In 1891 the rains were deficient in the earlier part of the rainy season, and when rain did fall in later months advances for purchase of seed and cattle were made to enable cultivators to make late sowings. During the present year the failure of rain took place in the later months; there were consequently few opportunities of re-sowing crops on the occurrence of late rain, and the need for granting agricultural advances did not arise. In May and June next, when agricultural operations will be resumed, advances will have to be made on a liberal scale to enable the people, who will be practically without resources, to purchase seed and cattle. It is too early to make a forecast of this expenditure, as it is impossible to foresee the extent to which cattle will be sold during the next few months. The Chief Commissioner believes, however, that advances to the amount of several lakhs will have to be given when the time comes.

9. *Relief Works.*—In October last, when scarcity became acute, a few small relief works were opened as test works in the Yamèthin and Meiktila districts. After these works had been open for short time, it became evident that the area affected by famine was considerable, that the people would need relief for some months at least, and that large numbers of relief-workers would have to be provided for. At the same time, there were serious objections to opening works of the kind carried out in 1891 and 1892. Such works consisted of roads, which are not required, and of irrigation works, for the most part the digging of small tanks, which prove useless during times of drought, when they are most wanted. Moreover, the work of organization is more difficult in the case of numerous small works. In view of these considerations, the Chief Commissioner decided to close the small works and to concentrate labour on one large work. The work selected was the construction of the earthwork of the Meiktila-Myingyan Branch Railway, which would, it was hoped, afford work for all needing relief. The Government of India sanctioned the opening of this work, and a Famine Relief Works Division was accordingly constituted under an executive engineer, who is subordinated to the superintending

engineer, Irrigation Circle. The work of marking out the line was begun at both ends, under the supervision of railway engineers, while the earthwork was in charge of provincial engineers. Actual work was begun at Thedaw, near Meiktila, on the 2nd November; near Taungtha, in the Myingyan district, on the 8th; near Myingyan, on the 20th; and near Mahlaing, in the Meiktila district, on the 26th. No part of the work falls within the Yamèthin district, but relief-workers from the famine area of that district are drafted to the nearest camp at which work is carried on. Relief camps under medical supervision were established at each of these four places; at Mahlaing and Taungtha camp telegraph offices also were opened. The numbers on relief works, which at first were 5,000, rose rapidly, until in the beginning of December they reached 30,000. According to the latest report (for the week ending the 2nd January) the average number employed was 24,727, while the number on gratuitous relief was 5,407.

10. The preceding portion of this report has dealt with the existing situation and with the measures taken hitherto to deal with the famine. It remains to discuss the future course of the scarcity, its probable duration and extent, and the measures which still remain to be taken. As regards the future course of the famine, the facts reported in former portions of this letter show that in the areas to which the Famine Code has been applied the yield of the cold-weather crops of 1896 will be extremely small, and no later crops will be reaped till the autumn crops of 1897. In these areas, therefore, it is now practically certain that relief works will have to be maintained until, at the earliest, August and September 1897. During May and June large numbers will return to the fields for ploughing and sowing, and will then again come on the works. If the monsoon of 1897 fails, the scarcity will, of course, be intensified, but there is little use in basing calculations on this comparatively remote contingency, as, if next monsoon fails, scarcity must prevail over almost the whole of the dry zone. It is not possible at the present time to forecast with any accuracy the numbers which would in that case require relief, or to sketch out a programme of relief operations. In this letter, therefore, it is assumed that the season of 1897 will be normal. As regards districts to which the Famine Code has not been applied, it is yet too early to estimate the extent to which scarcity will prevail during the next few months. Failure of crops has not been confined to the areas to which the code has been applied. In other parts of the dry zone, however, the failure has not been so complete as in the famine areas, and it has not yet been found necessary to open relief works. The Chief Commissioner fears that the necessity will arise about February or March. He still hopes that if relief is found to be needed in some parts, the numbers needing it will be comparatively few.

11. The future measures to be taken for dealing with the scarcity will consist of the continuation and extension of relief works and the grant of agricultural advances. The subject of agricultural advances has been dealt with in paragraph 8. As regards relief works, it is estimated that the earthwork of the Meiktila-Myingyan Railway will afford work for 24,000 persons for 33 weeks. In addition to this work, sanction has been asked* to the commencement of collection of stone-ballast, which is found in large quantities near the line of railway. The collection of ballast will afford employment for the more able-bodied among the men, while those of feebler physique, with women and children, will continue to be employed on earthwork. This arrangement will facilitate concentration, and will render it unnecessary to move camps at short intervals of time. The actual quarrying of stone and breaking it into ballast will, it is proposed, be carried out as a famine work on famine relief principles. The carriage of the ballast from the quarries to the line cannot, however, be arranged for in this way. For this part of the work carts will be hired at ordinary rates. This arrangement will afford employment to cartmen, who would otherwise be compelled to sell their cattle at a heavy loss. It is estimated that the collection and breaking of ballast will employ 24,000 relief-workers for about six weeks. The earthwork and the collection of ballast together will afford employment to 24,000 for 39 weeks. The length of time for which these works will, as a matter of fact, afford employment depends, of course, on the number of persons coming on the works. Assuming that during November an average of 10,000 a week were employed, and during December an average of 30,000, the works will, from the beginning of January, provide for 30,000 workers a week for 25 weeks, *i.e.*, till the last week in June. It is very difficult to form a forecast of the numbers which will actually come on the works. During November and December emigration to Lower Burma has been going on. With the completion of the rice harvest in the lower province it is probable that many emigrants will return. But it

*Letter No. 12563, dated 15th December 1896, to the Secretary to the Government of India, Public Works Department.

is impossible to calculate with any approach to accuracy how many will return, or how many of those who return will come on relief works. One effect of the abnormal emigration which has lately taken place has been to largely reduce wages of labour in Lower Burma. The cost of producing the Lower Burma rice-crop has consequently been reduced, and unless prices in the Rangoon market are lower than usual—a contingency which there are no grounds for anticipating—the profits of the Lower Burma cultivator will be unusually high. He will have more money to spend, and Upper Burma emigrants may thus find employment in Lower Burma in considerable numbers during the dry weather. Again, it would be unsafe to assume that all or even most of the Upper Burmans who return from Lower Burma will come on relief works. Such earnings as they will bring back with them may enable many to dispense with relief, while others may find employment in other parts of the province. In considering this question, the migratory character of the Burman must always be borne in mind. Allowance must also be made for the diminution in the number of relief-workers which may be expected to take place when the monsoon of 1897 breaks. If the season promises favourably, money-lenders will no doubt make advances on the security of the future crop, and large numbers will be able to support themselves out of these advances, or from wages paid out of these advances. On the whole, the Chief Commissioner doubts whether the numbers coming on relief works will, on the average, be very much larger during the first eight months of 1897 than they have been during December 1896. An average of 40,000 a week is the highest estimate which he is prepared to make. On this estimate the Meiktila-Myingyan Railway will provide work till the middle of May. The further works which it is proposed to open hereafter, as necessity occurs, are the Mandalay Canal scheme, the project for which has been sanctioned by the Government of India, and the Môn River canal scheme, for which sanction is being asked in the Public Works Department. The Sagaing-Alon branch railway is another work which may be undertaken if required. The survey is finished, and the plans and estimates will shortly be submitted. All these works are large works, suitable for famine relief, and capable of affording employment to large numbers of relief-workers in the affected areas. Another large work which can be undertaken is the Kanna tank on the borders of the Myingyan and Kyaukse districts.

12. In conclusion, I am to submit the following remarks on the subject of the expenditure likely to be incurred during the remainder of the famine. The estimate must necessarily be vague, as the main factors on which it depends, namely, the numbers who will come on relief works and the future price of food-grains, cannot be determined with accuracy. The expenditure will be of two kinds, namely, expenditure on relief works and expenditure on other purposes, such as gratuitous relief. As it has been decided to utilize for relief purposes large works under the control of the Public Works Department, the expenditure under the first head will be almost entirely in the Public Works Department. In a recent letter* to the Secretary to the Government of India, in the Public Works Department, the Chief Commissioner estimated that a sum of 10 lakhs in all would be required, counting from the beginning of the famine. This estimate was based on the assumption that relief works would be closed when the rains began. A consideration of the latest district reports, however, has led the Chief Commissioner to the conclusion, expressed in an earlier part of this letter, that works will have to be kept open till September. On this assumption the total amount expended in the Public Works Department will, the Chief Commissioner thinks, reach the sum of 12 lakhs before the famine ends. Of this amount 1,90,000 rupees, in round numbers, have been expended, leaving 10,10,000 rupees still to be spent. In the Civil Department there may be a small expenditure on local and test works; 20,000 rupees will, the Chief Commissioner thinks, cover this. In addition to expenditure on relief works money will be spent on the following purposes:—

(*a.*) Employment of additional civil officers.

(*b.*) Relief of dependents at works.

(*c.*) Gratuitous relief afforded to persons at their homes.

The expenditure anticipated on these purposes is—

	Rs.
(*a.*) - - - - - -	20,000
(*b.*) - - - - - -	17,000
(*c.*) - - - - - -	33,000

* No. 12405, dated 11th December 1896.

The following statement exhibits the total expenditure which will, the Chief Commissioner believes, be incurred from the present date until the famine ends :—

Head of Expenditure.	Amount.
	Rs.
(1.) Public works by Public Works Officers - - - - -	10,10,000
(2.) Public works by Civil Officers - - - - - - -	20,000
(3.) Employment of additional Civil Officers - - - - -	20,000
(4.) Relief of dependents at works, Section 106 of Burma Famine Code -	17,000
(5.) Gratuitous relief afforded to persons at their homes - - -	33,000
TOTAL - - -	11,00,000

I have, &c.
C. G. BAYNE,
Revenue Secretary.

No. 326-1., S. 2, dated Rangoon, January 15, 1897.

From C. G. BAYNE, ESQ., REVENUE SECRETARY TO THE CHIEF COMMISSIONER, BURMA, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

In continuation of this office letter, No. 707-1, S.-14, dated the 19th December 1896, I am directed to submit, for the information of the Government of India, a copy of letter No. 174-1, S.-14, dated the 8th January 1897, from the Financial Commissioner, Burma, with enclosures, containing the report on the scarcity-affected districts of Upper Burma for the four weeks ending the 26th December 1896.

No. 174-1, S-14, dated January 8, 1897.

From the SECRETARY TO THE FINANCIAL COMMISSIONER, BURMA, to the REVENUE SECRETARY TO THE CHIEF COMMISSIONER, BURMA.

In continuation of this office letter, No. 314-1, S. 14, dated 10th December 1896, I am directed to send herewith returns in forms, Appendices VI. and VII., Burma Famine Code, for Upper Burma, for the period of four weeks ending Saturday evening, the 26th December 1896. During the months the provisions of the Famine Code were extended to the Myingyan township of the Myingyan district.

The only relief work in progress was the earthwork on the Meiktila-Myingyan Railway with two sections in Meiktila and two in Myingyan.

The numbers on the relief works again show a considerable increase over the figures of last month : but it is probable that the maximum has not yet been reached.

The general situation remains the same as was reported last month ; such crops as there are of paddy and jowar have been or are being reaped, but they will suffice for food for a section of the people for two or three weeks only.

The price of rice in Meiklita and Myingyan on which the famine wage is calculated has fallen owing to the new crop in Lower Burma coming in.

I am now to note briefly points of interest with regard to each affected district separately.

Meiktila.—Village relief has been distributed by inspectors who grant one week's relief at a time. The Deputy Commissioner is of opinion that gratuitous relief will have to be distributed more freely as the season advances and the scanty food crops of the year become exhausted. The physical condition of the people is reported to be still

fairly good. Two children died on the relief works at Mahlaing, but death was not due to starvation. The supply of rice at the relief works was ample. Wages were reduced (in conformity with the fall in the price of rice), with effect from the 28th December, after the close of the period to which this report relates. The reduction has had little or no effect on the numbers on the works, and the Deputy Commissioner is inclined to think that as the season advances the numbers on the relief works will increase largely.

Yamethin.—The health of the people who are left in the district is good. A considerable number of villages have been entirely deserted. No private relief has been organised; gratuitous relief is distributed in villages by the Circle inspectors. Rice is being imported in sufficient quantities. No relief work is open in the district.

Myingyan.—The people have been urged to assist the poor and destitute by private relief, and they are doing so to the best of their ability. Gratuitous relief in villages is being distributed by Circle inspectors, but the Deputy Commissioner, from the result of his own tours of inspection, thinks that the number to whom relief has hitherto been given, and whose names are on the register, is far below the number of those who really require gratuitous relief. The provisions of Chapter IV. of the Famine Code will be more closely followed in future.

The relief works were inspected during the month by the Financial Commissioner, the Commissioner, Eastern Division, the Superintending Engineer, the Executive Engineer, and the Deputy Commissioner.

The health of the people on the relief works and of the inhabitants of the affected tracts remains good, and no deaths have taken place directly or indirectly due to starvation. The jowar crop which is being reaped is very scanty; none will come into the market, and it is anticipated that it may afford a fortnight's subsistence to the growers of it. Ample supplies of rice are being imported. A revised map* showing the affected area in Myingyan district is submitted herewith.

* Forwarded in original.

APPENDIX VI.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, December 26, 1896.
(*Vide* Section 43 of Code.)

DISTRICT.	Area.	Population.	Affected Area.	Estimated Population of Column 4.	Numbers on Relief Works on last Saturday of Month.					Numbers on Gratuitous Relief.	Price of one or more Principal Food-Grains in Seers per Rupee.			Monthly Death-rate.	Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.						
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12	13.	14.	15.	16.
	Sq. Miles.	No	Sq. Miles.	No.							Seers. Ch. Rice.	Seers. Ch. Maize.	Seers. Ch. Peas.		
Meiktila - - -	3,000	207,000	1,200	70,000	–	15,952	–	–	15,952	269	8 15	12 13	13 8	1	*Nil.*
Yamethin - - -	5,467	208,003	909	96,025	–	–	–	–	–	388	8 6	- -	- -	–	*Nil.*
												Beans.	Jowar,		
Myingyan - - -	2,774	352,037	539	60,590	21	9,701	–	4	9,726	3,672	10 4	17 13	13 8	–	*Nil.*

(A remarks page should be added to the statement.)

On this page should be recorded, very briefly, information as to private relief, village relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food-stocks, importation of grain, general condition and prospects of affected area, changes in rates of wages, any observations which it may be necessary to make respecting the extent to which the increase in mortality is due, directly or indirectly, to famine, and other matters which will not allay the despatch of the statement beyond the 15th of the following month. If the particulars regarding mortality cannot be submitted with Appendix VI., a separate mortality statement referring to the month previous to that dealt with in Appendix VI. should be submitted.

APPENDIX VII.

MONTHLY FAMINE STATEMENT for the Four Weeks ending Saturday Evening, December 26, 1896.
(*Vide* Section 43 of Code.)

DISTRICT.	Maximum Number for whom Relief is estimated to be required in case of Serious Famine.	Numbers for whom Relief was provided in last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme on Date of Report*.		Expenditure since April 1st 1896.†			Advances since April 1st up to end of Month under		Revenue suspended.
		Date of last Programme.	On Large Works.	Others.	On Large Works.	Others.	Date up to which Account is made up.	Rupees.		Land Improvement Act.	Agricultural Loans Act.	Thousand Rupees.
								On Relief Works.	On Gratuitous Relief.	Thousand Rupees.	Thousand Rupees.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Meiktila - - -	20,000	- - -	17,722	3,100	30,351	3,100	26th Dec. 1896 -	*Rs. a. p.* 89,449 1 –	*Rs. a. p.* ‡399 10 9	- - -	42	—
Yamethin - - -	20,000	26th Oct. 1896	9,788	4,522	9,788	4,522	Ditto - -	3,891 6 1	695 13 1	- - -	25	—
Myingyan - - -	10,000	1st Sept. 1896	13,416	7,966	11,291	7,966	Ditto - -	58,781 1 10	874 15 2	- - -	20	—

* Some relief works will have been more or less exhausted since the last Programme was drawn up and others will have been provided for entry in the Programme next to be prepared; the net result should be shown in columns 6 and 7.

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

‡ In column 20, Appendix V., for week ending 26th December, Rs. 368. 9. 8., was shown as the amount spent on gratuitous relief. The difference (Rs. 31. 1. 1.) is due to revised figures.

MADRAS.

No. 422. Madras, December 12, 1896.

From M. R. Ry. R. V. SRINIVASIAR, AVARGAL, B.A., RAO BAHADUR, SECRETARY TO THE COMMISSIONER OF REVENUE SETTLEMENT AND DIRECTOR OF THE DEPARTMENT OF LAND RECORDS AND AGRICULTURE, MADRAS, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT, CALCUTTA.

SIR,

I AM directed to submit herewith the Board's Report on the affected districts for the month of November 1896, prepared in accordance with the instructions conveyed in Government of India Circular, No. 5 F., dated 2nd March 1892, embodied in Section 48 of the Madras Famine Code (1896).

I have, &c.
(signed) R. V. SRINIVASIAR,
Secretary.

MONTHLY FAMINE STATEMENT A.

For the Period ending Saturday Evening, November 28, 1896.

DISTRICTS.	Area.	Population in Thousands.	Affected Area.	Estimated Population of Column 4.	Numbers on Relief Works on last Saturday of the Month.		
					Class A.	Class B.	Class C.
1.	2.	3.	4.	5.	6.	7.	8.
Deccan Districts.	Sq. Miles.		Sq. Miles.				
Kurnool - - -	7,514	818	1,338·5	199,982	9	1,708	4,613
Bellary - - -	5,975	900	2,166	276,100	161	13,913	759
Anantapur - -	4,886	700	3,468	466,582	—	1,008	—
Cuddapah - - -	8,731	1,272	1,523	263,286	—	2,444	1,202
TOTAL - -	27,106	3,699	8,495·5	1,205,950	170	19,073	6,574

DISTRICTS.	Numbers on Relief Works on last Saturday of the Month—*contd.*		Numbers on Gratuitous Relief.	Prices of Principal Food Grains in Seers per Rupee.			
	Class D.	Total.		Rice.	Ragi.	Cumbu.	Cholum.
	9.	10.	11.	12.	13.	14.	15.
Deccan Districts.							
Kurnool - - -	184	* 352 6,514	112	8·6	18·0	14·6	16·7
Bellary - - -	—	14,833	334	8·3	18·8	—	15·3
Anantapur - -	—	1,008	80	9·5	23·2	15·9	17·9
Cuddapah - - -	—	3,646	160	9·3	19·1	15·1	15·0
TOTAL - -	184	26,553	785	—	—	—	—

* Particulars of classes not reported.

Remarks.—The area affected at the end of November is, approximately, a band running through the four districts mentioned from a little to the west of the town of Cuddapah to the frontier of the presidency in the Bellary district.

This area includes a wide stretch of black cotton soil, and, as explained in Board's Proceedings, dated 29th October 1896, No. 299, forwarded to the Government of India with G.O., No. 628, Revenue, dated 16th November 1896, much of this land had not been sown this year, whilst of the earlier crops sown, chiefly on the lighter soils, much had been ruined by drought and removed, and what still stood was being harvested with a very scanty yield, or was in a most precarious state, when rain came towards the end of the month and improved the outlook generally. Some sowings have been made with this rainfall, which averaged less than two inches over the parts chiefly affected, and was far from being distributed regularly. The rain came, however, when the usual season for sowing the late crop on the black cotton soils had long passed, and, except for a few quick-growing crops, of no great value as food producers, the crops put in are not likely to be brought to maturity, save in the event of further and later rain falling, which is unlikely.

The rain has, however, freshened up the crop that was still standing, and will probably enable the ryots to look forward to a partial cotton crop. It has also produced some growth of grass, especially in the Nallamala jungles, to which large numbers of cattle have already been driven for pasturage. On the whole, the outlook for the cattle has materially improved, and the ryots are reported to be no longer selling off their stock at nominal prices.

The price of food grains shown in the table are those for November 28th. On the 14th idem rates were much higher, and after the rain fell towards the end of the month they fell very rapidly. Holders of grain, however, have not proved willing to part with their stocks, and the ryots are still afraid to bring grain to market; there being a widespread belief that the next three years will be years of disaster, and, naturally, the ryots prefer to reserve their stores for their own use. For the same reason, they are not inclined to support their agricultural labourers. Stocks are believed to be large, but the relief afforded by the above-mentioned fall in prices has been very temporary. Already, on the 5th December, rates had risen very sharply, and the price of cholum, the staple grain of the districts mentioned, had again become dearer than the scarcity rate; *see* following table:—

Grains.	Prices in Seers of 80 Tolahs per Rupee.												Scarcity Rates.
	Kurnool.			Bellary.			Anantapur.			Chuddapah.			
	On Nov.		Dec.	On Nov.		Dec.	On Nov.		Dec.	On Nov.		Dec.	
	14	28	5	14	28	5	14	28	5	14	28	5	
Rice	7·9	8·6	8·7	6·9	8·3	7·8	7·4	9·5	8·8	8·6	9·3	9·0	7·9
Ragi	12·6	18·0	15·0	11·9	18·8	15·2	12·6	23·2	16·9	14·6	19·1	17·0	16·0
Cholum	10·9	16·7	14·1	9·3	15·3	12·2	11·4	17·9	13·2	12·5	15·0	13·2	15·0
Cumbu	10·5	14·6	13·2	–	–	–	11·3	16·0	13·2	12·6	15·1	14·0	14·0

The maintenance of the low prices of November 28th was also, so far as the information available serves, impossible as long as the prices of cholum (*Sorghum volgare*) and cumbu (*Pennisetum typhoideum*) rule so high in Western and Northern India, and as long as they so continue, profitable export will be possible with rates locally dearer than the scarcity rate level. Trade has been, so far as is known, fairly active, but of late uncertainty as to the course of prices has restricted operations, and local dealers are standing out for higher rates.

The condition of the people generally throughout the affected area is good, but some of the lower classes show signs in parts of being pinched, and, with the cessation of demand for field labour, the employers hoarding their stores of grain, and the consequent necessity thrown on these classes for purchasing grain at scarcity rates, their resources were rapidly exhausted, and that relief measures were required was abundantly shown by the numbers who resorted to the test relief works as soon as they were opened. The Commissioner has seen ample grounds in his tours for being satisfied that the pressure is already telling severely on the low castes and some of the Sudra classes. The change in the weather towards the end of the month drew away some of the relief workers, but

the numbers on works already show signs of increasing in several places. For the last four weeks the numbers employed on relief works have been:—

District.	On November			On December
	14th.	21st.	28th.	5th.
Kurnool - - -	2,793	10,720	7,066	3,728
Bellary - - -	1,541	14,954	14,833	13,815
Anantapur - -	1,010	2,572	1,008	423
Chuddapah - -	4,397	6,831	3,646	4,517
Total - - -	9,741	35,077	26,553	22,483

The numbers may be expected to increase in the early future, although for the present a certain amount of field labour may afford employment to some of the labouring class. The works were all started under the ordinary district staff, and in most cases consisted of road repairs. Land improvement loans have not so far been much availed of, but the attention of all district officers has been drawn to the advantages of this form of relief, and in some districts a large number of applications for loans are pending disposal. Wages were regulated according to the Madras Famine Code, and adjusted as often as necessary to the prevailing price of grain, no difficulty being experienced in doing this as often as the fluctuations of the market, which were rapid, demanded. Generally speaking, it has been found that ragi is now more easily procurable and cheaper than cholum, and for the most part wages have been regulated according to the price thereof. As the famine wage does not provide any margin for the support of the children of workers and infirm dependents, kitchens for the distribution of cooked food to these are being established in connection with all large works.

It having been found that at several places there are large communities of weavers whose work has been brought to a standstill by the cessation of demand, chiefly from Northern India, for their wares, schemes for employing them at their own trade have been drawn up and are being introduced. So far only at Adóni, in the Bellary district, have any weavers come on this form of relief, and there the numbers so relieved have been 1,239 on the 14th and 1,119 on the 28th November, and 972 on the 5th December. This form of relief will be extended to other places also.

No village or poorhouse relief has yet been introduced, but in Kurnool inquiries are being made and circle inspectors are being appointed to draw up the necessary list of persons to whom it may be necessary to extend these forms of relief.

The mortality returns for November are not yet available. Those for October gave the following results for the districts concerned, as compared with the average. On the advice of the Sanitary Commissioner, the average shown is that for the corresponding period of the two preceding years:—

District.	Number of Deaths.	
	In October 1896.	Average.
Kurnool - - - - -	1,451	1,444
Bellary - - - - - -	1,549	1,388
Anantapur - - - - -	1,347	986
Cuddapah - - - - -	1,920	2,343

The increase noticeable in Anantapur has occurred chiefly in the affected taluks, and most of the deaths were due to cholera. The same cause led to the excess in Bellary.

The area alluded to above all lies in the group of districts termed, for the purpose of the season reports, the Deccan districts, but it has become evident that relief measures will very shortly become necessary in parts of the Circars also In Ganjám there has been a widespread loss of the rainfed paddy, on which the district chiefly depends, and much damage to other crops, owing to the almost unbroken drought that has prevailed

since September. In a less degree also, the district of Vizagapatam and the upland portion of Gódávari have been affected, and in all three districts prices are exceptionally high. They are shown below for information :—

Period.	Prices in Seers of 80 Tolahs per Rupee.								
	Ganjám.		Vizagapatam.			Gódávari.			
	Rice.	Ragi.	Rice.	Ragi.	Cumbu.	Rice.	Ragi.	Cumbu.	Cholum.
October, average -	12 5	23·8	10·5	19·2	21·8	10·2	16·8	20·2	16·0
On November 14 -	10·3	17·2	9·2	17·1	17·7	9·1	14·2	17·2	13·3
On November 28 -	10·3	17·1	9·0	16·6	17·5	8·9	13 5	15·4	12·8
On December 5 -	10·4	17·4	9·0	17·0	17·5	9·2	14·2	16·4	12·5
Scarcity rates -	10·2	15·0	9·6	14·0	15·0	9·6	14·0	14·0	14·0

Monthly Famine, Statement B.

For the period ending Saturday evening, November 28, 1896.

Districts.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Numbers for whom Relief was provided in Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.	
		Date of Programme.	On Large Works.	Others.	On Large Works.	Others.
1.	2.	3.	4.	5.	6.	7.
Deccan Districts.						
Kurnool - - - -	163,000	May 18, 1896	198,041	87,368	197,183	87,304
Bellary - - - -	180,000	May 18, 1896	324,615	29,888	*302,735	*32,186
Anantapur - - -	141,800	July 6, 1896	143,224	34,567	143,140	34,529
Cuddapah - - - -	253,800	May 22, 1896	203,779	110,170	203,190	109,945
Total - - -	738,600	—	869,659	261,993	846,248	263,914

Districts.	Expenditure since April 1st up to the latest day for which figures are available.			Advances given—April 1st up to end of Month under		Revenue suspended beyond the current Official Year.
	Date up to which Expenditure is known.	Rupees omitting 000s.		Land Improvement Loans Act.	Agriculturalists' Loans Act.	
		On Relief Works.	On Gratuitous Relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.
	8.	9.	10.	11.	12.	13.
Deccan Districts.		Rs.	Rs.	Rs.	Rs.	Rs.
Kurnool - - - -	Nov. 28, 1896	7	–	1	–	—
Bellary - - - -	Nov. 28, 1896	9	–	–	2	—
Anantapur - - -	Nov. 28, 1896	1	–	8	–	—
Cuddapah - - - -	Nov. 28, 1896	6	†	–	–	—
Total - - -	—	23	–	9	2	—

* According to revised Programme. † Not yet reported.

No. 27.

From M.R.Ry. R. V. SRINIVASIAR AVARGAL, B.A., RAO BAHADUR, SECRETARY TO THE COMMISSIONER OF REVENUE SETTLEMENT AND DIRECTOR OF THE DEPARTMENT OF LAND RECORDS AND AGRICULTURE, MADRAS, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT, CALCUTTA.

SIR, Madras, January 14, 1897.

I AM directed to submit herewith the Board's report on the affected districts for the month of December 1896, prepared in accordance with the instructions conveyed in Government of India Circular No. 5 F., dated 2nd March 1892, embodied in section 48 of the Madras Famine Code (1896).

I have, &c.
(signed) R. V. SRINIVASIAR,
Secretary.

MONTHLY FAMINE, STATEMENT A.

For the period ending Saturday evening January 2, 1897.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population of Column 4.	Numbers on Relief Works on last day of the Period.		
					Class A.	Class B.	Class C.
1.	2.	3.	4.	5.	6.	7.	8.
Deccan.	Sq. Miles.		Sq. Miles.				
Kurnool	7,514	818	981	182,713	–	–	3,538
Bellary	5,975	900	3,278	465,600	1,190	12,240	–
Anantapur	4,886	709	3,468	466,582	–	–	323
Cuddapah	8,731	1,272	1,667	284,482	–	1,641	568
Total	27,106	3,699	9,394	1,399,377	1,190	13,881	4,429

District.	Numbers on Relief Works on last day of the Period—*contd.*		Numbers on Gratuitous Relief.	Prices of principal Food-grains in Seers of 80 Tolas per Rupee.			
	Class D.	Total.		Rice.	Ragi.	Cumbu.	Cholum.
	9.	10.	11.	12.	13.	14.	15.
Deccan.							
Kurnool	–	3,538	88	9·1	15·8	12·7	15·1
Bellary	32	13,462	* 1,811	9·4	17·8	–	14·4
Anantapur	11	334	26	9·3	17·7	14·5	14·6
Cuddapah	–	2,209	† 4,874	9·4	17·6	14·5	14·2
Total	43	19,543	6,799				

* Includes 852 weavers relieved. † Includes 4,765 weavers relieved.

Remarks.—The affected area remains almost unchanged from that alluded to in the report for November, although, within the four Deccan districts in which it lies, the portions more particularly affected are becoming more clearly defined. Since the last report was submitted there has been no improvement. The rainfall at the end of November has, as was anticipated, proved inadequate to bring about much change in the affected area, but it prevented the extension of the area affected, and as the rainfall of the north-eastern monsoon over the whole of the southern half of the Presidency, though late, has been copious, a fair harvest over that area has been rendered secure, and the prospect of the in-coming of this has reacted in some measure in the affected districts. Ordinarily prices would go on rising from December up to June, but in this year it is possible that prices may simply harden or even fall. The high prices of November were partly due to scarcity elsewhere; partly to the long drought over extensive tracts; partly to scare amongst the ryots owing to ancient prophecies, and partly to the combinations of the merchants.

The first cause continues to act, but trade has not recovered from the shock caused by the rains of November, and export is not now so strong a factor in causing a rise in prices. The second cause was greatly minimised by the copious, though late, rains of November to January, in consequence of which seven threatened districts have been removed from the danger zone. For the same reason the third cause does not now operate so strongly. The ryots are taking heart, and in parts of two districts it is reported that they are bringing some of their hoards of grain for sale. The fourth cause also is not now so powerful, as the merchants begin to think that it is better to sell at a high price than wait for a higher price which they may not realise. The harvests in the four Southern and two West Coast districts are already coming in, and those in the seven districts saved will be coming in in March and April, just when prices would begin to rise high above the scarcity rate. While, therefore, it is not safe to prophesy, there are cheering features in the case which would not have been hoped for even early in December.

2. In the affected districts, the prospect of any harvest from the late sown crops is small, but in many parts a fair out-turn from the cotton crop, which was on the ground when the rain alluded to fell, is now probable, but it is already being picked at least two months earlier than usual. This, and a certain amount of cultivation under spring channels and wells, and some scanty harvests of the early-sown crops, still afford some employment for the agricultural labourers of the affected area. So far as the harvest returns of the early-sown crops have yet come in, the yield in the affected area has been very poor, and large areas have been entirely lost.

In reply to Government of India telegram No. 2484, dated 18th December, a return showing the normal area of second crop was submitted. It is not clear for what purpose the return was required, but, as a means of gauging the condition of the affected tracts, it by itself is useless, and, until the results of both first and second sowings are known, no further information can be given in respect to the crops of the current season.

3. The November rainfall caused some fresh grass to spring up, but over a large portion of the affected area black cotton-soils prevail on which the natural herbage is always scanty, whilst the ordinary pastures do not afford much grazing, as they too often consist merely of arid and stony wastes. The sowings made on the arable land may, however, produce a small amount of fodder, and the outlook for the cattle is rather better than it was. The lesson of 1891-92 has not been forgotten, and everywhere more strenuous efforts have been made to save the cattle, of which large numbers have been taken to Mysore.

4. Prices during December became generally slightly cheaper, but, towards the end of the period reported on, showed a hardening tendency. The rates quoted in Table A. are those reported for 2nd January. The fluctuations since the last report are shown in the following table:—

Grains.	Prices in Seers of 80 Tolas per Rupee.												Scarcity Rates.
	Kurnool.			Bellary.			Anantapur.			Cuddapah.			
	On December		On January	On December		On January	On December		On January	On December		On January	
	5th.	19th.	2nd.	5th.	19th.	2nd.	5th.	19th.	2nd.	5th.	19th.	2nd.	
Rice - - -	8·7	8·8	9·1	7·8	8·4	9·4	8·8	9·0	9·3	9·0	9·2	9·4	7·9
Ragi - - -	15·0	15·9	15·8	15·2	16·8	17·8	16·9	17·3	17·7	17·0	17·4	17·6	16·0
Cholum - -	14·1	14·6	15·1	12·2	13·3	14·4	13·2	14·3	14·6	13·2	13·6	14·2	15·0
Cumbu - - -	13·2	12·4	12·7	-	-	-	13·2	13·2	14·5	14·0	14·3	14·5	14·0

The rates for the staple "dry" grains on which the people chiefly subsist are, it will be seen, at about the scarcity rate level, and, so far as is known, at these rates, it would be profitable to export the grains—cholum (*Sorghum vulgare*) and cumbu (*Pennisetum typhoideum*)—which are commonly used in other parts of India, to the North West or the Central Provinces. Trade, however, appears to be very inactive, and exports northwards from the Presidency have so far been on a small scale. Large stocks of grain are believed to be held by the well-to-do ryots of the affected area, which they are unwilling to part with, and the merchants are at present afraid to embark in importation from the South owing to the warning given by the collapse of prices after the rainfall of November.

The following table shows, as far as the information is available, comparative figures for the receipts and despatches of food-grains from the railway stations in the affected districts during the four weeks ending 28th November and 26th December 1896, respectively:—

District.	Railway.	November.		December.	
		Receipts.	Despatches.	Receipts.	Despatches.
		MDS.	MDS.	MDS.	MDS.
Kurnool	Southern Mahratta Railway	† 21,364	† 3,550	† 3,774	† 2,737
Bellary	Southern Mahratta Railway	† 51,784	† 3,087	† 7,289	† 2,671
	Madras Railway	54,661	11,512	10,645	11,321
Anantapur	Southern Mahratta Railway	† 7,539	† 2,351	† 3,256	† 16,672
	South Indian Railway	*	*	† 103	† –
	Madras Railway	46,128	4,955	6,431	5,581
Cuddapah	South Indian Railway	*	*	† 1,586	† 1,168
	Madras Railway	103,774	24,259	13,817	16,973

* Not available. † For two weeks only.

The falling off in the receipts of stations on the Madras Railway Company's system occurred suddenly during the week ending 5th December, and was in part due to the interruption of communication owing to breaches in the line near the southern frontier of the Cuddapah district. It is hoped that, in the future, the administration of the Southern Mahratta Railway may be more prompt in furnishing statistics so far as that line is concerned.

5. The people generally, throughout the affected area, continue in good condition, but in parts of the Bellary District the Commissioner during his inspection observed a number who showed signs of habitual under-feeding. To these, the attention of the Sanitary Commissioner, who was in the district, was drawn. That officer is now on tour of inspection in the affected area. The numbers resorting to the relief works have shown a small decrease in the month; the changes being as shown below:—

District.	Relief Workers			At Kitchens			Weavers		
	On December		On January	On December		On January	On December		On January
	5th.	19th.	2nd.	5th.	19th.	2nd.	5th.	19th.	2nd.
Kurnool	3,728	4,387	3,588	141	137	88	–	–	–
Bellary	13,815	14,984	13,462	299	353	959	972	943	852
Anantapur	423	500	334	65	60	26	–	–	–
Cuddapah	4,517	2,707	2,209	183	171	109	–	2,000	4,765
Total	22,483	22,578	19,543	688	721	1,182	972	2,943	5,617

6. In the Kurnool district, a portion of one taluk benefited greatly by the November rainfall, and has been removed from the affected area; in another taluk, the coolies deserted the relief works at about the same time, but the reasons for this are not clear, though one was undoubtedly the distance they had to travel to and from work, and the Commissioner, who visited the work shortly before it was deserted, has grave doubts whether the desertion must not be attributed to the manner in which the work was managed by the engineer in charge. Orders directing detailed inquiry to be made have been issued. In two other taluks works are now open, and in one of these, the numbers have decreased, owing partly, it is reported, to some harvest work being available.

In Bellary, there has been a small decrease owing chiefly to stringent measures having been taken to get rid of idlers, and to improved organisation; but local inspection has shown the Commissioner that the number of works at present open is inadequate, and orders for the opening of more works have been given. For a short time also field work drew away some of the coolies, who are now returning to the works.

In Anantapur there is only one work open, and the people are reported to still find some agricultural employment in the fields.

In Cuddapah in one taluk there has been a considerable decrease, owing chiefly to the organisation of relief to weavers at their own trade; whilst in the other two affected taluks the decrease is believed by the Collector to be only temporary.

7. Orders have been issued by the Government placing all works in the affected districts under the charge of the Public Works Department, with strict instructions to organise and carry them out according to the rules of Appendix VI. to the Famine Code, the payments being, however, arranged for by the Revenue Department. The transfer is now being effected, but the Public Works Department in Kurnool states that it is unable to take over the works, owing to want of establishment.

No change has been made in the regulation of wages, but the Government has issued strict orders that payments are to be regulated in accordance with Rule 28 of the Appendix quoted, and the fact that this rule goes beyond the provisions of section 107 of the code has been brought to its notice.

8. Kitchens have been or are being established in connection with all works for the relief of the infirm dependants and children of workers.

9. Relief to weavers at their owu trade has been organised at Adóni in Bellary, and at Jammalamadugu in Cuddapah. The schemes adopted at these places have been modelled on the lines of Appendix VII. to the Madras Famine Code.

10. No gratuitous relief, other than that given in kitchens, has as yet been found necessary.

11. The mortality returns for November last give the following results; those for December are not yet available:—

District.	Number of Deaths recorded in November 1896.	Average.
Kurnool - - - - - - - -	1,109	1,390
Bellary - - - - - - - -	1,337	1,374
Anantapur - - - - - - - -	1,104	990
Cuddapah - - - - - - - -	1,834	2,665

In Bellary, although there is a small decrease on the whole, there was a considerable increase in two taluks. The fact that considerable emigration to Mysore has taken place must not be lost sight of. This emigration in some tracts comes to nearly one-third of the adult male population. These have partly gone for employment and partly with cattle.

In Anantapur there was a decrease in the more affected portion, and the increase elsewhere was due to cholera.

12. As to the two districts of Vizagapatam and Ganjám, regarding the condition of which anxiety still continues, it may be noticed that two test works opened at the middle of December in the latter failed to attract workers on Famine Code conditions, and that the same result followed on applying these conditions to a work in the former district during the week ending January 9th. Prices, however, continue to be very high in these districts, and there has been no improvement in their condition. Emigration is, however, active, and there is still some employment to be had in gathering the scanty harvests.

MONTHLY FAMINE STATEMENT B. for the Period ending Saturday Evening, January 2, 1897.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Numbers for whom Relief was provided in Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining in Programme on Date of Report.		Expenditure since April 1st up to the Latest Day for which Figures are available.			Advances given, April 1st until the end of the Month, under		Revenue suspended beyond the Current Official Year.
		Date of Programme.	On Large Works.	Others.	On Large Works.	Others.	Date up to which Expenditure is known.	Rupees, omitting 000s.		Land Improvement Loans Act.	Agriculturists' Loans Act.	
								On Relief Works.	On Gratuitous Relief.	Rupees, omitting 000s.	Rupees, omitting 000s.	Rupees, omitting 000s.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
DECCAN.												
Kurnool - -	163,000	May 18, 1896	198,041	87,368	196,245	87,081	Jan. 2, 1897	17	*	1	—	—
Bellary - -	180,000	May 18, „	324,615	29,888	319,332	29,709	Jan. 2, „	48	1	1	2	—
Anantapur -	141,800	July 6, „	143,224	34,567	142,992	34,529	Jan. 2, „	2	*	25	—	—
Cuddapah -	253,800	May 22, „	203,779	110,170	202,280	109,945	Jan. 2, „	13	*	1	—	—
TOTAL - -	738,600		869,659	261,993	860,849	261,264		80	1	28	2	—

* Not reported.

BOMBAY.

No. 22—FAMINE OF 1897.—Bombay Castle, January 12, 1897.

From the Honourable Mr. J. MONTEATH, M.A., I.C.S., ACTING CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE (FAMINE), CALCUTTA.

SIR,

IN accordance with No. 10 of the rules circulated with the Resolution of the Government of India, No. 5—48, dated March 2nd, 1892, and Section 26 of the Bombay Famine Relief Code, I am directed to submit a report on the scarcity prevailing in parts of this Presidency. In the circumstances stated below it has been found difficult to obtain materials for a complete account of the situation at any time, and there has consequently been delay in the submission of this report, for which I am to express regret. The rain which fell towards the end of November materially altered the outlook, and rendered comparatively useless the estimates before received. It was very partial and irregular, as will be shown below, and it was consequently not easy to gauge the general effect of it. There has again been rain in the last week of December in most of the affected districts, but it also has been very irregular, and for the most part scanty, and it cannot yet be stated with any exactness how far rabi crops will be saved by it. In some other respects the materials for a complete report are still defective, but His Excellency the Governor in Council does not consider it desirable to defer further the submission to the Government of India in a compact form of such information as is available. The summaries which have been prepared every week since relief works were opened have shown in detail all occurrences affecting the condition of the people and the extent to which it has been necessary to provide relief. Copies of these statements are appended * for ready reference.

2. The area at present actually affected lies within the Deccan and Southern Marátha Country districts of this Presidency, viz., Sholápur, Ahmednagar, Poona, Sátára, Násik, Khándesh, Bijápur, Belgaum, and Dharwár. The probable extent of liability to famine, and the normal economic condition of these districts, are shown in the following extracts from the Bombay Statistical Atlas:—

"SHOLAPUR.

The whole district is excessively liable to famine. The area protected by canal irrigation is estimated at under 100 square miles. The cause of famine is failure or unseasonableness of the rainfall. The population is nearly purely agricultural. Weaving is the only important industry, but it is altogether dependent on the prosperity of agriculture. Important trade centres are few. The precarious rainfall of the whole district, except Bársi, places the population in an inferior condition to that of other Deccan districts, and in so far as the season is more untrustworthy, the cultivators are in proportion more hindered from enterprise and regular rotation tillage than their Deccan neighbours.

"AHMEDNAGAR.

The whole district except the Dángs is liable to famine. The central belt including Jámkhed enjoys a greater immunity than the tálukás of the Godávari and Bhima valleys. The causes of famine are irregular and uncertain rainfall and deficient water-supply. The large town of Ahmednagar with Bhingar contains many artizans and traders. The bulk of the population is agricultural. Weavers are numerous except in Akola, Nevása, and Sangamner. The industry is rather in the hands of classes who are not hereditary weavers, but agriculturists drawn from husbandry by the superior profits of the hand-looms. The husbandmen of Jámkhed, who have unusual facilities for grazing, are considerable dairy farmers. With the exception of these and the market gardeners the cultivating classes are poor and depressed. They are ignorant and improvident and suffer greatly from scanty rainfall and from pressure of moneylenders. The poorer husbandmen go in slack seasons to Bombay to work as labourers and carriers. Others and to their profits from tillage by carting grain, cotton, and oil-seeds."

* Reprinted only for January 7, 1897.

"POONA.

The area liable to chronic distress from failure of rains is the eastern part, which makes up half the district. The western part of the district is practically free from danger of distress caused by drought. The transition tracts lying between the rugged hilly western belt, and the open plains of the east, have a partial immunity from distress. The eastern tract has a good soil, but is badly supplied with water, and is dependent on a capricious rainfall, derived chiefly from the late or north-east monsoon. This accounts for its liability to distress. The immunity of the western belt lies in its regular rainfall, and the partial immunity of the transition tracts is due to a better water-supply in wells and watercourses from the hills, and a fairly regular rainfall, as compared with the eastern plains. The population of the eastern plains is almost purely agricultural, and indeed of the whole district, except at trade centres, like Poona, and Talegaon. The bulk of the cultivating classes are Kunbis and Mális, but numerous other castes cultivate. The rayatwári occupants are fairly off, except in the eastern plains, where they are poor and indebted."

"SÁTÁRA.

The dry eastern part of the district is the least naturally protected area, and next to it, comes the transition tract lying between it and the hilly west. The eastern part is liable to failure of rainfall. In the transition tract the rainfall is uncertain, but the richness of its soil and its unusual facilities for irrigation, from wells and running streams, enhances its measure of immunity from the effects of prolonged drought. The total area in the district, liable to famine, may be taken not to exceed 2,000 square miles. The population is largely agricultural, but an unusual number of people are herdsmen and shepherds. The Kunbi, who is the cultivator of the district, is more conservative, and less enterprising, than elsewhere in the Deccan. Some of the poorer cultivators, and many field labourers, and others, resort yearly in slack times to Bombay for employment in the cotton mills, and at the wharves. In the east the rayats are somewhat wanting in energy and industry. Their soil is poor and their seasons precarious. Few in this tract are clear of debt. The rayat of the rich Krishna Valley has better credit and less necessity for recourse to the money lender. The number engaged in cart-traffic is particularly large."

"NÁSIK.

The Desh, which includes the tálukas of Málegaon, Nándgaon, and Yeola, and the eastern portions of Chándor, Niphád, and Sinnar, is most liable to distress from seasons of drought, but the degree of liability is not so great as in the districts further east. The Desh tálukas receive the tail-end of the south-west and north-east monsoons, and are thus liable to the accident of the failure of both in the same season. The transition tract, which includes most of Sinnar, Niphád, and Chándor, and parts of Báglán, Kalvan, Dindori, and Násik, enjoys the advantage of irrigation facilities to a greater extent than the western Dángs or the eastern plains. The poorest of the population reside in tracts enjoying the most trustworthy rainfall. The poor Varlis, Kolis, and Thákurs, of Peint, have not the contingency of drought to encounter. The Kumbis, and Mális, of the Desh, and the transition tracts, are, as a rule, the most intelligent and prosperous cultivators of the Deccan. The cultivators are poor and indebted in the tracts less liable to distress. In severe distress, representatives from all the manufacturing classes (weavers, Koshtis, Rangáris, &c.), will be found in the ranks of relief labourers as they are mostly in a poor condition."

"KHÁNDESH.

As regards East Khándesh, the degree of liability to famine is very much smaller than in the Deccan. The seasonableness of the rains cannot be depended on, and thus, from time to time, much loss is occasioned. Drought is not the only cause of famine or acute distress. The liability to serious loss from the floods of the Tápti, and its tributaries, cannot be overlooked. The railway has introduced cotton presses, and ginning factories, which give employment to the people, over and above that necessarily made available by the railway company. The economic condition of the agricultural population of Jalgaon, Erandol, Sávda, and Páchora, is above the average, even of

Khándesh. The cultivators are well off, and live easily in ordinary seasons, possessing fair credit. Elsewhere, except in unhealthy and thinly populated tracts, the condition of the people is decidedly good. In East and South Jámner, the villages are small and the people poorer. The labouring population finds abundant employment, and field labour is both costly and difficult to obtain.

"As regards West Khándesh, except in the Tápti Valley, the liability to acute distress is very remote. In the four westernmost tálukas a famine could only be caused by a total failure of rain. At the outside, 2,000 square miles, out of the four remaining tálukas, may be said to be practically liable to famine. The degree of liability is less than that of East Khándesh, by reason of less liability to damage from floods, and failure of rainfall. But it is greater on account of more cramped communications, greater distance from the railway, and poorer normal condition of the population. Cultivators are, as a rule, poor. Without forethought, or self-restraint, they readily run into debt. Those in Sháháda, in East Nandurbár, and to a certain extent, in the plains of Taloda, and along the rivers in Pimpalner, are for the most part well off. The rest would, in the event of distress, very soon need Government assistance. Shirpur and Dhulia have some well-to-do traders. In the latter town, the cotton presses and gin factories give employment to the labouring classes, who are thereby in normal years, able to save. The population of Amalner is decidedly better off than that of Dhulia. The people are generally well-to-do. Dhulia, Pimpalner, and, in a less degree, Amalner, enjoy a special measure of protection by reason of the dams or bandháras, which have been built on the tributaries of the Tápti."

"BIJÁPUR.

The whole of the district is liable to famine. Excepting small portions of Hungund, and Muddebihál, where the rainfall is more certain than elsewhere, it may be said that the liability to famine is nearly uniform throughout. The cause of famine is failure, or unseasonableness of rainfall, or both. There are no facilities for protection by large irrigation works. The population is nearly entirely dependent on agriculture; 76 per cent. are agriculturists, and 23 per cent. are engaged in crafts and industries. These are almost entirely weavers, of whom four-fifths are females. The weaving industry, which is common throughout the district, is greatly dependent on agricultural prosperity. As a rule, the agriculturists are a steady and orderly people, fairly housed, and enjoying all the necessaries of a simple life, and sufficient agricultural stock for the management of their holdings."

"BELGAUM.

About one-third of the district, the south-west portion, is practically secure from great distress, induced by drought, for, in that portion, the rainfall is certain, and a bad season rarely occurs. The tálukas in the north-east, which depend on the north-east rains, are liable to chronic drought. The transition tract, which includes Chikodi, and Sampgaon, enjoys a fair immunity, as its rain supply is chiefly from the south-west monsoon, which can be more trusted than that of the north-east monsoon. The cause of distress is insufficiency of rains. The population is nearly purely agricultural. Weavers of coarse cotton and woollen cloths are fairly numerous, but they may be classed as dependent, indirectly though it be, on agriculture. The degree of indebtedness of the rayatwári occupants holds a position intermediate between that of the holders of Dhárwár and the Deccan. On the one hand, the cultivators are partly Lingáyets and Jains, while in Dhárwár, they chiefly belong to these industrious, self-dependent, and provident classes, but, on the other hand, the improvident Marátha husbandmen, who form the cultivating classes of the Deccan, are nearly as numerous. The land is not so heavily burdened as in the Deccan, but it is a great deal more encumbered than in Dhárwár."

"DHÁRWÁR.

The Mallád or the hilly portion in the west and south of the district, in which failure of the rainfall is unknown, is practically free from danger of famine. The transition tract lying between the Mallád and the Desh, plain open country in the north-east, is less liable, both in degree and in frequency, to severe distress than the Desh, which is most liable to distress from drought. Distress may be caused either by the insufficiency of the rainfall or its unseasonableness, or by both. The population is nearly purely agricultural. The land is held by small rayatwári occupants. The arable land

is principally free from encumbrances. The money-lenders are not, as in the Deccan, strangers, but pátils and other watandárs of the district. Well-to-do cultivators are always ready to enlarge their possessions by purchase of land and by mortgage with possession. The condition of the rayatwári occupants in the Desh is decidedly good."

3. As regards the current year, the following statement shows the rainfall in these districts in the months of June to November last as compared with the average fall during those months :—

District.	June.		July.		August.		September.		October.		November.	
	Average.	1896.	Average.	1896.	Average.	1896.	Average.	1896.	Average.	1896.	Average.	1896.
	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.	In. ct.
Sholápur -	4 52	4 78	2 99	4 1	4 83	1 84	8 2	0 67	4 72	0 44	1 27	2 32
Ahmednagar	4 52	8 89	3 40	6 35	3 64	2 5	6 84	0 44	4 19	0 25	1 1	1 15
Poona - -	6 51	10 91	13 93	20 62	6 53	11 40	7 64	0 83	5 17	0 59	1 17	1 22
Sátára - -	8 74	14 88	18 90	26 78	8 68	17 52	7 25	1 28	5 60	0 51	1 51	1 10
Násik - -	6 79	12 31	13 1	26 67	8 7	9 79	8 95	1 41	3 70	0 59	0 91	0 32
Khándesh -	6 19	5 75	9 20	15 55	6 2	4 45	6 65	0 36	1 92	0 2	0 52	0 26
Bijápur -	3 62	2 12	2 36	1 85	4 8	1 66	6 13	1 46	5 43	0 22	1 59	1 69
Belgaum -	6 68	12 26	11 46	14 28	5 96	11 74	5 9	0 84	5 98	1 2	1 43	0 59
Dhárwár -	3 41	5 53	5 36	6 99	3 76	5 20	4 57	1 66	5 38	1 93	1 72	2 32

A skeleton map of the Central Division, showing the rainfall at the different stations from 19th to 30th November 1896, is also appended. The peculiarities of the season are that the tracts dependent on kharif crops for the most part received excessive rain till about the middle of August, which proved injurious to crops and necessitated re-sowing in several places; while beyond a few scattered showers there was practically no rain during the months of September and October, when it was most wanted to bring the growing kharif crops to maturity, and to enable rabi sowings to be undertaken. There was, however, some useful rain in the third and fourth weeks of November, which improved the condition of the rabi crops already sown, and rendered further sowings possible in all the affected districts except Násik and Khándesh. Again, in the last week of December there was some rain in most of the affected districts. This rain would have been most useful for the crops sown in the end of November, and in the eastern tálukas of Poona it is believed to have had very beneficial results, but unfortunately it fell elsewhere for the most part in places where the November rain had not been sufficient for further sowings. The season has been altogether so abnormal, the rainfall so capricious, and the effects so diverse, that an accurate idea of them can be given only by a detailed account for each of the districts in which scarcity has resulted.

Sholápur.

Cultivation in this district depends mainly on the amount and seasonableness of the late rains of August, September and October. The rainfall in June and July was timely and useful for kharif sowings, but was deficient throughout the district. In August the rain was far below the average, and standing kharif crops began to wither, while rabi sowing was retarded. The situation grew worse in September and October, when the fall measured only a few cents, and by the end of the latter month the kharif crops had almost completely failed, and most of the rabi area was left unsown for want of moisture. In November there was rain between the 20th and 23rd, and on the 27th, ranging from 58 cents at Pandharpur to 6·76 inches at Sholápur. This rain proved very beneficial to such rabi crops as had been sown, and enabled most of the remaining rabi area to be sown in the tálukas of Sholápur, Bársi, Mádha, and Karmála, except in places where seed and cattle were deficient. In the remaining three tálukas of Sángola, Pandharpur, and Málsiras rain was smaller in quantity and partial, and further sowings in these places have therefore been more restricted. There was no rain in December except 6 cents at Bársi, and it is feared that without further rain the outturn of the crops sown in the end of November will be small if they do not entirely fail.

Ahmednagar.

The rainfall in June, July and August was generally sufficient and seasonable for kharif crops, and enabled rabi lands to be prepared for sowing in some parts of the district. In September and October there was nothing beyond scanty rain in any

táluka. The kharif crops consequently withered in many places and rabi sowing was retarded. In November there was good rain in the southern tálukas, viz., Ahmednagar, Párner, Shrígonda, Karjat, and Jamkhed, ranging from 1·20 inches at Párner to 4·30 inches at Karjat. The condition of such crops as had been sown was much improved by it, and further sowing of wheat, gram, linseed and jowári was rendered possible over nearly the full rabi area in the tálukas above mentioned. In the northern tálukas, on the other hand, the rainfall of November was too scanty for further sowing, and the area there sown averaged only from 1 to 2 annas of the normal area taken at 16 annas. There was rain on the 26th of December in most of the tálukás, the maximum being at Nagar, 70 cents; but it was insufficient in the southern tálukas where, owing to the large rabi area sown at the end of November, it would have been most useful.

Poona.

In June the rainfall was sufficient and seasonable. In July and the first three weeks of August it was exceptionally heavy, and proved injurious especially to river-side crops and to those in the western and central tálukas. In the eastern tálukas, viz., Purandhar, Sirur, Indápur and Bhimthadi, the fall in August was below the average. The rainfall in September and October was scanty, and crops withered in the eastern tálukas, and also showed signs of deterioration elsewhere. Rabi sowing was also retarded. In November good rain fell in the eastern tálukas, measuring from 1·20 inches in Purandhar to 3·08 inches at Indápur. The rest of the district received only light showers. This rain has enabled 8 to 16 annas (whole) of the usual rabi area to be sown in the eastern tálukas. Elsewhere the area sown is about one-fifth of the normal. In the last week of December slight rain (ranging from 8 to 95 cents) fell in these tálukas, and has benefited the late-sown crops, but more is needed.

Sátára.

In June the rainfall was generally sufficient and seasonable for sowing and transplantation. In July and the first half of August there was excessive rain in the western and central tracts, which injured the standing crops. In the eastern tálukas, viz., Mán, Khatáv, Khánápur and Tásgaon, the fall was normal, and at the end of August the crops were in good condition. In September and October the rainfall throughout the district was much below the average, with the result that kharif crops began to wither, especially in the eastern tálukas, and rabi sowing was retarded. In November showers of rain fell between the 19th and 22nd throughout the district, and improved the condition of crops already sown, but were too light for any appreciable extension of sowing. There was also some rain throughout the district in the last week of December, the maximum being at Tásgaon, 1 inch 12 cents, and minimum at Pátan, 6 cents. The condition of the standing crops is fair, but more rain is required for those last sown.

Násik.

The rainfall in June was sufficient and seasonable. In July and the first half of August it was excessive and injurious to crops, especially bájri; there were floods in Málegaon, which destroyed the crops. In the last week of August there was a break, which proved beneficial for standing crops and for completing kharif re-sowings, and commencing rabi sowings. In September and October the rainfall was very deficient, and standing kharif crops withered in many places, while rabi sowings were delayed. There were light showers (6 cents to 1 inch) in November, which improved the condition of late crops already sown, but did not make further sowing possible. On the 28th of December there was rain in four tálukas, ranging from 28 to 55 cents. More rain is required for the standing rabi crops.

Khándesh.

The rainfall in June was below the average, except in a few tálukas. In July and the first half of August, however, it was abnormally heavy, and injurious in some places to standing kharif crops, especially cotton. Some river-side crops were destroyed by floods. In the second half of August there was a complete break, which benefited the crops and enabled re-sowings to be undertaken. In September the rainfall was much below

the average, and in October there was practically no rain, and the kharif crops began to wither everywhere, and rabi sowing was retarded. In November there was slight rain, (1 cent to 1·27 inches), which was beneficial to wheat and gram already sown, but insufficient for any further sowing. About 1 inch 27 cents of rain fell at Dhulia on the 28th December, where, however, rabi crops are not grown.

Bijápur.

The rainfall of June, July and August was far below the average, and insufficient for complete kharif sowings. Bijápur is, however, principally a rabi district, and depends mainly upon the later rains of September, October and November. During September the rainfall was very scanty, and the month of October was almost rainless. By the end of October the kharif crops had dried up, and the few rabi crops sown were withering, except along the banks of the Krishna. In November rain fell in general showers, mostly between the 19th and 23rd. This rain was beneficial to such jowári crops as were before sown, but was not sufficient for further sowings, except in a few places. In the last week of December there was slight rain in four tálukas and one petha, varying from 9 to 48 cents, but it was insufficient to revive the few crops sown towards the end of November, which are reported to be withering.

Belgaum.

In the three tálukas of Athni, Gokák and Parasgad (including Murgod petha), which are included among the affected areas, prospects were good till the end of August. But a long break occurred in September, in the last week of which only a few cents of rain fell in these tálukas. The whole of October also passed almost without any rain. By the end of October, the standing kharif crops had already withered or were withering, or where they had survived, were being destroyed by insects. In November, light showers fell throughout the district of Belgaum between the 19th and 23rd, and on the 27th. The fall in the affected tálukas, was at Parasgad, 1 inch 9 cents; at Gokák, 45 cents; and at Athni, 70 cents. The fall was light, but useful to standing crops, and enabled some additional sowings to be undertaken. There was general rain on the 25th of December, except in Athni and Chikodi, varying from 14 cents at Murgod, to 1 inch 57 cents at Belgaum. More rain is needed in all the affected tálukas, but especially in Athni.

Dharwar.

The situation till the middle of October in the affected tálukas, viz.: Navalgund (including Nargund petha), Ron and Gadag (including Mundargi petha), was somewhat similar to that of the Belgaum tálukas referred to above. The kharif crops were next to worthless, and were rooted out in some places, and there were practically no rabi sowings till the end of October. In November, good rain fell throughout the district mostly between the 19th and 23rd, the fall in the affected parts being :—

	In.	Ct.
Gadag	3	76
Mundargi	0	51
Ron	1	94
Navalgund	2	30
Nargund	2	66

This rain was beneficial to the standing crops, and most of the rabi area was sown. The condition of the affected tálukas, except the Mundargi petha, was much improved by this rain. There was also some useful rain in the last week of December in these tálukas varying from 15 cents to 1 inch 99 cents, but more is still wanted in the north-east tracts (Ron, Nargund, Mundargi) where the prospects are still precarious.

4. Estimates in annas of the out-turn of kharif crops and of the rabi area sown in each of the affected districts as compared with the normal (16 annas) out-turn and sowings have been furnished to the Government of India with my letter No. 10601, dated December 23rd 1896. The following statement gives the information in greater detail

for the affected districts, as well as for other districts of this Presidency for which it is available :—

District.	Average Outturn in annas, of Kharif Crops, taking the whole area sown.	Proportion of the ordinary Rabi area sown.	Proportion of the Rabi area sown, in which the seed has germinated.	Proportion of the area in Column 4, in which the Crop is still alive.
1.	2.	3.	4.	5.
Ahmedabad	—	—	—	—
Kaira	—	—	—	—
Panch Mahâls	8	55 per cent.	80 per cent.	All.
Broach	6½	95 „	—	Nearly all.
Surat	12	53 „	81 per cent.	All.
Thána	7½	25 „	All	All.
Sholápur	1	43 „	80 per cent.	All.
Ahmednagar	4	66 „	Generally	Not reported.
Poona	3	75 „	—	Not reported.
Sátára	5⅓	66 „	Greater part	75 per cent.
Násik	5⅝	46 „	86 per cent.	All alive in nine tálukas, and parts of two tálukas.
Khándesh	6½	42 „	80 „	All.
Bijápur	¼	25 „	70 „	Not reported.
Belgaum	6	62 „	60 „	60 per cent.
Dhárwár	7*	74 „	82 „	All alive in nine tálukas, and about half in one táluka.
Kolába	7	44 „	All	All.
Ratnágiri	7	76 „	All	All.
Kánara	—	—	—	—
Karáchi	10	Almost whole†	—	—
Hyderabad	—	—	—	—
Shikárpur	12	60 per cent.	All	All.
Thar and Párkar	—	—	—	—
Upper Sind Frontier	12	70 per cent.‡	88 per cent.	All.

* 2 annas in the affected tálukas and 10 annas in the rest.
† Sowing was still in progress at the date of report.
‡ Sowing was still going on at the date of report.

These estimates are not based on any detailed inspection, for which there has not yet been time, but they indicate roughly how the probable outturn of food grains in the current year compares with the normal outturn. For a proper appreciation of the figures, however, it is necessary to note the proportions of kharif and rabi food crops grown in the areas affected by scarcity. The cereals principally cultivated as kharif crops in these districts are bájri, jowári and rice, while those cultivated as rabi crops are jowári and wheat. The following statement of the average area on which these crops are grown, shows how far the several districts are dependent for their food supply on kharif or rabi crops :—

Districts.	Kharif.	Rabi.
	Acres.	Acres.
Sholápur	257,955	1,356,925
Ahmednagar	811,922	1,226,614
Poona	840,627	796,874
Sátará	944,805	272,891
Násik	982,266	396,355
Khándesh	1,166,684	267,534
Bijápur	685,626	1,214,279
Belgaum	883,706	305,039
Dhárwár	785,068	435,711

It will be clear from the facts and figures above given that the intensity of the distress in this Presidency depends entirely on the outturn of the rabi crops still standing. Most of these crops were sown at the end of November, long after the time at which such crops are generally sown. Some of them were benefited by rain at the end of last month, but it is feared that most of them will fail to come to maturity without more

rain. The Director of Agriculture and all members of the Agricultural Department have been desired to devote their energies to the ascertainment as promptly as is possible of the probable result of these late sowings and to the collection of other information regarding the food supply.

5. There can, however, be little doubt that the character of the season does not of itself account adequately for the large demand for relief which has already occurred in this Presidency. In the districts most liable to scarcity the rabi crops are most important, and, as already shown, it is not yet known what the out-turn of them will be. The distress has mainly arisen from the pressure on the poorer classes of the abnormally high prices which have prevailed since October last, and the failure of the kharif crops in these districts would not have caused so great a rise in price if there had been a good harvest in other parts of India. Prices, indeed, rose in Northern India while yet a plentiful harvest was expected here, for although the heavy rainfall in the end of July and beginning of August caused some damage in various places, the outlook in the Presidency as a whole was very favourable for some time afterwards, and in many places bumper crops were expected. It is believed that in these circumstances holders of stocks of grain were tempted by the higher prices resulting from the unfavourable outlook in Northern India to export to some extent. Afterwards it became evident that the prolonged absence of the later rains would injure or entirely destroy kharif crops, and render rabi cultivation exceedingly precarious, and prices rose rapidly. By the middle of November the staple grains were, in most of the affected tracts, selling at a higher rate than was reached in the last famine till the failure of the early rains of 1877 threatened a prolongation and intensification of the scarcity. The following statement contrasts the normal prices of food-grains with the average price for each fortnight since the middle of September in each of the affected districts :—

DISTRICT.	JOWÁRI.									BÁJRI.								
	Normal.	15th September 1896.	30th September 1896.	15th October 1896.	31st October 1896.	15th November 1896.	30th November 1896.	15th December 1896.	31st December 1896.	Normal.	15th September 1896.	30th September 1896.	15th October 1896.	31st October 1896.	15th November 1896.	30th November 1896.	15th December 1896.	31st December 1896.
	Lbs. per Rupee.																	
Sholápur	45	46½	32⅝	25	21½	17⅞	23¼	21⅓	22¼	41	35⅝	28⅝	21½	17⅞	14¼	17⅞	17⅞	18⅓
Ahmednagar	42½	41¼	27½	23⅝	20⅝	17⅜	19¼	19½	20 1/20	35⅓	32⅛	20½	20½	17½	14⅝	17½	17½	20½
Poona	38	40	35¼	21½	18⅜	18⅜	21⅛	18⅜	20 1/20	30⅜	30	27⅝	18⅜	16⅛	15	19⅜	16⅛	17 1/20
Sátára	33⅓	34½	31⅝	25⅛	20⅞	20⅛	18⅜	18⅜	18⅜	31½	29⅛	27¾	22⅞	18	13⅞	16	17	17¾
Násik	43	33⅜	–	–	–	20⅜	19⅛	19	19 17/20	34	28	22⅝	19¾	18⅜	17	17	17	16 3/20
Khándesh	44	38	22⅜	17½	19	18⅛	17¼	18⅛	19	36⅜	29⅜	22	14⅜	16½	15⅝	14¼	15⅝	–
Bijápur	45½	46⅜	36	27	23⅜	18	22½	21⅝	22⅜	43½	38¾	35¼	24⅝	21⅛	17⅝	–	19⅜	–
Belgaum	40⅜	49¾	46⅝	29	22⅞	18⅝	27	24¼	27	40½	39	31¼	21½	19½	16⅛	21½	21½	24
Dhárwár	45	54⅜	54⅜	30½	24½	16	26⅜	26⅜	26 7/20	41¼	40⅛	39⅛	29½	20½	16⅜	18⅝	18⅝	–

DISTRICT.	WHEAT.									RICE.								
	Normal.	15th September 1896.	30th September 1896.	15th October 1896.	31st October 1896.	15th November 1896.	30th November 1896.	15th December 1896.	31st December 1896.	Normal.	15th September 1896.	30th September 1896.	15th October 1896.	31st October 1896.	15th November 1896.	30th November 1896.	15th December 1896.	31st December 1896.
	Lbs. per Rupee.																	
Sholápur	28½	28⅞	24½	16⅜	16⅜	14⅞	18⅝	18⅝	–	21½	23⅜	19⅝	17⅛	17½	15⅝	16⅜	16⅜	–
Ahmednagar	27½	26⅛	20½	17⅜	16	14½	14⅜	14½	–	18⅜	19⅝	18⅜	18⅛	18⅜	16⅜	16⅜	16⅜	–
Poona	23½	24	20⅜	16½	16¼	14	15⅛	15⅛	–	20	21⅝	19¼	16⅜	14⅜	14⅜	14⅜	14⅜	–
Sátára	23	26⅜	26⅜	21⅜	15⅞	14½	14⅜	16¼	–	19⅜	20¼	19¼	17	15⅞	16	14½	16½	–
Násik	29½	24⅜	21⅜	20⅛	18⅜	16⅜	15⅞	15⅞	16 2/20	22½	20½	20½	19	17⅜	17½	16⅛	15⅜	16⅜
Khándesh	28½	24½	19½	15⅜	15⅜	14⅞	14	14⅞	–	19	18⅞	15⅛	15½	15⅛	15⅛	13⅛	15⅛	–
Bijápur	30½	28⅜	21¼	17⅜	16	14½	–	16	–	20½	23⅜	20⅞	17⅛	17⅛	15½	–	17⅛	–
Belgaum	29⅜	27⅜	25⅜	20¼	16¼	13⅛	15⅛	15⅛	–	23	25½	24⅛	22	17⅞	16⅜	18⅜	20	20
Dhárwár	30⅜	27½	24	18⅜	14⅜	14⅜	14⅜	15⅝	18⅜	22½	24⅞	24⅜	21	16¼	15¼	19⅛	19⅛	21¼

6. It has been stated above that it is believed the holders of stocks of grain were tempted to export to some extent, and it has been alleged that railways now carry away a large part of what would have been stored in pits if the ancient practice had been continued. There is, doubtless, some truth in the statement, but the Governor in Council is unable to believe that the custom of storing has been abandoned. It is known to have prevailed until a recent date in some of the affected districts, and there is no reason to suppose that the stocks would suddenly be exhausted. The best evidence that a considerable local supply is still available lies in the fact that on the fall of rain in the end of November there was an immediate decline in prices, and it is now reported from districts in which there had been difficulty in obtaining food for people on relief works that grain is plentiful. At the same time, as will be seen from the table above given, prices still continue very high, and throughout the Presidency the harvest has so far been considerably below the average. It has not yet been found possible to obtain any definite information regarding the actual quantity of food grains available within the Presidency, and it is doubtful whether any information which can be obtained will be trustworthy, for the stocks are generally underground and not easily capable of inspection, and the owners have the strongest motives for withholding the truth on the subject. The Director of Agriculture has, however, been desired to have detailed inquiries made in each village and to frame estimates from such statistics as are available. It may be remarked that a statement often made that the railways have induced the cultivation of exportable products at the expense of food grains does not appear to be correct. From the following table it will be seen that, on the whole, food is produced in the affected districts through which railways have been constructed since the last famine, as largely as it was before the opening of railways, and that the increase of exportable products has resulted from extension of cultivation :—

Districts traversed by		Area sown with Bájri.						Area sown with Jowári.						Remarks.
		1876-77.	1883-84.	1884-85.	1885-86.	1894-95.	1895-96.	1876-77.	1883-84.	1884-85.	1885-86.	1894-95.	1895-96.	
		Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	
Southern Maratha Railway. Bijapur Branch.	Bijápur	—	218,352	167,810	260,566	289,385	311,731	—	1,333,307	1,610,749	1,557,676	1,382,401	1,381,955	Bijápur Branch of the Southern Marátha Railway opened for goods traffic on 1st August 1884.
Southern Maratha Railway. Poona Branch.	Dhárwár	—	7,143	7,411	6,098	4,637	4,219	—	619,018	639,402	678,342	633,147	647,234	Poona Branch of the Southern Marátha Railway opened in small sections :—
	Belgaum	—	—	124,130	143,707	193,640	163,163	—	—	774,061	789,375	601,168	630,580	Londa to Belgaum on March 21, 1887. Belgaum to Miraj on December 22, 1887. Miraj to Koregaon on May 2, 1887. Koregaon to Ghorpadi on November 18, 1886. Ghorpadi to Poona on October 4, 1891.
	Sátára	—	—	553,214	575,084	483,563	464,449	—	—	550,419	528,673	465,789	491,406	
	Poona	501,525	—	745,979	646,911	652,670	623,071	132,223	—	683,755	826,965	703,377	729,656	Dhond and Manmád Railway opened for traffic in 1878 :— Dhond to Ahmednagar on March 15, 1878.
Dhond and Manmád Railway.	Ahmednagar	796,625	—	—	—	870,809	829,837	422,515	—	—	—	864,171	835,771	Ahmednagar to Manmád on April 17, 1878.

7. His Excellency in Council understands that Madras will now be able to spare some surplus produce, and so far as he is at present able to judge, is inclined to the belief that even if the outturn of the rabi crops in the affected areas in this Presidency is poor, there will be found in the country sufficient food to keep the people alive until the time comes for reaping crops after next rains. This view is supported by an examination which has recently been made by the Director of Agriculture of the statistics of rail-borne traffic in food grains in the past five years. If it should unhappily prove incorrect, the Governor in Council feels little doubt that merchants would undertake importation from foreign countries. There is room for some apprehension, because such importation has hitherto not been needed for this Presidency, and it would take considerable time to carry out after the need for it was ascertained. But the Governor in Council cannot believe that merchants will hold aloof if a profit from importation becomes probable. Communications are excellent throughout the affected area. The greater part of it is

traversed by the G. I. P., Dhond-Manmád and Southern Marátha Railways, and local communications with the railway stations are fairly plentiful and good. It will be contrary to all experience if ports and large towns accessible by rail are not supplied by private enterprise more successfully than would be possible by State agency. The Governor in Council has accordingly steadily refused to accede to solicitations to undertake importation from foreign countries, and this policy will not be abandoned, but any aid which can legitimately be given to private trade by the publication of information regarding local stocks and other measures will be freely granted. In other respects there will be as little interference as possible with private enterprise. It was, however, reported in November last that local dealers had combined not to supply people on certain relief works at reasonable rates. The District Officers have been authorised in such cases to endeavour to make arrangements with merchants in the larger towns for the supply of the labourers and persons gratuitously relieved, or if necessary to bring grain from the larger towns and pay the wages as well as give the gratuitous relief in kind.

8. The following statement shows the areas at present considered to be affected in the several districts, and the daily average number of persons likely to require employment on relief works, as estimated by the Collectors and Commissioners :—

District.	Total Area in Acres.	Total Population.	Portion likely to be affected.	Estimated Daily Average Number of Persons likely to come on Relief Works.	Remarks.
Sholápur - -	2,905,194	750,689	Whole district (tálukas of Bársi, Pandharpur and Sholápur less severely than others).	58,000	The estimate is for nine months, from December to August.
Ahmednagar -	4,217,206	888,755	Whole district (tálukas of Akola, Sangamner, Shrigonda, and Párner less severely than others).	18,000	The estimate is for nine months, from December to August.
Poona - -	3,424,059	1,067,800	Parts of all tálukas (Bhimthadi and Indápur severely affected).	12,000	The estimate is for seven months, from December to June.
Sátára - -	3,087,783	1,225,989	Talukás of Pátan, Jávli, Sátára, Khánápur, part of Karád and Shirála Petha severely. Other tálukas partially.	11,000	The estimate is for nine months, from November to July.
Násik - -	3,720,295	843,582	Tálukas of Málegaon, Nándgaon, Yeola, Niphád, and Sinnar severely. Other tálukas partially.	10,200	The estimate is for 11 months, from November 1896 to September 1897.
Khándesh - -	5,660,900	1,460,851	All tálukas partially - - -	15,000	The estimate is for eight months, from December to July.
Bijápur - -	3,627,811	796,339	Whole district - - - -		
Belgaum - -	2,979,376	1,013,261	Tálukas of Athni, Gokak, and Parasgad (including Murgod Petha) - - - - -	73,750	The estimate is for eight months, from December to July.
Dhárwár - -	2,945,832	1,051,314	Tálukas of Navalgund, Gadag and Ron, and Nargund and Mundargi Pethas - - - -		

It will of course, however, be understood that the statement may require considerable modification, according to the outturn of the young rabi crops now in the ground. It seems probable that in the Gokák and Parasgad tálukas of Belgaum, and the Navalgund and Gadag tálukas of Dhárwár these crops will come to maturity, and in that event there will not be much distress in these areas. On the other hand, it must be remembered that in places where crops are poor, but have not entirely failed, and where in ordinary years there would have been no need for relief, the abnormally high prices press severely on persons who have no savings. For this reason it has been necessary to open relief works in the western tracts of Poona and Sátára, which have been considered immune from famine. It is moreover feared that relief may be needed in Ratnágiri and Kolába, partly because the crops are poor and the prices high, but mainly because many inhabitants of these districts who usually gain a large portion of their income from labour in Bombay have left that town owing to the plague, and programmes of works to be commenced if need arises have been prepared. The food grown in the former district is never sufficient for the whole population, which is exceedingly dense, and the imports are ordinarily paid for in some part by the earnings of members of the families outside the district.

9. The estimates of the numbers likely to require employment on relief works given above compare as follows with the average numbers of persons employed in 1876-77:—

	Present Estimate.	1876-77.
Sholápur	58,000	43,410
Ahmednagar	18,000	22,997
Poona	12,000	31,767
Sátára	11,000	22,542
Násik	10,200	8,625
Khándesh	15,000	3,893
Bijápur, Belgaum, and Dhárwár	73,750	95,382
TOTAL	197,950	228,616

The Governor in Council regrets to be forced to the conclusion that unless the rabi crops now in the ground yield a good harvest the estimates are likely to be largely exceeded. The average numbers of persons actually employed in the several districts in the week ending 2nd instant were as follows:—

Sholápur	40,257
Ahmednagar	27,547
Poona	13,064
Sátára	19,042
Násik	14,553
Khándesh	6,827
Bijápur	44,542
Belgaum	1,999
TOTAL	167,831

It will be observed that these numbers are already above the estimates in Ahmednagar, Poona, Sátára, and Násik, and that the total number now employed falls short of the maximum number estimated to require employment by some 30,000 only. The Director of Agriculture has been desired to revise the estimates after detailed inquiries regarding the probable outturn of the rabi crops and the condition of the people.

10. When there were indications of distress the collectors were instructed to open test works, making use for the purpose, as far as possible, of local fund works in progress or in contemplation. It was particularly impressed upon them that the provisions regarding tasks and wages should be strictly applied, and these instructions have been twice repeated. It has been pointed out that without strict enforcement of these conditions the test would be of no value, and that it was, on that account, even of more importance to exact full tasks on test works than on ordinary relief works. Regular relief works have not been opened until there was shown to be a keen demand for labour at famine wages. In Dhárwár the tests have not hitherto shown such a demand, and were discontinued, but in the week ending 2nd instant were resumed. In Belgaum it has so far been necessary to open relief works only in the Athni táluka, but there are test works in progress also in Parasgad and Gokak. In some other places the persons employed on relief works refused to accept famine wages after the rain fell at the end of November, but since that time there has been a continuous increase in the number of people requiring employment, as shown below:—

Week ending 5th December.	Week ending 12th December.	Week ending 19th December.	Week ending 26th December.	Week ending 2nd January.
54,913	72,571	114,614	142,848	167,831

The payment of famine wages and exaction of proper tasks have undoubtedly been effectual in affording a proper indication of the intensity of the distress.

11. In all districts the bulk of the people employed are Mhárs and Mángs and members of other low castes who are in the highest degree improvident. There are, however, other agricultural labourers on the relief works, but not yet, so far as can be ascertained, a large proportion of holders of land. Amongst the first, however, to feel the pressure of very high prices were weavers and some other artizans, and in some places, at the earliest stage of the distress, they were the only people for whom relief was needed. Owing to the enormous numbers of weavers requiring employment throughout the affected areas, the possibility of providing work for them in their own craft presented difficulties which do not appear to have been contemplated when Section 151 (*a*) of the Bombay Famine Relief Code was framed, and an amendment of that provision has been proposed. It has been found practicable, without an organization which it would take a long time to carry out, and without the risk of dislocating for years the trade in cloth, to employ in their own craft only such weavers as cannot gain a livelihood on the ordinary relief works Earthwork is, however, provided, so far as possible, for such of them as are not fitted for the breaking of metal. The situation in respect of the weavers is complicated by the fact that the present is the Sinhast year, during which no marriages take place in the Hindu community, and consequently the demand for the articles ordinarily manufactured by the weavers is immensly reduced.

12. It is found that in all districts except Sátára there are more women employed than men, and in some districts the disproportion is marked, as shown by the following figures:—

Districts.	For Week ending 26th December 1896.			For Week ending 2nd January 1897.		
	Men.	Women.	Proportion of Men to Women.	Men.	Women.	Proportion of Men to Women.
Sholápur - - - -	102,393	118,854	46 : 54	86,582	105,902	45 : 55
Ahmednagar - - - -	33,562	47,494	41 : 59	56,507	79,789	41 : 59
Poona - - - - -	22,685	33,300	43 : 57	28,802	36,565	44 : 56
Sátára - - - - -	34,240	19,775	63 : 37	56,576	34,575	62 : 38
Násik - - - - -	26,546	33,642	44 : 56	31,807	39,693	45 : 55
Khándesh - - - -	7,833	21,528	27 : 73	7,763	23,906	24 : 76
Bijápur - - - -	67,993	106,219	39 : 61	78,107	121,850	39 : 61
Belgaum - - - -	3,378	4,810	41 : 59	3,560	5,277	40 : 60

The cause is probably to be found in the fact that some men continue to find employment in agriculture and in agricultural improvements, for which takávi advances have been made, but, owing to the abnormally high prices, are unable to support their wives and families, and others have probably migrated with cattle, leaving their families behind. It is perhaps to some extent on account of this disproportion that the number of children under seven years of age at the relief works is found to be very large. The percentage of them to workers in the several districts is shown below :—

Sholápur - - - - - - -	47	per cent.
Ahmednagar - - - - - -	39	„
Poona - - - - - - -	52	„
Sátára - - - - - - -	13	„
Násik - - - - - - -	50	„
Khándesh - - - - - -	42	„
Bijápur - - - - - -	31	„
Belgaum - - - - - -	34	„

Explanations have been called for on the point, and if there is found to be an abuse it will be stopped. But it has been already reported in some cases that able-bodied women of the lower castes are very prolific, and generally have several children under seven years of age, and that no children of people other than workers had been found on the works. Kitchens for these children have been opened, under Chapter IX. of the Famine Relief Code, in the district of Bijápur and parts of Poona and Sátára.

13. I am to append a copy of the *Resolution of this Government in the Public Works Department, No. 2-F.—1569, dated 12th November 1896, laying down the principles to be observed in the selection of works for the relief of distress. The annual programmes of relief works have hitherto been found to be generally sufficient. But as the demand for relief is steadily extending and is likely to be very keen in the hot season, new works are being added to the programmes and the feasibility of several tank projects is being considered. It has also been arranged that earthworks on the portions of the Tápti Valley Railway, of which the final alignment has been determined, and on the proposed Bársi-Pandharpur Railway, which is now being surveyed, shall be put in hand as relief works in case of need, and it is hoped that the Hyderabad-Godavari Railway will also be commenced. While no distance test is applied, labour is concentrated as far as possible on large works, the recommendation of the Famine Commission that there should, when practicable, be at least one work in each sub-division being at the same time borne in mind. But if the number of labourers greatly increases, adequate supervision cannot be provided unless they are employed on larger works than are at present in the programmes, and the commencement of earth-work for the railways above specified will be essential. There are, however, classes of people who for various reasons cannot leave their homes, and instructions have been issued to employ them on small works near their homes if they need relief. The rush on the works on some occasions has been so great that difficulty has been experienced in punctually providing adequate supervision, but this defect has been remedied with little delay. The Sanitary Commissioner and his Deputies are making regular tours of inspection in the affected districts, and the condition of the labourers employed on relief works, including weavers, whose health is generally improved by outdoor labour, is reported to be satisfactory. This result is due to the fact that owing to the preparation beforehand of programmes of works, relief has been provided as soon as it was required.

14. There is a very keen demand for takávi advances in the affected districts and from the first this Government have urged the great importance of adopting this form of relief as far as is practicable. The money is for the most part expended on improvements which will alleviate distress in future, and it is expended in the most economical manner under the supervision of those directly interested in using it to the best advantage. Experience in the Southern Marátha Country in 1891-92 indicates that the great bulk of the advances will be recovered with interest, but even if a proportion of the amount is not recovered, there will be much less loss than in expenditure on inefficient famine labour. In addition to the amount of Rs. 6,27,350 allotted to the affected districts out of the original assignment of Rs. 10,03,450, the whole additional assignment of Rs. 15,00,000 has been applied for in these districts, and there is a demand for more, with regard to which the Government of India will be separately addressed. It is estimated that in the districts of Sholápur and Bijápur, and the affected tracts of Belgaum and Dhárwár, an aggregate of 140,000 persons will find employment until next rains on works executed with the aid of these advances.

15. Attention is also being given as far as possible to the maintenance and improvement of the water supply. The aid of the Municipalities and Local Boards for this purpose where they have funds available has been enlisted, while the works are carried out entirely at Government expense where, as in Bijápur, the local bodies cannot give assistance.

16. The provisions of Chapter V. of the Famine Code regarding gratuitous relief in villages have been applied wherever necessary in the affected districts, but it is satisfactory to observe that there has not yet been disclosed any extensive need for such relief. According to the latest information the numbers receiving it in the different districts were:—

Sholápur	1,722
Poona	2,811
Bijápur	2,274
Belgaum	103
Sátára	1
Ahmednagar	4
Násik	2

It has, however, been represented that poor-houses will soon be necessary, especially in the districts of Sholápur, Ahmednagar, Poona and Bijápur, and steps are being taken to

* Not reprinted.

construct them in these places. The application of Chapter VIII. of the Famine Code to the districts of Sholápur and Ahmednagar and parts of Poona has already been authorised. I am to quote below the orders issued by this Government for the working of Chapters V. and VIII. of the Famine Code :—

"The Commissioner will doubtless take steps to see that the provisions with regard to gratuitous relief are strictly applied. The distinction between the classes to be relieved in their villages under Chapter V., and those to be received in poor houses under Chapter VIII., should be carefully borne in mind, and great caution is needed that the poor-houses shall be managed in such a way that relief will not involve any offence to religious sentiment. The poor-house at Pandharpur seems intended for its proper purpose, and the Municipal Commissioners are entitled to credit for their recognition* of their responsibilities in this matter. Relief of persons entitled to it in their villages under Chapter V. is not likely to offend caste scruples, but it is very liable to abuse, and very constant and close supervision is necessary. There should be a chain of checks applied through circle inspectors, relief mámlatdárs, sub-divisional officers and higher authorities to prevent the entry on the dole register of persons who are not eligible, and the demoralization which would ensue from any laxity in this respect."

"The collector refers to the private charity dispensed in the villages. An effort should be made to have it brought under direction and control so that it may not run in the same line with State relief. The appointment of committees who will be guided by the officers engaged on famine duty will help to the attainment of this object. If persons on the dole register or in poor-houses are also assisted by private charity, difficult complications may ensue, but private charity may appropriately be used for the provision of comforts which could not be legitimately supplied, at the cost of the State, for persons in hospitals attached to poor-houses, and for assistance to persons who are not eligible for State relief."

17. The administration of famine relief in each of the affected districts is placed under the control of the collector, and in order to assist him the revenue and police establishments of those district have been strengthened, and relief mámlatdárs, special civil officers for relief works, and district medical officers have been appointed wherever necessary. The provisions of the Famine Code besides those mentioned in the preceding paragraph have been applied to the extent considered to be necessary in existing circumstances in all places in which relief has to be given.

18. As the failure of the later rains has also resulted in a very serious scarcity of fodder, the question of the preservation of agricultural cattle in the affected districts has engaged the special attention of Government. Large numbers of cattle have already died or been sold for slaughter, especially in the Bijápur and Sholápur districts, and the condition of cattle throughout the affected area is reported to be rapidly deteriorating. I am to forward for the information of the Government of India copies of the resolutions of this Government noted below containing the general orders issued on the subject.† All subsidiary measures taken in this matter have been summarised in the weekly statements appended to this letter. Every possible facility has been given to the cultivators to take their useful cattle to places where forage is available, takavi advances being authorised for the purpose of taking them either by road or rail, and the arrangements for the importation of fodder are intended only for such of them as must be kept in the affected districts for the carriage of grain and other necessary purposes. I am to state that while this Government recognise that for the supply of fodder in the affected districts private enterprise must be almost entirely depended upon, the situation demanded some immediate action on the part of Government. It was found there was much grass, especially in the Khándesh forests, which was likely to be burned if not promptly secured. It is also to a large extent in somewhat inaccessible places where contractors would be reluctant to go. It was, therefore, determined to get as much as possible of this grass cut, pressed, and sent down to railway stations. The special officer appointed on this duty has, however, been instructed to endeavour, as far as possible, to

* The reference here is to a contribution of Rs. 2,500 by the Pandharpur Municipality for the maintenance of a poor-house.

† No. 8939, dated 11th November 1896. No. 9158, dated 18th November 1896. No. 10201, dated 12th December 1896. Not reprinted.

sell the grass to traders for distribution at the earliest state of the transit at which they appear to offer a reasonable price for it. As the whole quantity which can be imported will suffice for but a fraction of the cattle required to be kept in the districts, any attempt to distribute it by State agency to cultivators must fail, and there is no alternative to the disposal of it by competition. It has, however, been directed that advances may be made in kind instead of cash to cultivators who wish to have the grass for the preservation of their agricultural cattle. I am to state that the agents of the railway companies have agreed to carry fodder for cattle by rail to the affected districts at low rates. These rates are not restricted to grass carried at the cost of Government, but will apply to fodder imported into the affected districts by private enterprise. This Government are desirous of leaving the importation as far as possible to private trade and will refrain from any competition which is calculated to render that trade less effective.

19. The financial position of this Government, so far as it can be gauged at present, is explained in my letter to the Finance and Commerce Department, No. 23, dated 4th instant. The following statement shows the estimates of the expenditure likely to be incurred on famine relief as furnished by the collectors of the Central Division, and the Commissioner, Southern Division :—

	Sholápur.	Ahmednagar.	Poona.	Sátára.	Násik.	Khándesh.	Total C. D.	Total S. D.	Remarks.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Relief works	18,20,000	5,57,500	3,44,425	3,75,000	4,21,875	4,80,000	39,98,800	21,00,000	(1) The items against gratuitous relief for Ahmednagar, Khándesh, Násik and the Southern Division include Rs. 1,00,000, Rs. 15,000, Rs. 10,000, and Rs. 1,00,000, respectively, on account of dole or allowances to village servants which are separately shown in the district returns. (2) Rs. 2,75,000 have already been granted. (3) Rs. 5,00,000 are for the Wasali Water scheme, and Rs. 50,000 and Rs. 25,000 to the Yeola and Málegaon Municipalities for relief to weavers. (4) Rs. 52,000 have already been granted. (5) These include Rs. 5,00,000 required next year. (6) Municipal expenditure on water-works.
Gratuitous relief	3,64,500	(1) 1,82,500	2,33,219	56,250	(1) 73,281	(1) 45,000	9,54,750	(1) 4,15,000	
Contingencies	2,18,400	66,000	41,331	45,000	50,625	60,000	4,81,356	2,52,000	
Water supply	25,000	10,000	—	10,000	—	—	45,000	30,000	
Establishment under collectors (including travelling allowances)	24,518	60,706	11,289	5,000	25,864	7,400	1,34,777	87,408	
TOTAL	24,52,418	8,76,706	6,30,264	4,91,250	5,71,645	5,92,400	56,14,683	28,84,408	
Takávi advances	2,28,350	(2) 4,00,000	1,00,000	1,50,000	40,000	(4) 77,000	9,95,350	(5) 12,00,000	
Local resources	—	50,000	—	(6) 30,000	(3) 5,75,000	—	6,55,000	3,75,000	

For reasons already given these estimates are likely to be below rather than above the mark, unless the rabi crops yield a good harvest. As already explained in my letter referred to above, there will also be other indirect charges due to famine, such as those on account of grain compensation to Government servants, supply of fodder to the affected districts, extra police and medical establishments, &c., and provincial resources are approaching exhaustion. It will be seen that the local resources available to meet expenditure on famine relief are very small. The Dhárwár and Belgaum District local boards are already carrying on relief works at their expense, the former with the aid of a loan from Government, and the municipalities of Yeola and Málegaon in the Násik district have applied to Government for loans of Rs. 50,000 and Rs. 25,000, respectively, to enable them to assist weavers in distress. The municipality of Pandharpur in the Sholápur district has contributed Rs. 2,500 for the maintenance of a poor-house at that place. The other local boards and municipalities concerned have not so far been able to take any substantial measures towards supplementing the efforts of Government to relieve distress.

20. The probable extent to which suspensions of collections of the land revenue may be necessary within the current financial year is stated in my letter to the Finance Department mentioned in the preceding paragraph. It is impossible, however, to make any accurate forecast until the probable outturn of the standing rabi crops can be ascertained. A recommendation has been made with regard to one district that in the current year the dates of instalments for collections in the rabi areas should be fixed a month later than usual owing to the lateness of the crops, and this measure may be found necessary in all the affected districts. The following are the estimates of suspensions and remissions for the revenue year ending 31st July already furnished by

the collectors. A further report will be made on this subject when the data for a forecast are more definite:

District.	Suspensions.	Remissions.	Remarks.
NORTHERN DIVISION—	Rs.	Rs.	
Ahmedabad	—	—	
Kaira	30,000	—	In two tálukas. Report for the other tálukas not received.
Panch Mahals	—	—	
Broach	62,500	2,000	
Surat	—	—	
Thána	1,44,060	—	
TOTAL for Northern Division	2,36,560	2,000	
CENTRAL DIVISION—			
Sholápur	—	—	Report not received.
Ahmednagar	3,47,750	—	
Poona	6,26,700	—	
Sátára	5,35,300	—	
Násik	2,00,000	—	Rough estimate. Detailed report not received.
Khándesh	8,50,000	—	
TOTAL for Central Division	25,59,750	—	
SOUTHERN DIVISION—			
Bijápur	5,69,906	—	
Belgaum	35,000	6,500	
Dhárwár	1,15,000	—	
Kolába	2,00,000	—	
Ratnágiri	—	—	*Nil* in two tálukas. Report for the rest of the district not received.
Kánara	1,00,000	—	
TOTAL for Southern Division	10,19,906	6,500	
GRAND TOTAL	38,16,216	8,500	

21. In the Native States within or adjoining the affected area of British territory distress is reported to be acute only in Jath, Rámdurg and Akalkot. The following extracts from letters from the political agents show the relief measures being taken by the several chiefs, to whom the political agents have been requested to convey the acknowledgment of the Governor in Council that they are recognizing their responsibilities in this matter:—

KOLHA'PUR AND SOUTHERN MARA'THA COUNTRY STATES.

(Extracts from a Memorandum, dated 3rd December 1896, from the Political Agent, Kolhápur and Southern Marátha Country.)

I.—KOLHÁPUR.

As yet there is no great distress; labourers are still employed in harvesting operations in parts of the State, and there is no demand yet for large relief works. About one inch of rain fell 10 days ago, and this has improved prospects and lowered prices. Present price of jowári is 22 lbs. per rupee. The scarcity is most severe in the Katkol and Panhála mahals. All arrangements are ready for opening relief works. The Dewán has been appointed Famine Commissioner.

II.—SANGLI.

There is no real distress except in the Mangalvedha and Kuchi tálukas. These two tálukas have an area of 462 square miles and population 62,975, and relief works are about to be commenced there. In the meantime *Tagái* is being freely given. In Shirhatti táluka the crops are good. Recent rains have slightly improved prospects everywhere. Fodder supply still fair except in Mangalvedha, where there is great scarcity. Prices vary from 34 lbs. in Shirhatti to 20 lbs. in Kuchi.

III.—Miraj (Senior).

Scarcity is greatest in the Modnimb táluka. Elsewhere the recent rains have so improved prospects that there is no danger for the present. *Tagái* advances are being freely given. The Chief imports grain from Mysore and sells it at cost price in Miraj market without interfering with other traders. The result is to prevent a "corner" in grain. Prices vary from 32 lbs. at Miraj to 21 at Modnimb. No special relief works opened yet.

IV.—Miraj (Junior).

Real distress only in Kuroli petha, where relief works have been opened. In the other two pethas, especially Gudgeri, crops are fair, and there is no danger at present. Prices vary from 32 lbs. in Gudgeri to 19 lbs. in Kuroli.

V.—Jamkhandi.

In Kundgol táluka the crops are good. In Jamkhandi and Bidri tálukas there is distress. Relief works have been opened and support about 300 persons. Recent rains have slightly improved prospects. Price of jowári 22 lbs. at Jamkhandi.

VI.—Mudhol.

Rabi crops much benefited by recent rain of 2½ inches, and cold weather jowári has been sown, which will serve for fodder for cattle if it does not ripen to grain. No actual distress at present. Price of jowári 24 lbs. at Mudhol.

VII.—Kurundvad'd States.

No real distress except in Tikota Mahál near Bijápur, where relief works have been opened. Price of jowári 24 lbs. Some lands have been sown since recent rains.

VIII.—Rámdurg.

There is much scarcity in this State, and recent fall of 2½ inches of rain has only effected slight improvement. Relief works have been opened and give employment to 1,200 persons. Jowári 22 lbs. per rupee.

IX.—Jath.

The distress here is greater than elsewhere in the Agency, and prices higher owing to long distance from railway. In Jath Máhal recent rain has done some good, but in Karajgi Mahál the condition is serious. Relief works have been opened and support 600 persons at present, and *tagái* advances are being widely given. Jowári 20 lbs. per rupee.

(Extracts from Reports of other Political Agents).

Aundh (Sátára Agency).

Severe scarcity is expected in the Atpadi Mahál, which is mixed up with the eastern tálukas of Sátará. A relief work has been opened there, and 348 persons are employed on it according to the latest information. The numbers are not expected to exceed 1,000 at any time. The situation has been much improved by the rainfall of November.

In the Mahál of Gundal, on the borders of the Bijápur district, the rabi crops are good, and stocks of grain are reported to be large. Relief works have, however, been kept ready, and tagái advances amounting to Rs. 4,000 have been made.

Grain compensation is being given to low paid public servants, and suspensions of land revenue have been ordered on a sufficiently liberal scale.

Phaltan (Sátára Agency).

This State is better off than Aundh. In the western portion the rainfall was not quite seasonable, and some distress is expected there. Relief works sufficient to employ 1,000 persons have been provided. There are no relief works at present.

Sávantvádi State.

There is no famine at present in this State, but prices of food grains range very high, and some distress may be caused among the poorer classes as the hot season approaches. Provision has therefore been made for relief works to be started in case of necessity. Inquiry is being made to ascertain if any remission or postponements of land revenue collections will be necessary. Measures have been taken to guard against failure of water-supply in the hot season.

Akalkot (Sholápur Agency).

The rainfall of November last improved the condition of crops in the northern portion of the State, and no relief measures are necessary there. In the southern parts of the State crops are in poor condition, and there is a demand for relief. Works sufficient to meet this demand have been started. A grant of Rs. 4,000 for takávi advances has been sanctioned, and cultivators are freely taking advantage of them. A large area of the State forests has been opened to free grazing of cattle and arrangements have been made for the sale of grass at a cheap rate to cultivators.

Bhor State (Poona Agency).

The population of the State is 155,669. There is no reason to suppose that any excessive proportion will require relief. Relief works have been started, and according to the latest information 446 persons were employed on them, and 56 were receiving gratuitous relief. The Chief has arranged to open grain shops at each táluka to sell grain to poor persons at cost price and is inducing respectable merchants and grain dealers to import grain. Reserved forests have been opened for free pasturage, and the collection of forest fruits and firewood has been allowed this year free of charge.

Savanur (Dhárwár Agency).

There is no immediate prospect of distress in this state. Since the recent rainfall the condition of the rabi crops has greatly improved. There is ample provision for relief works in case necessity for starting them arises.

I have, &c.,
J. Monteath,
Acting Chief Secretary to Government.

NOTIFICATION.—Revenue Department (Famine).

Bombay Castle, January 7, 1897.—No. 58-Fam. of 1897.

In continuation of Government Notification No. 10776, dated 31st December 1896, the following Memorandum is published for general information:

During the week ending 2nd January 1897, there was slight rain in some of the affected districts, which was of some benefit, but has not materially altered the situation. More rain is now urgently required for the late sown rabi crops. The reports from the affected districts and the adjoining Native States are summarised below—

Sholápur.

There has been rain in three tálukas: at Karmála 27 cents., at Sángola 2 cents., and at Málsiras 18 cents. More rain is urgently wanted for the rabi crops sown in November and December, which have begun to wither in parts of all tálukas except Málsiras. Grain supply is sufficient in all tálukas except Sángola and Málsiras. 6,050 people with or without cattle have emigrated from three tálukas. Semi-gratuitous relief is being given to 322 weavers. Fodder is insufficient, and there is a scarcity of water for cattle in parts. Cattle are deteriorating in Sángola; 100 died, and 340 have been sold, and 395

sent away to other districts for grazing, Cholera has appeared in one village of Pandharpur Táluka. Prices have maintained or more than maintained the improvement reported last week. The average price of jowári is 22¼ lbs. and of bájri 18 and one-fifth lbs. per rupee. The táluka prices of jowári are—

Táluka.	In lbs. per Rupee.
Sholápur	23⅖
Mádha	21
Karmála	24 19/40
Pandharpur	22¾
Sángola	21⅞
Málsiras	20

Ahmednagar.

The rain reported last week fell in some tálukas only; it was neither general nor heavy. Grain supply is generally sufficient for the present. There has been some emigration from Akola and Jámkhed. The situation otherwise remains unchanged. The average price of jowári is 20 and one-ninth lbs. and of bájri 18 and nine-eleventh lbs. per rupee. The táluka prices are—

Táluka.	In lbs. per Rupee.	
Nagar	Jowári	20
	Bájri	20½
Párner	Jowári	17⅞
	Bájri	17 11/20
Shrígonda	Jowàri	22
	Bájri	16½
Karjat	Jowári	22
	Bájri	17 11/20
Jámkhed	Jowári	22
	Bájri	21
Shevgaon	Jowári	19¼
	Bájri	16⅘
Kopargaon	Jowári	19¼
	Bájri	18 9/32
Akola	Jowári	24
	Bájri	21
Nevása	Jowári	19¼
	Bájri	17 1/10
Ráhuri	Jowári	19¼
	Bájri	20 19/40

Poona.

There has been no rain during the week under report. The rainfall reported last week was generally beneficial to late-sown rabi crops, but not enough to make any marked change in the situation. Grain and water-supply is sufficient. The average price of jowári is 20 and one-twentieth lbs., and of bájri 17 and thirteen-fortieth lbs. per

rupee. Public health continues good. Cattle are poor and fodder very scarce, especially in Indápur and Bhimthadi. The condition of cattle in Purandhar is very bad. The táluka prices are given below—

Táluka.	In lbs. per Rupee.	
Junnar	Jowári	18
	Bájri	16
	Rice	15½
Ámbegaon	Jowári	19$\frac{3}{10}$
	Bájri	16$\frac{2}{5}$
	Rice	—
Khed	Jowári	20
	Bájri	14$\frac{4}{8}$
	Rice	—
Mával	Jowári	19$\frac{4}{5}$
	Bájri	17½
	Rice	15$\frac{9}{10}$
Háveli	Jowári	21$\frac{1}{20}$
	Bájri	18$\frac{3}{20}$
	Rice	16$\frac{13}{40}$
Mulshi	Jowári	17½
	Bájri	15$\frac{5}{8}$
	Rice	17$\frac{7}{8}$
Purandhar	Jowári	20
	Bájri	16$\frac{7}{8}$
	Rice	13$\frac{3}{4}$
Dhond	Jowári	22$\frac{13}{40}$
	Bájri	18$\frac{9}{10}$
	Rice	15
Bhimthadi	Jowári	21
	Bájri	18$\frac{29}{40}$
	Rice	14
Indápur	Jowári	21$\frac{7}{8}$
	Bájri	20$\frac{4}{5}$
	Rice	13$\frac{7}{8}$
Poona City	Jowári	21$\frac{3}{20}$
	Bájri	18$\frac{2}{5}$
	Rice	16$\frac{1}{5}$
Sirur	Jowári	19$\frac{3}{5}$
	Bájri	16$\frac{19}{20}$
	Rice	14$\frac{5}{8}$

NÁSIK.

The rainfall during the week was 9 cents at Sinnar, 14 cents at Dindori, 44 cents at Niphád, 37 cents at Chándor, 4 cents at Yeola, 55 cents at Nándgaon, 2 cents at Málegaon, 93 cents at Báglán, and 70 cents at Kalwan. Prospects remain unchanged. Standing rabi crops are in need of rain, and prices are almost stationary: bájri being cheaper by 1 tola, and jowári by 5 tolas, and nágli being dearer by 15 tolas. The stock of grain is generally sufficient for the present. Fodder is scarce in most tálukas, There has been no starvation and no disease worth notice among cattle. The condition of cultivators is normal, and of town population fair; 1,066 labourers are employed by the

Táluka and District Local Boards. The average price of bájri is $17\frac{17}{40}$ lbs., of jowári $19\frac{13}{20}$ lbs., and of nágli 22 lbs. per rupee. The táluka prices are given below—

Táluka.	In lbs. per Rupee.	
Násik - - -	Bájri - - - -	$16\frac{19}{40}$
	Jowári - - -	$19\frac{15}{16}$
Sinnar - - -	Bájri - - - -	$17\frac{1}{4}$
	Jowári - - -	$19\frac{1}{4}$
Igatpuri - - -	Bájri - - - -	$17\frac{1}{10}$
	Jowári - - -	-
Dindori - - -	Bájri - - - -	18
	Jowári - - -	—
Niphád - - -	Bájri - - - -	$16\frac{13}{20}$
	Jowári - - -	$21\frac{4}{5}$
Chándor - - -	Bájri - - - -	$17\frac{3}{16}$
	Jowári - - -	$19\frac{1}{25}$
Yeola - - -	Bájri - - - -	$17\frac{1}{4}$
	Jowári - - -	21
Málegaon - - -	Bájri - - - -	$18\frac{9}{40}$
	Jowári - - -	$19\frac{1}{19}$
Nándgaon - - -	Bájri - - - -	$19\frac{9}{20}$
	Jowári - - -	$20\frac{3}{40}$
Báglán - - -	Bájri - - - -	$17\frac{17}{20}$
	Jowári - - -	18
Kalvan - - -	Bájri - - - -	$18\frac{3}{20}$
	Jowári - - -	$18\frac{7}{8}$
Peint - - -	Bájri - - - -	15
	Jowári - - -	—

SÁTÁRA.

There has been rain in three tálukas: at Válva 3 cents, at Wai 31 cents, and at Mán 14 cents. Standing rabi crops are in fair condition. Water is generally sufficient. Fodder supply is fair. Cattle are in fair condition. The average price of jowári is $18\frac{3}{4}$ lbs., and of bájri 18 lbs. per rupee. The táluka prices are given below :—

Táluka.	In lbs. per Rupee.	
Karád - - -	Jowári - - -	$19\frac{19}{20}$
	Bájri - - - -	$15\frac{21}{40}$
Wái - - - -	Jowári - - -	$18\frac{1}{4}$
	Bájri - - - -	$18\frac{1}{4}$
Jávli - - -	Jowári - - -	$15\frac{3}{4}$
	Bájri - - - -	$15\frac{4}{5}$
Koregaon - - -	Jowári - - -	$18\frac{1}{20}$
	Bájri - - - -	$18\frac{33}{40}$
Mán - - -	Jowári - - -	$18\frac{31}{40}$
	Bájri - - - -	$18\frac{1}{8}$
Pátan - - -	Jowári - - -	$16\frac{1}{5}$
	Bájri - - - -	-

SÁTÁRA—*continued.*

Táluka.	In lbs. per Rupee.	
Khatáv - - -	Jowári - - -	$18\frac{31}{40}$
	Bájri - - - -	$15\frac{13}{40}$
Sátára - - -	Jowári - - -	$18\frac{7}{20}$
	Bájri - - - -	$16\frac{13}{20}$
Válva - - -	Jowári - - -	$20\frac{1}{3}$
	Bájri - - - -	$19\frac{1}{2}$
Kháṇápur - -	Jowári - - -	$21\frac{13}{20}$
	Bájri - - - -	$19\frac{1}{2}$
Tásgaon - - -	Jowári - - -	$21\frac{13}{20}$
	Bájri - - - -	$18\frac{1}{8}$

KHÁNDESH.

The rainfall during the week was, at Dhulia 1 inch 33 cents., at Amalner 57 cents., at Parola 34 cents, at Erandol 30 cents., at Bhadgaon 69 cents, at Shirpur 44 cents, at Sávda 61 cents., at Bhusával 62 cents., at Jalgaon 38 cents, and at Jámner 56 cents. Grain supply is sufficient. Prices are steady. The kharif crops are all reaped. Rabi gram is good, wheat fair, and linseed a failure. The week's rain will benefit wheat in fields, but has done harm by washing away wheat raised in beds of streams. The condition of cultivators and cattle is good. The condition of the weavers is better than it was two months ago, and they do not go to the relief works. The demand for labour at famine rates is increasing amongst low castes and labourers in the eastern part of the district. There has been no emigration worth noticing. The average price of jowári is 19 lbs. per rupee. The táluka prices are given below :—

Táluka.	In lbs. per Rupee.
Dhulia - - - - - - -	$18\frac{39}{40}$
Amalner - - - - - - -	17
Párola - - - - - - -	18
Erandol - - - - - - -	19
Bhadgaon - - - - - -	$19\frac{3}{20}$
Nandurbár - - - - -	18
Sháháda - - - - - - -	$17\frac{9}{20}$
Sindkheda - - - - -	$18\frac{3}{4}$
Shirpur - - - - - - -	$17\frac{4}{5}$
Sávda - - - - - - -	$19\frac{14}{16}$
Ráver - - - - - - -	$23\frac{1}{8}$
Bhusával - - - - - -	$18\frac{1}{4}$
Jalgaon - - - - - - -	$18\frac{7}{10}$
Jámner - - - - - - -	19

Bijápur.

There has been no rain during the week, and no sowing operations are in progress. Crops are withering except those on the banks of rivers. The state of the cattle is very bad. The condition of cultivators and of agricultural labourers is not satisfactory. The condition of weavers is bad, as there is no demand for their labour; two-thirds of the looms in Bádámi Táluka have ceased working. Grain supply is sufficient, except in Indi and Bádámi Tálukas. Water supply is decreasing. Prices have risen in Bádámi and fallen in Bijápur Táluka, and are stationary in other tálukas; the average price of jowari is 21 lbs. per rupee. The táluka prices are given below:—

Táluka.	In lbs. per Rupee.
Bágalkot	22½
Bádámi	21 7/40
Hungund	22
Muddebihál	18 7/10
Indi	21
Bágevádi	20 7/20
Bijápur	22¾
Sindgi	21
Bilgi	20

Belgaum.

There has been rain in two tálukas: 21 cents. at Gokák, and 4 cents. at Parasgad. Prices are slightly lower. There has been no emigration from any táluka. Otherwise the situation remains unchanged. The average price of jowári is 24 lbs., of bájri 22 lbs., and of rice 17 lbs. per rupee. The táluka prices are given below:—

Táluka.		In lbs. per Rupee.
Belgaum	Jowári	27
	Bájri	24
	Rice	20
Chikodi	Jowári	21
	Bájri	24
	Rice	16
Athni	Jowári	22
	Bájri	20
	Rice	14
Gokák	Jowári	27
	Bájri	22
	Rice	18
Parasgad	Jowári	24
	Bájri	—
	Rice	16
Sampgaon	Jowári	26
	Bájri	—
	Rice	18
Khánápur	Jowári	24
	Bájri	—
	Rice	18

Dhárwár.

There has been no rain. Kharif, jowári and rice harvest is in progress. Rabi crops are in fair condition. In Ron, Mundargi, and Nargund, more rain is urgently wanted. The condition of agriculturists in affected parts is fair, and of labourers and artizans middling. The state of the cattle in the affected tálukas is indifferent. Food-grains and water are generally sufficient. Fodder is insufficient in affected parts. Prices have slightly fallen. There has been no emigration to Bombay. The táluka prices are given below:—

Taluka.	In lbs. per Rupee.	
Dhárwár	Jowári	26 17/40
	Rice	21 1/40
Hubli	Jowári	30
	Rice	18 3/4
Bankápur	Jowári	36
	Rice	20
Kalghatgi	Jowári	31
	Rice	23 1/10
Karajgi	Jowári	34
	Rice	22
Hángal	Jowári	28 4/5
	Rice	22 4/5
Kod	Jowári	38 1/2
	Rice	23 3/10
Navalgund	Jowári	30 11/20
	Rice	19 19/40
Gadag	Jowári	24 1/2
	Rice	15 3/4
Ron	Jowári	30 2/5
	Rice	18 9/20
Nargund	Jowári	26 1/5
	Rice	20 1/4
Mundargi	Jowári	27
	Rice	21 7/20

Kolába.

The rainfall during the week was 15 cents. in Alibág and none elsewhere. The situation generally remains unchanged. The price of rice has risen by 2 17/40 lbs. in Khálápur. Prices elsewhere are stationary. About 300 persons have arrived at Uran from Ratnágiri, Poona, and Sátára for labour, and about 700 from Bombay to escape the plague.

Ratnágiri.

The rainfall during the week was 5 cents. at Chiplún and none elsewhere. The prices of rice have risen slightly at Chiplún and Khed, and fallen slightly at Málvan and Sangameshvar; that of paddy has risen slightly at Vengurla, and fallen slightly at Sangameshvar; that of nágli has risen slightly at Vengurla and Ratnágiri, and considerably in Dápoli, and fallen slightly in Málvan; that of wari has risen slightly at Ratnágiri, and considerably at Dápoli; elsewhere prices are stationary. There has been no demand for work anywhere. Fewer people are going to Bombay for work than are returning thence, owing to the plague. Cattle are healthy except in some tálukas. Hot weather crops are fair. There is a steady import of grain into all ports.

Native States.

Kolhápur and Southern Marátha Country.

There was slight rain during the week in Miraj, Modnimb, and Mudhol. Grain supply is sufficient. Cattle are dying im Jath and Jamkhandi, and diseased in Gudgeri under Miraj. Scarcity is severest in Jath, Mangalvedha, Jamkhandi, and Tikota. The price of jowári ranges from 18½ to 26 lbs. per rupee. The total muster on relief works during the week was 13,277, exclusive of 2,487 non-working children, and 92 persons were relieved in poorhouses.

Bhor.

The rainfall during the week was 63 cents. at Bhor. The condition of people and cattle is good. Grain supply is sufficient. The price of jowári is 20½ lbs. and of bájri 17¾ lbs. per rupee. The total muster on relief works during the week was 2,677, and the number on gratuitous relief 393.

Akalkot.

There has been no rain. Grain supply is sufficient. Crops are good in the northern portion, but more rain is wanted in the southern portion. The state of the population is good. Cattle in some villages are in a miserable condition. The price of jowári is 24½ lbs. and of bájri 20 lbs. per rupee. The total weekly muster on works was 2,781.

Phaltan.

The rainfall at head-quarters was 18 cents. Grain supply is plentiful. Crops are doing well. The condition of people and cattle is fair. The price of jowári is 22 and of bájri 19¾ lbs. per rupee.

Surgána.

There has been no rain. No relief works have been started. The Deshmukh provides gratuitous relief from his private purse. Grain is supplied to the State bazárs partly from British and partly from State villages. The price of nágli is 35 lbs per rupee.

2. The appended statement shows the progress of relief measures during the last week. There is an increase of 24,982 in the daily average number of labourers on relief works as compared with the preceding week. Several new works have been opened to meet the increased demand for employment, and steps are being taken to provide more road and tank projects to be started as relief works in case of need. Where the rush on works in progress is great, small works are temporarily provided for such of the applicants as cannot be taken on large works at once. Allotments of Rs. 12,000 and Rs. 10,000 respectively have been made to the Collectors of Khándesh and Ahmednagar for small works. Twelve special civil officers with establishments have been appointed for large works in Ahmednagar and Sholápur, and the staff of Circle Inspectors in the latter district has been strengthened. The appointment of Relief Mámlatdárs in the Ahmednagar district has also been authorised. District Medical Officers under Section 48 of the Famine Code have been appointed to the districts of Sholápur and Ahmednagar.

3. The daily average number of persons receiving gratuitous relief has increased from 3,811 in the preceding week to 6,916 in the week under report. The application to the Ahmednagar district of Chapters IV. (Circle Organization) and VIII. (Poor-houses) has been directed; and Rs. 10,000 for gratuitous relief in villages and an equal amount for expenditure on poor-houses have been placed at the disposal of the Collector of that district Steps are being taken to provide poor-houses for the Bijápur District. Rs. 35,000 and Rs. 7,500 have been allotted to the Collectors of Násik and Poona respectively for takávi advances and for improvement of water-supply.

4. The agents of the railway companies have agreed to carry fodder for cattle by rail to the affected districts at low rates, which it is understood they will advertise. These rates are not restricted to grass carried at the cost of Government, but will apply to fodder imported into the affected districts by private enterprise. Government are desirous of leaving the importation as far as possible to private trade, and will refrain from any competition which is calculated to render that trade less effective.

By order of His Excellency the Right Honourable the Governor in Council,

J. MONTEATH,

Acting Chief Secretary to Government.

STATEMENT showing the Progress of Relief Measures during the Week ending 2nd January 1897 in the several Districts of the Bombay Presidency affected by Scarcity.

District.	Number and Class of Relief Works.	Numbers of Persons employed on Relief Works, and Expenditure on their account.			Numbers of Non-Working Children whose Parents are employed on Relief Works, including Women in Charge, and Expenditure on their account.			Numbers of other Persons relieved gratuitously in Villages.	
		Weekly Total Number.	Daily Average Number.	Total Expenditure of the Week.	Weekly Total Number.	Daily Average Number.	Total Expenditure of the Week.	Weekly Total Number.	Daily Average Number.
				Rs.			*Rs.*		
Bijápur - - -	13 works under Public Works Agency 6 works under Civil Agency (including 4 Local Boards and Municipal Works).	253,020 14,237	42,170 2,372	26,644 1,203 (Excluding one work.)	82,893 1,708	13,815 284	2,799 22 (Excluding one work.)	15,920 (In 195 villages.)	2,274
Sholápur - - -	14 works under Public Works Agency 6 works under Civil Agency - -	192,800 48,744	32,133 8,124	19,824 12,527 (Excluding one work.)	99,055 15,747	16,509 2,624	3,212 968	12,053 (In 123 villages.)	1,721
Ahmednagar - -	12 works under Public Works Agency (Return for two works not received.)	165,279	27,546	16,019 (Excluding one work.)	66,050	11,008	2,215	- -	4
Poona - - -	4 works under Public Works Agency 1 work under Civil Agency - -	78,060 328	13,010 54	8,952 - -	41,194	6,865	1,476	19,680 (In 96 villages.)	2,811
Násik - - -	10 works under Public Works Agency	87,322	14,553	6,965 (Excluding three works.)	43,908	7,318	1,765	14 (In 2 villages.)	2
Sátára - - -	5 works under Public Works Agency	114,257	19,042	15,085	15,448	2,574	504	7 (In 3 villages.)	1
Khándesh - -	8 works under Public Works Agency (Return for one work not received.)	40,962	6,827	3,906	17,602	2,933	494	—	—
Belgaum - - -	2 test works under Public Works Agency. 5 Local Boards and Municipal Works under Civil Agency.	8,784 3,210½	1,464 535	732 325	4,081	680	107	721 (In 13 villages.)	103

No. 10,487 of 1896. Bombay Castle, December 21, 1896.

From J. MONTEATH, Esq., I.C.S., Acting Chief Secretary to the Government of Bombay, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture, Calcutta.

Sir,

I am directed to communicate the following facts and to make certain suggestions in connection with them for the consideration of the Government of India.

2. One of the prominent features of the present distress in this Presidency is the large number of weavers in need of relief. In some towns there are thousands reported to be in search of employment, and they are almost the only class of people on relief works in the Násik District. In other places they constitute by far the largest portion of the persons employed. Many representations have been made as to to the hardship of requiring them to do labour for which they are not fitted, and it is said that the wages which they are able to earn under the provisions of the Code are insufficient to keep them alive.

3. It is clear, however, that it is not possible to employ them all in the manner prescribed in Section 151 of the Famine Relief Code. Such a measure would require the organization of establishments of a special kind, possessing some knowledge of the art and ability to test the product, beyond what is practicable. It would lock up for an indefinite period an immense amount of capital; schemes proposed for individual places involve the advance of several lákhs of rupees. Government have not accommodation for storing the cloth which would be produced, and have not the means of disposing of it in a market where it would fetch a fair price, and the vast stock of manufactured goods accumulated would surely and rapidly deteriorate. The production of cloth on behalf of Government on a very large scale would moreover dislocate the trade for several years to come.

4. It seems to His Excellency the Governor in Council that when weavers are in need of relief in such large numbers as at present the great bulk of them must be employed on the ordinary relief works, and only such as are of a physical condition which will not reasonably admit of such labour should be employed in the manner contemplated in the latter part of Section 151 (*a*) of the Code. This is the arrangement which this Government have had to make, the amounts allowed in several districts for working the provision being moderate, Rs. 5,000 in one and Rs. 2,000 in others. It is necessary to prevent the number demanding relief being in excess of the exigencies of the case, for all weavers whatever in the affected districts would desire to be employed in their own craft. But according to the first part of Section 151 (*a*) of the Code it is imperative to provide such employment. I am therefore to ask the approval of the Government of India to an amendment of that section, the first part of which should read as follows:—

> "Semi-gratuitous relief by employment in their own craft may be given to such weavers as are deemed incapable of gaining a livelihood on the ordinary relief works."

5. I am, however, to state what cannot be done by Government on a large scale might legitimately be done by Municipal bodies on a moderate scale. The members of the Municipalities could often give that supervision which Government cannot supply, and the quantities of cloth which the several Municipalities would have to dispose of would not be unmanageable. Such a measure of relief is an object for which Municipal Funds may under the law be expended. But most of the Municipalities are at present without a balance which would admit of the adoption of this measure. The Governor in Council is of opinion that in the circumstances it should be open to Government to advance money for such a purpose. But No. 4 of the rules under the Local Authorities Loan Act, 1879, makes such advances illegal. I am to suggest for the consideration of the Government of India that at any rate temporary provision should be made in the rule for loans for such a purpose as is above described. The rule in fact prevents Government at this crisis getting from Municipalities the assistance in the provision of relief which they are best fitted to give, and it might reasonably be amended as follows:—

> "No loan shall be granted except for a purpose which the Local Authority desiring it is legally authorised to carry out."

It is recognised that the Act also contemplates the borrowing of money solely for the purpose of carrying out "works," which term might be held not to include a measure of relief of the kind in question. But the Act does not distinctly prohibit loans for other purposes, and it seems to the Governor in Council that if the rule were amended in the manner suggested, Government would not be precluded from making an advance for the object in view, although possibly the provisions of the Act would not apply to such a loan. If, however, His Excellency the Governor General in Council considers it necessary for the purpose to amend the Act, I am to say that the object is of sufficient importance to justify such a step, and to suggest that the necessary amendment may be made as soon as it is possible to do so.

6. Finally, I am to point out that the matter is of great urgency, and to request that the Government of India may take it into consideration at their very earliest convenience.

I have, &c.
J. MONTEATH,
Acting Chief Secretary to Government.

No. 220 F.-79-2. Dated Calcutta, January 13, 1897.

From DENZIL IBBETSON, ESQ., C.S.I., I.C.S., SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE, to the CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, REVENUE DEPARTMENT.

I AM directed to acknowledge the receipt of your letter No. 10,487, dated the 21st December 1896, making proposals for the relief of weavers during the prevailing distress in the Bombay Presidency, and to communicate the following remarks.

2. The Government of India agree with the Governor in Council that, when the number of weavers requiring relief is very large, it is impossible for Government to employ them all upon their own trade in the manner prescribed by Section 151 of the Famine Code, and they are therefore pleased to sanction the amendment of Section 151 (*a*) of the Code proposed in paragraph 4 of your letter under reply.

3. The Bombay Government have no doubt already present to their minds the danger, mentioned by Sir Richard Temple in a Minute dated 12th March 1877, in connection with the relief of weavers in the Madras Presidency, that road-work and similar rough manual labour may unfit the hands of weavers of fine cloth for their ordinary employment. It is for this reason among others that it is desirable to employ weavers as far as possible in the exercise of their own craft. But when the numbers in need of relief become so great that this is no longer possible, the risk of injuring their fineness of touch must be faced.

4. The Government of India agree, therefore, that the bulk of the weavers must be employed upon the ordinary relief works, but they are unable to reconcile with the recognised and established principles of famine relief the statement made in paragraph 2 of your letter, that "it is said that the wages which they are able to earn under the provisions of the Code are insufficient to keep them alive." The Famine Code lays down that all persons on relief works should receive at least the minimum wage prescribed by Section 111, and this wage is in itself sufficient to keep relief workers from starvation. Under the terms of Section 87 of the Code, famine relief workers cannot be fined below the minimum wage, irrespective of the quantity of work done, except for continued and deliberate refusal to perform the allotted task; while very wide discretion is allowed by Section 70 of the Code in the classification of relief workers according to their capacity for labour, and by Sections 77 and 79 (*c*) as to the amount of the task which will entitle them to the maximum wage. The Government of India are quite unable to accept the suggestion that the system of relief, if properly carried out, fails to affords any class what is sufficient to keep them alive; and desire to point out that it is the duty of the Local Government to see that all are enabled to earn wages that are sufficient for this purpose.

5. The Government of India recognise the advantages which would result from enlisting the assistance of Municipalities in the relief of weavers by employment in their own trade; but the Bombay Government are right in apprehending that the word "works" which is used in the Local Authorities Loans Act, 1879, cannot be extended to cover measures

of relief such as are now contemplated. They appear, however, to be mistaken in thinking that the Act does not distinctly prohibit loans for other purposes. The Government of India apprehend that this is the effect of Section 8 of the Act; and this being so, no alteration of the rules under the Act would make legal what the Act forbids. The question of amending the Act will be separately considered.

6. Meanwhile, I am to suggest, for the consideration of the Bombay Government, whether the object in view might not be secured otherwise than by formal loans. The help of Municipalities might be utilised in the management of funds allotted by Government for the relief of weavers, the cloth produced remaining the property of Government, and the recoveries being paid into the Treasury.

7. The financial responsibility of Municipalities in respect of famine relief has been repeatedly declared as part of the famine relief policy of the Government, and is, as the Government of Bombay remark, duly provided for in the Municipal Acts. The allegation of absence of accumulated balance should not be accepted as sufficient in itself to warrant the Municipalities in transferring the whole of their liability to the district boards or to the Government; as they should certainly be required to economise as far as possible in respect of their other expenditure so as to be able the better to meet the demands upon them on account of famine relief.

No. 51 Fam. Dated Bombay Castle, January 6, 1897.

From the HONOURABLE MR. J. MONTEATH, I.C.S., ACTING CHIEF SECRETARY to the GOVERNMENT OF BOMBAY, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

THE Barsi Light Railway Company has applied to be allowed to construct a railway line on the 2′ 6″ gauge from Barsi Road Station to Pandharpur in the Sholapur District, and their application has been referred for the opinion of this Government in a Memorandum from the Secretary to the Government of India, Public Works Department, No. 1791 R.C., dated 27th November 1896, and is at present under the consideration of this Government in the Railway Department. The contemplated railway passes through a part of the Sholapur District in which distress on account of failure of crops in the present season is likely to be most severe, and it has been suggested that it will be expedient for Government to carry out the earthwork of the railway as a famine relief work as there is no other work more suitable for the employment of large numbers of labourers in the tract in question. There is every probability of the railway being constructed at an early date, and in that case the whole of the earthwork that is finally found to be suitable for the 2′ 6″ gauge railway if carried out by Government will be purchased at commercial rates by the Company. In the circumstances this Government have directed a survey of the projected line to be made at their own expense, except that there being no other officer available the Consulting Engineer for Railways to this Government has detached Mr. Shaw, Acting Deputy Consulting Engineer for Railways, to make its survey so that the alignment may be settled to allow of the earthwork being carried out by famine labour, if it be found necessary to open the work for the purpose.

2. I am now directed to forward a report* from the Collector of Sholapur furnishing the information required under No. 10 of the rules in Appendix I. of the revised Bombay Famine Relief Code in connection with the construction of the railway in question, and to request that you will be good enough to move the Government of India to confirm the proceeding of this Government, reported in the preceding paragraph, and to sanction the inclusion of the earthwork of the railway in the programme of famine relief works.

No. D.—268. Dated Camp Barsi Road, December 12, 1896.

From L. G. DESHMUKH, ESQ., ACTING COLLECTOR OF SHOLAPUR, to the COMMISSIONER, CENTRAL DIVISION, POONA.

REFERRING to paragraph 2 of G. R. No. 8463, dated 27th October 1896, I have the honour to report (*a*) that the liability of the western part of Sholapur to famine is too

* Copy, with copy of the accompaniment appended.

well established to require exposition. Malsiras is known as the least favoured taluka of the district. Sangola, though improved in parts by irrigation from the Mhaswad tank Canal, ranks next to Malsiras in barrenness. Both these talukas would come within easier reach of rapid communication if a light railway were made to Pandharpur; (*b*) it will be a very efficient means of permanent protection against famine. Pandharpur will be directly protected, and Sangola and Malsiras indirectly and partially, as the nearest border of the two latter talukas will be about 8 or 10 miles away from the railway terminus at Pandharpur. The advantages of the line to administration cannot be altogether left out of view, and these will be great. At present the talukas of Sangola and Malsiras are cut off by a long stretch of territory, about 50 or 60 miles off, from the head-quarters of the district. With a light railway line up to Pandharpur the means of communication throughout the district will be greatly improved; (*c*) the maximum number of persons for whom it may be requisite this season that relief works should be provided in the event of serious famine is (1,00,000), one lakh. It is possible that this may be exceeded; (*d*) the number that can be provided for by works, other than the railway, is 50,000 for six months including all tank works; (*e*) there are no large irrigation works already surveyed suitable for relief works in this district. The proposed line will not altogether be financially a failure, as though the existing goods traffic is not large it will improve, and the passenger traffic is large already as Pandharpur is one of the most important places of pilgrimage in the Presidency. All the country to the south of Pandharpur, including the prosperous taluka of Mangalwedha in the Patwarden State, will bring their goods to Pandharpur. This will increase the goods traffic. The convenience to the public in all matters, and to Government in administration, will undoubtedly be very great. On points (*f*) and (*g*) I made inquiry with the Consulting Engineer for Railways in order to give the necessary information. I enclose a copy of his reply. I have not been able to get any information from the local officers of this district, as already stated in my letter No. 4755, dated 19th October last, quoted in the preamble to G. R. No. 8463, dated 27th idem. The cost per mile of a railway line on the light metre-gauge, like the Barsi Light Railway, is understood to be Rs. 15,000. The present distance by road between Pandharpur and Barsi Road is 31 miles. The railway alignment may, perhaps, increase it by a few miles, but leaving this consideration aside the total cost may be roughly taken at Rs. 4,65,000. One-fourth of this is Rs. 1,16,250. This sum will provide earthwork for about 13,000 men for three months.

No. 9312. Dated Bombay, December 8, 1896.

From the CONSULTING ENGINEER FOR RAILWAYS, to the COLLECTOR OF SHOLAPUR.

IN reply to your letter No. D.—213, dated 5th December 1896, I regret to say that I am not in a position to give you the information that you require. The line has not been surveyed or estimated, and consequently it is impossible to say what the amount of earthwork in it will be, or what proportion the cost of that earthwork will bear to the total cost of the line, not more than one-fourth I should think.

2. The line, if made, will certainly be on the 2′ 6″ gauge as an extension of the Barsi Light Railway.

Letter No. 322, F. 31-2, dated January 23, 1897.

From T. W. HOLDERNESS, ESQ., C.S., DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT of REVENUE AND AGRICULTURE (FAMINE), to the CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY.

IN reply to your Letter No. 51, Famine, of the 6th instant, I am directed to inform you that under the circumstances explained, the Government of India are pleased to confirm the action of the Government of Bombay in having directed a survey to be made for a railway line from Barsi Road Station to Pandharpur in the Sholapur district, so that the alignment may be settled to allow of the earthwork being carried out by famine

labour if it be found necessary to open the work for the purpose. I am also to convey sanction to the inclusion of the earthwork of the railway in the programme of famine relief works of the Bombay Presidency.

2. It is noticed, however, that your letter does not state what arrangements are contemplated for the acquirement of the land for the proposed line, and I am to ask that this may be reported for the information of the Government of India.

Letter No. 192, Famine, dated January 19, 1897.

From the HONOURABLE MR. J. MONTEATH, I.C.S., ACTING CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

IN accordance with No. 2 of the rules circulated with the Resolution of the Government of India, No. 5-48, dated 2nd March 1892, and printed in Appendix II. of the Bombay Famine Relief Code, I am directed to submit for the information of that Government the Famine Report for the four weeks ending 26th December 1896, for the Sátára, Kandesh, Poona, Sholapur, and Bijapur districts of this Presidency. It is in the forms E. and F. described by Rule 6 of those rules, and the maps prescribed by Rule 7 are appended. No map has been furnished by the Collector of Sholapur, probably because the whole of the district is affected. I am to state that the reports for the districts of Ahmednagar, Nasik, and Belgaum have not yet been submitted, and supplementary statements will be forwarded as soon as they are received. A statement in Form E-I. will also be sent as soon as it is complete.

MONTHLY FAMINE STATEMENT E. for the Four Weeks ending Saturday evening the 26th December 1896.

(To be submitted to the Government of India within the first half of the next Month.)

District.	Area in square miles.	Population in Thousands.	Affected Area, in Square Miles.	Estimated Population, in Thousands, of Column 4.	Numbers on Relief Works on last Day of Month.						Numbers on Gratuitous Relief.	Price of one or more Principal Food-Grains in Pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working Children.	TOTAL.		Jowári.	Bájri.	Tur dál.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
Sátára	4,825	1,225	4,095	1,162	7,230	959	1,179	4	2,739	12,111	3,002	19·52	15·53	—
Khándesh	10,700	1,430	10,700 but area specially affected 1,700	1,430 partly, but 250 specially.	78	1,830	2,814	667	1,577	6,966	3,015	18·00	—	—
					The Collector reports that these figures are approximately correct.									
Bijápur	5,627	796	5,627	796	8,701	13,723	5,678	1,306	9,671	39,079	164,284 (aggregate for the whole month.)	21·09	15·25 (wheat.)	15·06
Poona	5,349	1,068	2,987	487	7,889	1,058	448	69	1,859	11,323	6,452	20·50	17·25	—
Sholápur	4,542	750	4,542	750	15,013	17,512	2,793	2,172	7,678	45,168	17,599	21·85	—	—
TOTAL	31,043	5,269	27,951	4,625	38,911	35,082	12,912	4,218	23,524	114,647	194,352	20·19	16·39 (bájri) 15·25 (wheat.)	15·06

(*a*) *Private Relief.*—Nil except in Bijápur. The municipality of Bijápur has opened a relief work, and has advanced to a local committee of private persons a sum of Rs. 10,000 as contribution in aid of a grain-shop for the poor. The contribution is objectionable on legal grounds, and the municipality is being informed accordingly. The municipality of Bágalkot has also opened a relief work, and is giving gratuitous relief to destitute persons. In the Muddebihál táluka people have opened shops for the poor. In the Sindgi táluka the rich people have promised to raise a monthly subscription of Rs. 40 for the relief of the poor.

(*b*) *Village Relief.*—Nine persons are relieved gratuitously in villages in Sátára and 6,394 in Bijápur. Out of the latter 90 are shetsandis. Village and poor-house relief is granted in 60 villages in four tálukas of the Poona District. Village relief is also granted in 160 villages in Sholápur.

(*c*) *Poor-house Relief.*—One poor-house has been opened by the municipality of Bijápur, and another by the Pandharpur municipality.

(*d*) *General Character of Relief Works.*—The relief works consist mainly of metal breaking or collecting, road making and deepening of irrigation channels.

(*e*) *Physical Condition of the People* good, except that there was slight cholera in the Hungund táluka of Bijápur.

(*f*) *Deaths (if any) from Starvation.*—Nil.

(*g*) *Food Stocks.*—Generally sufficient.

(*h*) *Importation of Grain.*—No grain was imported into Sátára. In Khándesh it was more freely imported than two months ago. In Bijápur there was a slight importation. In Poona it was largely in excess of imports in the corresponding period of last year. In Sholápur grain is being imported from other parts of the Presidency and from His Highness the Nizám's territory. Fodder was sent to Bijápur from Khándesh, Budlápur and Belgaum, and it is reported that it agreed with the cattle of the district.

(*i*) *General Condition and Prospects of Affected Areas* in Sátára and Khándesh are fair, but in the latter district the number of people willing to work on famine wages is rising, and they will feel the pinch pretty keenly from March onwards. In Bijápur people find very little field work, but there is a large demand for takávi advances which are being granted. In Poona and Sholápur prospects point to increased stress as the year advances.

(*j*) *Changes in Rates of Wages.*—The wages given are made to depend on the prices of the staple food-grains. Statements showing the rates of wages in Sátára and Khándesh are appended.

J. MONTEATH,
Acting Chief Secretary to Government.

Monthly Famine Statement F. for the Four Weeks ending Saturday evening the 26th December 1896.

(To be submitted to the Government of India within the first half of the next Month.)

District.	Maximum Number for whom Relief is Estimated to be required in case of serious Famine.	Numbers for whom Relief was Provided in last Programme of Relief Works.			Numbers for whom Relief can be Provided by Works remaining on Programme on Date of Report.		Expenditure from 1st April 1896.			Advances from 1st April up to end of Month, under		Revenue Suspended.
		Date of last Programme.	On Large Works.	On other Works.	On Large Works.	On other Works.	Date up to which Account is made up.	Rupees, omitting 000s.		Land Improvement Act.	Agricultural Loans Act.	Rupees, omitting 000s.
								On Relief Works.	On Gratuitous Relief.	Rupees, omitting 000s.	Rupees, omitting 000s.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Sátára - - -	75,000	- -	88,272	- -	75,967	- -	26 Dec. 1896	22	2	13	–	
Khándesh - - -	45,000	22 Jan. 1896	24,000	21,000	21,306	21,000	26 Dec. „	9	1	46	8	
Bijápur - - -	108,658	5 Nov. „	66,166	7,393	55,771	7,000	26 Dec. „	80	5	1,92	–	
Poona - - -	98,642	21 Oct. „	49,105	8,346	49,105	8,346	26 Dec. „	37	5	5	1	
Sholápur - - -	100,000	17 Oct. „	86,979	20,431	85,000 (Approximate.)	20,000 (Approximate.)	26 Dec. „	83	8	21	1	
Total - -	427,300		314,522	57,170	287,149	56,346		2,31	21	2,77	10	

J. Monteath,
Acting Chief Secretary to Government.

NUMBERS on Relief in successive weeks.

Week ending	Punjab.	North Western Provinces.	Central Provinces.	Bengal.	Burma.	Bombay.	Madras.	Rajputana.	Central India.	TOTAL.
31 October 1896	4,700	26,400	—	—	2,700	—	—	2,500	17,500	53,800
6 November „	5,900	34,000	—	—	3,000	—	—	8,000	16,000	66,900
13 November „	5,800	86,800	—	—	8,600	—	2,100	12,800	4,000	120,100
20 November „	7,600	117,000	—	2,200	8,500	1,400	12,100	8,200	4,100	161,200
27 November „	9,200	130,100	—	3,400	16,600	11,600	36,500	26,000	17,300	251,500
4 December „	10,900	158,300	—	3,500	20,300	9,900	23,400	34,800	—	266,100
11 December „	22,300	186,900	—	5,800	29,100	15,500	24,100	29,700	18,300	331,700
18 December „	24,200	256,500	15,900	11,700	29,300	84,200	25,200	29,100	18,100	494,200
25 December „	6,400	336,200	45,900	34,100	29,900	36,600	26,200	39,000	2,500	531,900
1 January 1897	11,000	347,800	71,700	59,600	31,700	49,300	26,200	37,700	Not given	635,000
8 January „	46,200	390,000	195,000	100,100	30,000	239,300	25,300	47,300	30,900	1,183,000
15 January „	61,000	663,000	146,000	162,000	30,000	168,000	27,000	40,000	35,000	1,332,000
22 January „	70,000	795,000	211,000	278,000	30,000	265,000	29,000	28,000	42,000	1,750,000
29 January „	83,000	1,024,000	242,000	318,000	32,000	292,000	34,000	20,000	41,000	2,026,000
5 February „	97,000	1,254,000	280,000	339,000	33,000	327,000	42,000	25,000	69,000	2,467,000
12 February „	96,334	1,404,536	316,613	376,068	32,436	361,698	48,163	Not given	Not given	2,750,000*
19 February „	109,000	1,529,000	307,000	435,000	29,000	358,000	55,000	2,000 (*sic*).	95,000	2,948,000
26 February „	118,000	1,621,000	324,000	411,000	27,000	412,000	59,000	19,000	133,000	3,141,000
5 March „	124,000	1,654,000	351,000	410,000	26,000	412,000	66,000	19,000	137,000	3,216,000
12 March „	117,230	1,551,232	335,969	459,694	23,924	417,216	70,163	Not given	Not given	3½ millions* (*sic*).

* Including Native States.

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FURTHER PAPERS

REGARDING

THE FAMINE AND THE RELIEF OPERATIONS IN INDIA.

TELEGRAMS BETWEEN THE SECRETARY OF STATE AND THE VICEROY.

From VICEROY.

March 20, 1897.

Famine. Light showers in Bengal, extreme south Madras, five districts Punjab; elsewhere dry, with increasing heat. In Central Provinces' harvest nearly over. numbers on relief again rising; is in active progress in North-West Provinces and Oudh, where numbers on relief have declined one-sixth in fifteen days. Decline also due in part to famine wage having been reduced there in correspondence to easier prices. In Behar numbers are rising. Cholera has attacked relief works in Bundelkhand. Prices of staple grain in various places are:—Bellary 13½ seers per rupee, Belgaum 11, Sholapur 9¾, Akola 10, Jubbulpore 11, Saugor 9, Balaghat 8, Champaran 9½, Patna 10½, Delhi 8½, Lahore 10, Ludhiana 11, North-West Provinces and Oudh 9½ to 12. On relief:—Madras 77,000, Bombay 431,000, Bengal 497,000, North-West Provinces and Oudh 1,377,000, Punjab 127,000, Central Provinces 376,000, Burma 12,000, Berar 15,000, Hyderabad 5,000, Central India 114,000, Rajputana 30,000, total 3,060,000.

From VICEROY.

March 26, 1897.

Famine. Useful rain in northern Punjab, Bengal, Orissa, and East Coast. Harvest has further reduced number on relief works in North-West Provinces and Oudh, as has mohwa picking in Central Provinces. Decrease is also due to occurrence of Hooli festival. No marked change in situation. Prices almost stationary:—Bellary and Kurnool 13 seers per rupee, Dharwar 13, Poona 9½, Ahmednagar 8, Akola 10, Jubbulpore 10¾, Nagpur 11, Saugor 8¾, Balaghat 8, Patna 10½, Darbhanga 9, Delhi 8¾, Lahore 10, Ludhiana 11, North-West Provinces and Oudh 9¾ to 13. On relief:—Madras 90,000, Bombay 427,000, Bengal 486,000, North-West Provinces and Oudh 1,099,000, Punjab 117,000, Central Provinces 346,000, Burma 25,000, Berar 25,000, Hyderabad 2,000, Central India 164,000, Rajputana 30,000, total 2,811,000.

From VICEROY.

April 2, 1897.

General rain during week over Bengal, North-West Provinces, and central and northern Punjab. Rain also fell in Circars, in Kurnool, and in parts of Central Provinces, Central India, and Rajputana. Has materially benefited the crops in Bengal, and assisted cultivation for next harvest, but somewhat injured mahua crop. In Central Provinces and Chota Nagpur harvesting still in progress, and land being prepared for next crop. Barabanki district in North-West Provinces has been

removed from the list of affected districts. No material change of prices, but prices show a tendency to fall in North-West Provinces and Punjab. Prices of staples in affected tracts:—Bellary, Kurnool 13 seers per rupee, Dharwar 12½, Poona 9, Ahmednagar 9⅔, Akola 10, Jubbulpore 10¾, Nagpur 11, Saugor 9, Balaghat 8, Patna 10½, Darbhanga 9, Delhi 8½, Lahore 10, North-West Provinces 9 11/16 to 12½. On relief:—Madras 101,000, Bombay 429,000, Bengal 529,000, North-West Provinces 1,050,000, Punjab 115,000, Central Provinces 404,000. Burma 22,000, Berar 20,000, Hyderabad 4,000, Central India excluding Bundelkhand (report not received) 102,000, Rajputana 29,000; total 2,805,000. Central Province increases due to completion of harvest and return from Holi festival.

From VICEROY.

April 12, 1897.

Famine. Monthly telegram. During past week general rain in Bengal and along East Coast; also useful rain in northern Punjab. Relief figures for each province given below:—Madras, there are 58 relief works, with 85,201 workers and 5,000 dependants, also 9,035 weavers employed in weaving, and 518 persons on gratuitous relief; distressed area 12,400 square miles, population 1,742,000: 4 test works in Ganjam, Vizagapatam, with 4,284 workers, and 917 on gratuitous relief; affected area, 3,200 square miles, population 1,495,000. Bombay, in 8 districts, has 125 works with 306,204 workers, and 117,207 dependants, 8 poor houses with 234 inmates, on gratuitous relief 25,426; distressed area 42,100 square miles, population 6,709,000: also in 2 districts 3 test works with 900 workers and 1,093 on gratuitous relief; affected area 2,300 square miles, population 388,000. Bengal has in 11 districts 388 works with 281,498 workers and 21,266 dependants, 30 poor houses with 1,468 inmates, on gratuitous relief 195,153; distressed area 17,700 square miles, population 9,144,000: also 61 test works with 11,550 workers, and 5,897 on gratuitous relief; affected area 1,800 square miles, population 848,000. Punjab has in 9 districts 149 works with 71,356 workers and 20,526 dependants, also 7 poor houses with 966 inmates, on gratuitous relief 11,530; distressed area 14,900 square miles, population 3,199,000: also in 4 towns 4 test works with 523 workers. North-West Provinces and Oudh have in 18 districts 325 works with 582,877 workers and 111,676 dependants, 80 poor houses with 22,953 inmates, besides 245,094 on gratuitous relief; distressed area 35,400 square miles, population 14,967,000: also in 19 districts 46 test works with 4,435 workers, and 49 poor houses with 6,422 inmates, besides 37,159 on gratuitous relief; affected area 17,600 square miles, population 9,099,000. Central Provinces have in 16 districts 153 works with 344,407 workers and 60,999 dependants, 45 poor houses with 20,327 inmates, also 49,719 on gratuitous relief; distressed area 49,500 square miles, population 6,036,000. Burma has in 3 districts one work with 19,923 workers and 3,243 dependants, also 1,071 on gratuitous relief; distressed area 3,900 square miles, population 381,000: also in one district one test work; affected area 200 square miles, population 16,000. Berar has in 3 districts 24 works with 14,008 workers and 5,403 dependants, also 2 poor houses; distressed area 6,000 square miles, population 819,000: also 4 test works with 1,312 workers; affected area 1,700 square miles, population 202,000. Including Native States, numbers on relief are 2,853,000, against 3,141,323 last month. Numbers have decreased by nearly 600,000 in North-West Provinces and Oudh, owing to the occupation of harvesting, reduction of wages owing to easier village prices, and temporary closing of works in less acutely distressed districts. Numbers have considerably increased in Central Provinces, where harvest completed, and to less extent in Bengal, Madras, Bombay. Prices show a tendency to fall in Punjab owing to rain and improved harvest prospects in northern districts, and are easier in rural tracts in North-West Provinces and Oudh, where new barley and peas are cheaper than 12 seers per rupee. In Madras Deccan prices range between 12 to 14 seers; in Bombay, Central Provinces, and Bengal they still remain at from 8 to 10 seers. Imports of rice from Burma still continue, and this staple has had a steadying effect on markets; 206,000 tons imported from 1st January to end of March, and surplus still available is estimated at 1,000,000 tons. Food supplies generally sufficient, and where locally deficient are maintained by private imports. In parts of Central Provinces where transport difficult during rainy season, special measures in order to secure supplies will be taken by State. Activity of private trade everywhere remarkable, both by road and rail, and occupation thus given to carts and cattle is very beneficial to

small landowners and cultivators. Relief arrangements are generally adequate in British territory, and are being improved in Native States. In Gwalior, where too much reliance has been placed on petty village works, large works professionally managed have now been opened. In Rewah cholera has hampered relief arrangements, which otherwise are fairly adequate. Migration from these and other Native States into Central Provinces and North-West Provinces and Oudh has now been greatly checked, and generally in proportion to their resources Native Princes and Chiefs are displaying great liberality and self-sacrifice. The additional staff of engineers and military and medical officers and subordinates placed by us at disposal of Local Governments has greatly contributed to effective relief organisation, to suppression of petty abuses, and to extending relief at their homes to persons unable to work. Condition of people in affected tracts reported generally good in Madras, Bombay, Bengal, Burma; and fair to good in Punjab and Berar, in all which death-rate continues low or normal; fair to good in North-West Provinces and Oudh, though death-rate somewhat high in four or five districts; fair in Central Provinces, where in wilder parts poorer classes show signs of privation, and some cases of famine emaciation still occur, and mortality exceeds normal. Fifty lakhs of Mansion House Fund have been distributed by Central Committee to Provincial Committees, and much relief is being given in form of clothing, small comforts, and doles to respectable poor. Arrangements everywhere being made through local Committees to distribute remaining funds at proper time for seed, grain, and cattle.

From VICEROY.

April 16, 1897.

Famine. January death-rate above normal in 16 out of 20 registration districts in Central Provinces. Highest in Saugor 5·3, Damoh 5·5, Jubbulpore 6·9, Murwara 10·6, Seoni 5·3, Narsingpur 6·5, Hoshangabad 4·2, Nimar 4·2, Balaghat 4·9. Much of excess reported to be among immigrants from outside, especially in Murwara. February figures not received. February death-rate North-West Provinces and Oudh distressed districts is 3·2. Highest in Lalitpur 4·8, Banda 4·8, Jhansi 4·1, Hardoi 4·0, Rae Bareli 4·3, Local Government attributes excess to character of year.

From VICEROY.

April 17, 1897.

Famine. There has been light rain in many districts of Bengal and scattered showers elsewhere. Early rice crop, jute, millets sowings being actively prosecuted in Bengal. Spring harvest completed in Behar, with outturn fair to good. In Madras and Bombay harvest of late crops yields poor outturn in Deccan, elsewhere fair. In North-West Provinces and Oudh spring harvest is near completion, in Punjab in progress, with outturn fair to good on irrigated lands. In Rajputana harvest has been a good one; in most States in Central India poor, or bad in most parts of Bundelkhand and parts of Gwalior. Prices little changed. Slightly higher in some districts in Madras, Bombay, Central Provinces. Prices easier in Northern India. Prices of staples in affected tracts:—Bellary 11½ seers per rupee, Kurnool 13, Bijapur 10, Khandesh 8¼, Akola 10, Balaghat 7½, Mandla 8¾, Raipur 10, Patna 10, Darbhanga 9, Umballa 10, Delhi 9½, North-West Provinces and Oudh 9⅝ to 12½. On relief:—Madras 132,000, Bombay 454,000, Bengal 596,000, North-West Provinces and Oudh 1,003,000, Punjab 90,000, Central Provinces 462,000, Burma 14,000, incomplete, Berar 16,000, incomplete, Hyderabad 9,000, Central India 148,000, Rajputana 28,000, total 2,952,000.

From VICEROY.

April 23, 1897.

Famine. Good rain has fallen in ten southern districts Madras, and scattered showers in Bombay Deccan, Bengal, and elsewhere. Harvesting continues in Northern India, Bengal. Spring harvest is estimated at two-thirds normal outturn, crop being good but area only 8,250,000 acres against 11,000,000 average. Numbers on relief increasing, chiefly in Bengal and Madras, where harvest completed and field work ceased. Prices are rising slightly in Central Provinces and parts of Bengal. Prices stationary elsewhere. Prices of staples in affected tracts:—Bellary 12 seers per rupee, Kurnool 13, Bijapur 10⅕, Khandesh 8¼, Akola 10, Balaghat 7½, Mandla 8½,

Jubbulpore 10½, Patna 8½, Darbhanga 8, Umballa 10, Delhi 10½, North-West Provinces and Oudh 9½ to 12¼. On relief:—Madras 162,000, Bombay 446,000, Bengal 655,000, North-West Provinces and Oudh 1,058,000, including 33,000 relieved from Indian Famine Fund, Punjab 92,000, Central Provinces 459,000, Burma 19,000, Berar 33,000, Hyderabad 14,000, Central India 156,000, Rajputana, 26,000, total 3,120,000.

From VICEROY.

April 23, 1897.

Famine. February death-rate above normal in 14 of 20 registration districts Central Provinces. Highest in Saugor 4·9, Damoh 4·3, Jubbulpore 6·9, Murwara 16·5, Mandla 7·1, Seoni 4·4, Narsingpur 4·0, Balaghat 4·8. Special inquiry into Jubbulpore and Murwara mortality, with view of enumerating deaths of wanderers and immigrants, now in progress. Every endeavour made to make relief system in Murwara exhaustive. Mandla mortality due in part to cholera.

From VICEROY.

April 28, 1897.

Famine. March death-rate high in following districts of the North-West Provinces:—Fatehpur 5·8, Banda 5·1, Allahabad 5·4, Rai Bareli 5·4, Hardoi, 4·7. In Central Provinces, March death-rate generally lower than February; highest, excluding cholera, Jubbulpore (including Murwara) 6·5, Mandla 5·6, Balaghat 4·5. In Bengal, Bombay, Punjab, death-rate not high.

From VICEROY.

April 30, 1897.

Famine. General light rain in Bengal and Punjab; scattered showers in Madras, Bombay, and elsewhere. Position in affected districts substantially unchanged, but, owing to completion of harvest in most provinces, numbers on relief works continue to increase. Relief organisation working smoothly everywhere, and local Committees busy distributing Mansion House fund. Bombay sanitary officers give good accounts of condition of relief labourers there; no deterioration or cases of famine emaciation noticed. Prices of staples in affected tracts:—Bellary 12 seers per rupee, Anantapur 14, Bijapur 10¼, Khandesh 8¼, Jubbulpore 10½, Raipur 9, Balaghat 7½, Patna 9½, Darbhanga 7½, Delhi 10, Ludhiana 11½, North-West Provinces and Oudh 9½ to 13. On relief:—Madras 193,000, Bombay 436,000, Bengal 678,000, North-West Provinces 1,173,000 (including 36,000 relieved from Indian Famine Fund), Punjab 84,000, Central Provinces 505,000, Burma 16,000, Berar 20,000, Hyderabad 21,000, Central India 148,000, Rajputana 24,000; total 3,298,000.

From VICEROY.

May 10, 1897.

Famine monthly telegram.

Relief figures for each province as follows:—Madras has in six districts 95 relief works, with 185,731 workers and 18,426 dependants; also 16,435 weavers employed in weaving, and 11,975 on gratuitous relief; also six test works in two districts, with 7,285 workers; affected and distressed area 16,200 square miles, population 3,283,000. Bombay in eight districts has 129 works, with 292,516 workers and 80,011 dependants, nine poor-houses with 433 inmates, on gratuitous relief 29,008; distressed area 42,000 square miles, population 6,709,000: also in two districts three test works, with 703 workers 155 dependants, 893 on gratuitous relief; affected area 2,300 square miles, population 35,000. Bengal has 464 works, with 345,260 workers and 34,447 dependants, 54 poor-houses with 1,889 inmates, on gratuitous relief 280,210; distressed area 18,300 square miles, population 9,239,000: also 69 test works, with 8,377 workers and 8,330 on gratuitous relief in seven districts; affected area 42,700 square miles population 1,595,000. North-West Provinces and Oudh have in 18 districts 467 works, with 781,843 workers and 145,588 dependants, 86 poor-houses with 22,348 inmates, besides 291,067 on gratuitous relief; affected area 35,400 square miles, population 14,966,000: also in 19 districts 34 test works, with 7,435 workers, and 39 poor-houses with 4,471 inmates, beside 34,423 on gratuitous relief; affected area 16,000 square

miles, population 9,112,000. Punjab has in nine districts 131 works, with 57,466 workers and 13,549 dependants, 14 poor-houses with 1,277 inmates, besides 12,668 on gratuitous relief; distressed area 14,900 square miles, population 3,199,000: also in three towns three test works with 148 dependants. Central Provinces have in 17 districts 190 works, with 400,579 workers and 76,593 dependants, 46 poor-houses with 20,417 inmates, besides 56,916 on gratuitous relief; distressed area 53,100 square miles, population 6,293,000. Burma has in two districts two works, with 13,518 workers and 2,733 dependants, besides 805 on gratuitous relief; distressed area 4,900 square miles, population 527,000: also in one district one test work, with 117 workers, affected area 200 square miles, population 16,000. Berar has 37 works, with 20,118 workers and 2,566 dependants, 12 poor-houses with 590 inmates, besides 1,206 on gratuitous relief; distressed area 12,600 square miles, population 1,771,000: also three test works, with 710 workers; affected area 4,400 square miles, population 683,000. Including Native States, numbers on relief are 3,481,480 against 2,883,000 last month. Increase in number over last month nearly three lakhs in North-West Provinces and Oudh, owing to return of people from harvest work; by 120,000 in Madras and 150,000 in Bengal, owing to extension of relief works and village relief; by 80,000 in Central Provinces, chiefly in rice districts of Chhatisgarh and Nagpur divisions, and by 70,000 in Central India and Hyderabad. Some decrease in Punjab where harvest still in progress, in Rajputana, where fair harvest has improved situation, and in Bombay, owing seemingly to concentration of relief workers on fewer and larger works, and to large loans to agriculturists under Land Improvement Loans Act. In Punjab wheat averages 11½ seers per rupee, against nine seers last month, and further fall of prices anticipated, as harvest outside Delhi division exceeds forecast. In North-West Provinces and Oudh and Madras prices are slightly easier, ranging from 9½ to 13½ seers per rupee. In Bengal, and rice tracts of Central Provinces, prices have risen slightly and range from 7½ seers per rupee to 10 seers. Importations from Burma, especially outside Bengal, have fallen off, as spring harvest has replenished local stocks. Madras reports its relief arrangements to be restricted in parts for want of subordinate officers; we will make inquiry about this. All other provinces report measures taken to relieve distress in the affected districts satisfactory and adequate. Central Provinces increased demand for labour met by enlarged organisation and new camps. In Native States arrangements improved, and migration checked. Condition of people good in Punjab, Upper Burma, Bombay, and Bengal, and death-rate low; fair to good in Madras, North-West Provinces and Oudh, and Berar; in Central Provinces fair among general population. Extension of village relief in worst tracts of Central Provinces has obviated much suffering; though cases of famine emanciation still occur there among aged and in wilder tracts, they are not numerous. Low caste and labouring classes still predominate on relief works in all provinces. In Hissar and Karnal many petty landowners, and in Champaran considerable of higher caste, are reported attending. In Central Provinces percentage of cultivators on works varies from eight in Narsingpur to 30 in Mandla. Central Committee contemplate allotting 50 lakhs more of famine fund, as local committees are making arrangements for distribution of grants for seed and cattle. District reports frequently make grateful mention of invaluable benefits of Fund. Vice-chairman James has made highly interesting report on his inquiries in each province as to the working of funds.

From VICEROY.

May 15th, 1897.

Famine. Good general rainfall throughout Bengal proper, where present agricultural prospects are favourable generally, and early rice crops, with indigo crops are doing well. In Southern India and elsewhere scattered showers. Outside Bengal agricultural operations almost over, except harvesting in northern Punjab. Condition of cattle is bad in Hissar, and great losses are reported in Bijapur. General health of relief workers in Lucknow division reported good. Rice prices have risen slightly in Bengal, from 7½ to 9 seers per rupee. Wheat and barley lower in Punjab, wheat from 9½ to 13 seers. In North-West Provinces and Oudh staple grain ranges from 9¾ to 12¾ seers; in Madras cholum from 12 to 14 seers, and in Bombay from 9 to 12 seers. In Central Provinces wheat at 8¼ to 10, and rice from 7½ to 9½ seers. On relief:—Madras 265,000, Bombay 385,000, Bengal 716,000, North-West Provinces and Oudh 1,316,000, Punjab 91,000, Central Provinces 591,000, Burma 16,000, Berar 26,000, Hyderabad 19,000, Central India 160,000, Rajputana 23,000; total 3,608,000.

TELEGRAMS REGARDING THE FAMINE RELIEF FUND.

EXTRACT from the "TIMES" of 30th March 1897.

Last evening the Lord Mayor received the following important telegram from Sir Francis Maclean, Chief Justice of India and chairman of the Central Relief Committee at Calcutta.

"Calcutta, March, 27.

"I am desired, on the part of my committee and myself, to thank your Lordship most warmly and all those who have co-operated with you and are subscribing so nobly to relieve the distress in India. We have now received estimates most carefully prepared by branch committees who have cut them down to the lowest figure. The total comes to 166 lakhs of rupees, but we estimate even this will not suffice. The receipts up to date are 106 lakhs, so every additional donation will be very thankfully received. The North-West Provinces and Oudh are worst off. In both areas there is intensity of famine, as parts of them have suffered from bad harvests for two or three seasons. Their latest returns show 1,250,000 persons employed on Government works at famine wages and 330,000 gratuitously relieved by subsistence dole. Sir John Edge and Mr. Deas are presidents. Two strong committees are sitting at Lucknow and Allahabad, and a great number of local committees have been formed under them throughout the distressed districts, and a large body of voluntary associations and poorhouse committees formerly existing—some founded last autumn—have been affiliated. Following illustrate system of relief. Large sum has been spent on making purchases of clothes for poor creatures on relief works, many of whom came almost naked. Allahabad (city) has been divided into six wards, which are controlled by committees of leading native gentlemen, who prepare careful lists of those needing relief and balance accounts of almoners. Every precaution is taken to husband money and not scatter it broadcast. In the Allahabad district there are large numbers of Brahmin landholders who would perish rather than take their families to relief works to associate with persons of lower castes. Timely relief received has enabled committee to provide for their women and children, and leave at liberty men to earn subsistence by working, however distasteful that be to them. Distress has been nowhere more acutely felt than in the city of Lucknow, comprising descendants of impoverished Mahomedan families, whose women make a living by embroidery and sewing, and the demand for whose handiwork ceased since the beginning of the famine. This city is mapped into 36 circles, and probably 30,000 rupees will be required for six or seven months to come solely for these classes. An average of one and a half rupee per head or under 2*s.* per month was at end of February being given to 12,300 persons, but the number must increase every month. Sir John Edge's committee, after consulting with Sir Anthony Macdonnell, think at least 40 lakhs will have to be spent in May to start once more in life ryots who have lost all, so as to enable them to plough and sow as soon as the monsoon arrives and to exist until the crop ripens. Embroiderers and weavers are being supplied with materials which local committees buy, paying them for the work. In parts of Central Provinces, especially where the soil is sterile, the people are as badly off as in North-West Provinces, and over 300,000 persons are on works, 67,000 on gratuitous relief. Vast majority of these are described by the provincial committee as in the lowest depth of poverty and privation, and the addition of small comforts in the shape of food or clothing to cover naked bodies of both sexes is most welcome relief. All concerned have been too busily engaged saving life to write many reports, but now organisation is complete I hope to send your Lordship brief weekly accounts describing operations, both in affected British Provinces and native States. The Government of India have kindly lent my committee the services of Hon. Mr. James, Commissioner in Sind, as vice-chairman. He will leave next week to confer with provincial committees and report how relief operations progress, not only in the typical districts like North-West and Central Provinces, but in the parts of Behar, Bengal, Madras, and Bombay, wherever there is famine. Fifty lakhs received from Mansion Hosue relief and other parts of the world have been already distributed by provincial committees; the rest will be given as

required. Would you kindly transmit copies of this to Lord Provosts of Edinburgh and Glasgow, the Lord Mayor of Liverpool, and Lord Derby, whose committees have been just as kind and liberal.

"SIR FRANCIS MACLEAN.

"To the Right Honourable the Lord Mayor,
Mansion House."

EXTRACT from the "TIMES" of 8th April 1897.

The Lord Mayor yesterday received the following telegram from Sir Francis Maclean, Chief Justice of India and chairman of the Central Relief Committee at Calcutta:—

"Provisional committees anxiously asking Central Committee what funds they may rely upon receiving. Total sum raised up to date, including funds specially given to particular provinces, is crore seven, lakhs 18,402. Can you tell me how much collected at Mansion House and Lancashire not yet remitted? In Bengal distress expected to last till November. Consequently local committees are husbanding their resources. Expenditure mainly on relief of respectable poor and purdar-nishin women. Indigent agriculturists mostly working on State relief works. In Bombay relief required till September, but special assistance in giving small agriculturists a fresh start will not be required until June, July, and August. Assistance has been given to distressed in native States. We are deeply grateful to our countrymen for their splendid response to our appeal.

"SIR FRANCIS MACLEAN."

From SECRETARY OF STATE to VICEROY.

March 31, 1897.

Famine. Please telegraph next Saturday total amount of subscriptions received up to date by Central Committee from (1) Lord Mayor's Fund, (2) other subscriptions United Kingdom, (3) British Colonies, (4) India, (5) Russia. Parliamentary question,* Monday 5th April. Maclean's telegram to Lord Mayor does not agree with yours of 11th March as to sum required for Famine Fund. Can you explain discrepancy?

From VICEROY.

April 3, 1897.

Your telegram of 31st March. Total subscriptions Indian Famine Fund as follows:—Mansion House, Rs. 57,89,600; remainder of United Kingdom, Rs. 29,34,400; British Colonies, Rs. 6,00,700, of which Canada, Rs. 4,00,000; India, Rs. 12,75,700; Russia, *nil*; other parts of the world, Rs. 75,700; grand total, Rs. 1,06,76,100. Maclean's estimate of 166 lakhs exceeds our estimate of 11th March, which was prepared in consultation with Central Committee, owing to increased and revised estimates by Branch Committees, and to provision for Native States.

CENTRAL PROVINCES.

No. C.—138, dated Camp Chhindwara, the 20th January 1897.

From H. H. PRIEST, Esq., I.C.S., CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

In the Provincial Cash Requirement Estimate for 1897–8 (forwarded to the Comptroller with this office letter No. 4298, dated the 9th November 1896) a sum of 5½ lakhs of rupees was shown as the estimated provincial expenditure on Land Improvement Loans (1 lakh) and Agricultural Loans (4½ lakhs).

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* *See* page 8 of previous "Further Papers" [C.—8302 of 1897].

2. In forwarding this estimate it was stated that, owing to the impending general scarcity, an accurate forecast was impossible and that the above estimate of requirements was to be regarded as approximate only.

Since these estimates were prepared in November last, the extent and probable duration of the scarcity in these Provinces have become much more accurately known than was possible at that time, and the Chief Commissioner believes that the allotment of considerably larger sums than those previously asked for will be necessary if the Provinces are to be safely tided over the present critical period of distress, and if confidence and prosperity are to be restored.

3. Mr. Lyall understands from your letter No. 111—27-23 F., dated the 4th instant, that there may be some difficulty in providing funds for ordinary Land Improvement Loans, as distinct from advances for the relief of distress. He trusts, however, that a moderate amount may still be allowed for expenditure on this purpose during the financial year 1897–98. There are many parts of the Province where there is not at present any acute distress, but where high prices and the strain caused by the contraction of ordinary openings for labour resulting from those prices have rendered it particularly desirable that some such employment should be afforded to the labouring classes as is commonly supplied by works executed from Land Improvement Loans. Such work, in these tracts, will not be strictly famine relief, because the persons employed may be expected to be quite capable of, and willing to render piece-work or even work on contract; but the relief afforded to them will be very great, and will probably obviate the necessity of regular relief measures being undertaken. On the other hand, in such tracts, there is no doubt that landowners will be willing to take loans on ordinary terms, and will need no such remission of interest or of a part of the principal as is provided for in the loans sanctioned for famine relief. The Chief Commissioner anticipates that in such tracts it may be found possible to dispense altogether with the ordinary procedure of relief under the Famine Code, with its expensive establishments and ineffective employment of labour, if such loans are given to landowners desirous of obtaining them. If, however, they are withheld, he thinks it probable that it will be necessary to employ the regular relief machinery for at least a portion of the year, at much greater cost than would be involved in the grant of the loans. Before, however, submitting a revised estimate, he desires me to inquire whether the Government of India intend by their orders of the 4th instant to definitely forbid the grant of ordinary Land Improvement Loans on the usual terms in any part of the Central Provinces during the coming financial year. He understands that in the North-Western Provinces and Oudh such loans have been promised for that period, and he would respectfully submit that they are no less necessary here.

4. As regards loans under the Agriculturists' Loans Act, 1884, for the purchase of seed and plough cattle, such loans have, of recent years, played an increasing part in the agricultural economy of these Provinces. Large advances of this kind have been made, under the special sanction of the Government of India, in the districts of the Jubbulpore Division; and in other districts also the timely distribution of advances for seed has enabled much land that would otherwise have remained unsown to be put under a crop. Had it not been for the allotment available this year for agricultural loans, much of the benefit which has resulted from the November rainfall would have been lost, and much of the fine crops of wheat in the plateau districts of Seoni and Chhindwara through which Mr. Lyall has just passed would not be in existence. As already stated, the amount asked for at the beginning of November on this account was 4½ lakhs; but the Chief Commissioner is now assured that in many parts of the country, particularly in the great rice districts of Nagpur and Chhatisgarh divisions, there will be an active demand for seed loans on the prompt granting of which, well in advance of the time of sowing, the return of agricultural prosperity will mainly depend. He trusts, therefore, that he may expect a liberal allotment on this account.

5. The Chief Commissioner has no doubt that the charitable fund inaugurated at the Calcutta meeting of the 13th instant, will contribute largely towards the necessary outlay on seed to cultivators who have been impoverished by famine; but it is as yet uncertain how much of that fund will be available for this Province; and as the duty of meeting a demand for seed grain in special cases has hitherto been accepted by Government, he hopes that he will receive contributions to the Provincial Loan Account which will enable him to satisfy the requirements of cultivators who may be suitable recipients of such loans, and yet not sufficiently impoverished to need the gratuitous assistance which the charitable fund aims at providing.

As at present advised, he would put the amount which might be usefully disposed of under the Agriculturists' Loans Act, 1884, during 1897-98 as at least 10 lakhs instead of the 4½ lakhs originally estimated.

No. 493 F., dated Calcutta, the 9th February 1897.

From T. W. HOLDERNESS, Esq., C.S., DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, to the CHIEF COMMISSIONER OF THE CENTRAL PROVINCES, DEPARTMENT OF REVENUE AND AGRICULTURE.

I am directed to acknowledge the receipt of Mr. Priest's letter No. C. 138, dated 20th January 1897, in which it is represented that much larger sums under the heads of Land Improvement Loans and Agricultural Loans than those* shown in the Cash Requirement Estimate of the Provinces for 1897-98 will be required in the coming year if the Provinces are to be tided over the present critical period of distress and if confidence and prosperity are to be restored. It is stated that at least 10 lacs will be required under the Agriculturists' Loans Act. A revised estimate of the amount required under the Land Improvement Loans Act is not submitted, but you inquire whether the Government of India intend by their orders of the 4th January to definitely forbid the grant of ordinary Land Improvement Loans on the usual terms in any part of the Central Provinces during the coming financial year.

2. The Government of India recognise the importance of advances for seed in a time of distress and will endeavour to make a liberal allotment for the purpose to the Central Provinces in the budget estimates for 1897-98. It may not, however, be possible to provide the full amount asked for by you, having regard to the requirements of other provinces and to the general financial situation. Relatively to the Land Revenue of the Provinces the amount is large, and the Government of India would be glad to receive more particulars of the information upon which the estimate is based.

3. With regard to Land Improvement Loans it is unlikely that any large sum for this purpose can be provided for the Provinces under the usual head in the estimates for 1897-98. It is not required for purposes of land improvement as distinguished from famine relief, and the Government of India think that all that you wish to do to provide employment in districts in which distress is not acute, and thereby to obviate the necessity of undertaking regular relief works, can be done by the grant of advances in accordance with the principles explained in the papers accompanying the Government of India's letter No. 111, dated 4th January 1897. It was not intended that the grant of such advances should be restricted to districts in which the existence of general and severe distress had been formerly recognised and the complete machinery of famine-relief had been set in operation. They may be given in any district in which you consider that relief is required and in which they will obviate the necessity for other relief measures. Nor is it imperative on you to remit a portion of the principal of the advance in every case. Cases may occur in which the labour which the grantee employs is thoroughly efficient, and in which therefore the work will not cost more to execute than in ordinary times. It should, however, be a condition of all advances that the persons to whom they are given employ as labourers those who really require work and not merely the most skilful workmen of the village; and it should be a further condition that the advance, or the recoverable portion, should be repaid within a shorter space of time than is allowed by the ordinary rules under the Land Improvement Loans Act. On account of these two conditions it is reasonable that the advances should be made free of interest, and that in the majority of cases a portion of the principal should be remitted.

No. 494 F.—73-2.

Copy of correspondence forwarded to the Finance Department for information.

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* Land Improvement Loans, 1 lac. Agricultural Loans, 4½ lacs.

Telegram dated the 8th February 1897.

From CHIEF COMMISSIONER, Central Provinces, Nagpur, to REVENUE SECRETARY, Calcutta.

Chief Commissioner finds a general consensus that large advances for seed grain are necessary to provide for sowing of full area in June next in rice districts of Chhattisgarh and Balaghat. It is represented that only local seed will be suitable for sowing, and that, if arrangements are not immediately made, small produce of last harvest will be entirely consumed. Malguzars' stocks are exhausted owing to successive bad harvests and local banias too few and unimportant to be relied on. Chief Commissioner agrees that some action of kind suggested is essential. No funds whatever now available in Provincial Loans Account, and Chief Commissioner therefore asks Government of India to sanction immediate grant of three lakhs for agriculturists' loans in current year. Orders solicited by telegraph.

Telegram No. 672A., dated the 10th February 1897.

From FINANCE SECRETARY, Calcutta, to CHIEF COMMISSIONER, Central Provinces, Nagpur.

Your telegram to Revenue, 8th February. Additional grant three lakhs rupees for agricultural loans is sanctioned.

No. 673A.

Ordered that copy be forwarded to the Revenue and Agricultural Department, to the Comptroller and Auditor General, and to the Comptroller, Central Provinces, for information.

No. 907, dated Nagpur, the 13th February 1897.

From H. H. PRIEST, Esq., I.C.S., CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

1. I am directed to address the Government of India on the subject of the further funds required to meet expenditure on famine relief in these Provinces up to the 31st March next.

2. In paragraph 12 of my letter No. 4988, dated 16th December 1896, it was pointed out that the sum of 15 lakhs of rupees which, it was then thought, might suffice to meet this expenditure could not be regarded as more than a "rough preliminary "estimate of probable requirements," and in paragraphs 9 and 14 of the same letter stress was laid on the difficulty, indeed the impossibility of framing satisfactory forecasts of famine expenditure in a province which had had no previous experience either of general scarcity or of the outlay which a widespread scheme of Famine Relief involves. Events have more than justified Mr. Lyall's doubts as to the possibility of estimating requirements in the absence of actual experience, and it has been evident to him and his advisers for some time past that the sum of 15 lakhs granted in December last would be quite insufficient to support the rapidly increasing numbers seeking Government relief. The Chief Commissioner was, however, unwilling to apply for a further grant until he should be able to state, with some approach to exactness, the probable total expenditure on famine relief up to the end of the current year. This he has only recently been enabled to do.

3. Broadly speaking, an allotment of 15 lakhs for four months, December to April (the amount sanctioned by the Government of India in January last), provides for the relief of an average number of, at most, 125,000 persons per diem. At the time when my former letter was written, the average numbers of persons in receipt of Government relief had not reached half this figure, and the Chief Commissioner anticipated that, while there would no doubt be considerable increase as soon as the scanty autumn crops

had been consumed, the complete organisation of large works under the Public Works Department and the stricter insistence on a full task would deter some of those who were not actually distressed, but who were glad to earn a daily wage in return for very light work, from further recourse to Government relief works. These anticipations were, however, not realised. From the latter part of December numbers, especially in the Jubbulpore Division, where the ranks of those seeking relief were swelled by crowds of needy immigrants from the adjacent Native States, rose very rapidly, and on the 26th December the provincial total stood at 136,000, a figure considerably in excess of the average number originally estimated for. Nor did the increase stop here. By the 9th of January the provincial total reached 200,000; by the 23rd it stood at 246,000; while on the 30th, the latest date for which complete returns are available, the aggregate number relieved was 282,000. Harvest labour, and the supply of food which the mohwa crop will afford, will doubtless cause some diminution in these numbers; but in view of the fact that the bulk of those who are now in distress come from parts of the province chiefly dependent on the outturn of the autumn crops, that the *rabi* area throughout the province has been greatly restricted and will not give the usual amount of harvest labour, and that the recent unsettled weather and rain may greatly injure the prospects of the mohwa crop, the Chief Commissioner does not think it would be safe to estimate for any considerable falling off in numbers before the end of the present financial year.

4. As regards the additional grant which will be necessary, I am to say that the actual expenditure up to the end of January on account of Famine Relief operations under the control of the Public Works Department and Civil Officers, respectively, is stated to be as follows:—

	Rs.
Public Works Department - - - -	6,11,000
Civil Officers - - - - -	4,25,000
Total -	10,36,000

leaving a balance, at the beginning of February, of Rs. 4,64,000 out of the grant of 15 lakhs sanctioned in December last. At the end of January there were some 280,000 persons in receipt of Government relief, and after allowing for such diminution as may be caused by harvest labour, by the check on immigration consequent on a more adequate organisation of Famine Relief in the States of the Baghelkhand and Bundelkhand Agencies, and finally by the opening of the forests, we could not, Mr. Lyall thinks, safely estimate for a lower daily average than 240,000. Taking one rupee as sufficient to relieve eight persons with the necessary margin for the heavy incidental charges on establishments, tools, and plant, hutting, &c., and contingencies, this gives an expenditure, to the end of March, of Rs. 18,00,000. Deducting from this the Rs. 4,64,000 which are still in hand, the amount necessary to cover expenditure during the remainder of the current year is Rs. 13,36,000, or say 13½ lakhs.

5. The Chief Commissioner would accordingly ask the Government of India to sanction this additional grant (*viz.* 13½ lakhs of rupees) for the purposes of Famine Relief up to the end of the current financial year.

Telegram No. 845A., dated the 19th February 1897.

From FINANCE SECRETARY, Calcutta, to CHIEF COMMISSIONER, Central Provinces, Nagpur.

Your letter to Revenue, No. 907 of the 13th February. Further grant thirteen-and-a-half lakhs rupees sanctioned for famine expenditure this year.

No. 846A.

Ordered that copy be forwarded to the Revenue and Agricultural Department.

Ordered also that copy be forwarded to the Comptroller and Auditor General and to the Comptroller, Central Provinces, in continuation of No. 210A., dated the 15th January 1897.

No. 848, dated Nagpur, the 11th February 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA.

In continuation of my letter No. 100c, dated the 15th January 1897, I am directed to submit, for the information of the Government of India, consolidated monthly Famine Statements A. and B. for the distressed districts of the Nagpur, Nerbudda, and Chhattisgarh Divisions. In the case of the Nagpur and Chhattisgarh Divisions, a copy of the Deputy Commissioner's remarks to accompany Statement A. is submitted in each case, while for the districts of the Nerbudda Division, a summary, by the Commissioner, of the district Reports is appended. Maps of each district, coloured to show the affected areas, are also forwarded.

2. The delay in submitting these Reports, which the Chief Commissioner greatly regrets, is due to the district officers concerned having had no previous experience of famine work. Full instructions for the preparation of these Reports (copy of which I am to attach) were issued in January, and it is believed that they will be submitted punctually and in accurate and complete form in future.

3. I am to add that a detailed report on the famine situation in these Provinces is being separately submitted for the information of the Government of India.

Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, the 26th December 1896.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on last Day of Month.					Numbers on gratuitous Relief.	Price of One or more Principal Food Grains in Seers per Rupee.					Monthly Death-Rate.	Deaths due directly or indirectly to Privation.
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Rice.	Juari.	Gram.	Kodo.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	14A.	14B.	15.	16.
	Sq. Mls.		Sq. Mls.														
Nagpur	3,832	758	524	95	1,469	857	534	428	3,288	920	9 11/16	10	13 3/4	—	—	30·1 per mille	32
Bhandara	3,968	742	1,750	390	1,002	757	988	4,362	7,109	910	10	11	—	10	—	45· „	21
Balaghat	3,164	383	1,500	230	3,027	1,264	70	397	4,758	559	9	8 1/2	11 1/4	—	—	62·4 „	120
Total Nagpur Division	10,964	1,883	3,774	715	5,498	2,878	1,592	5,187	15,155	2,389							
Hoshangabad	4,594	529	3,794	375	—	11,871	—	9,370	20,471	2,088	8 5/8	7 3/8	9 11/16	9	—		—
Narsinghpur	1,916	367,000	1,916	367,000	35	3,157	—	2,824	6,016	982	9	9	11 1/2	10	—	61· per mille	385
Chhindwara	4,630	407,000	2,000	135,000	44	346	852	19	1,261	352	10	—	15	—	10		
Betul	3,824	323	2,389	128	195	812	482	348	1,837	7	9	—	10 1/8	—	9	35·9 „	11
Total Nerbudda Division	14,964	774,852	10,099	502,503	274	16,186	1,334	12,561	29,585	3,429							
Raipur	11,724	1,584	8,720	710	—	1,154	—	7,410	8,564	2,082	10	10	—	10	—	50· „	—
Bilaspur	8,341	1,164	8,341	1,164	—	—	—	—	—	—	10 1/2	10	—	10	—	40·20 „	—
Total Chhattisgarh Division	20,065	2,748	17,061	1,874	—	1,154	—	7,410	8,564	2,082							

MONTHLY FAMINE STATEMENT B. for the Four Weeks ending Saturday Evening, the 26th December 1896.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since 1st April 1896.			Advances since 1st April 1896 up to end of Month under—		Revenue suspended.
		Date of last Programme.	On large Works.	Others.	Large Works.	Others.	Date up to which Account is made up.	Rupees omitting 000s.		Land Improvement Act.	Agricultural Loans Act.	
								On Relief Works	On gratuitous Relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
								Rs. a. p.	Rs. a. p.			
Nagpur	37,000	22nd Nov. 1896	25,700	—	24,000	—	26th Dec. 1896	11 0 0	5 0 0	3	15	Nil.
Bhandara	30,000	22nd ,,	23,000	3,000	21,000	3,000	26th ,,	14,646 4 1	1,293 1 7	16	28	,,
Balaghat	8,000	22nd ,,	24,000	3,000	23,000	3,000	26th ,,	11 0 0	1 0 0	32	4	,,
Total Nagpur Division	75,000		72,700	6,000	68,000	6,000		36,646 4 1	7,293 1 7	51	47	
Hoshangabad	25,000	16th ,,	49,000	—	45,000	—	26th ,,	18 0 0	15 0 0	—	—	,,
Narsinghpur	30,000	16th ,,	49,000	—	46,000	—	26th ,,	4 0 0	1 0 0	1	27	,,
Chhindwara	19,000	16th ,,	23,000	—	23,000	—	26th ,,	2,014 14 0	204 6 4	1	9	,,
Betul	19,000	16th ,,	40,000	2,000	39,000	2,000	26th ,,	4,619 13 11	—	1½	8	,,
Total Nerbudda Division	93,000		1,61,000	2,000	1,53,000	2,000		28,634 11 11	16,204 6 4	3½	44	
Raipur	50,000	2nd Dec. 1896	73,000	—	73,000	—	26th ,,	7,819 0 0	211 0 0	4	29	,,
Bilaspur	50,000	2nd ,,	23,000	—	23,000	—	22nd ,,	—	243 0 0	2½	15	,,
Total Chhattisgarh Division	1,00,000		96,000	—	96,000	—		7,819 0 0	454 0 0	6½	44	

MEMORANDUM to accompany MONTHLY FAMINE STATEMENT A. for the month of December 1896.

NAGPUR.

Private Relief.—There has been no regularly organised private relief. Some of the wealthy and leading native gentlemen residing in the Nagpur City, as well as those residing in the other large towns in the district, are in the habit of relieving distress at their doors daily, either in coin, grain, or cooked food. Besides this, they have subscribed towards a general famine fund, which goes to maintain the poor-houses opened at Nagpur and Kamptee.

Poor-house Relief.—Poor-houses were opened out at Kamptee and Nagpur in October and November respectively, at which, on an average, 448 men, 512 women, and 828 children were relieved daily during the month of December. The total sum spent on this description of relief since the poor-houses were established amounts to Rs. 5,000, the funds being provided by private subscriptions. Nothing was spent on this account from the famine grant.

Village Relief.—The circumstances of the district are such that it has not yet been found necessary to introduce the system of village-to-village relief.

General Character of Relief Works.—During the month under report relief works were started at Borgaon, Bagadganj, Nagpur City, Madhoba, Dighori, and Umrer. The city works consisted of earthworks in connexion with the improvement of the southern boulevard road and the filling in of hollows in circles 22 and 24. The other works consisted of stone-breaking for metalled roads.

All these works provided occupation for about 4,300 people daily and entailed an expenditure of about Rs. 11,000, including cost of tools, hutting, &c.

Besides the above, the Empress Mills Company has and continues to afford occupation to a large number of people in Nagpur, in connexion with the work of levelling the high ground to the north of the Jama tank.

The adjustment of the rates of wages at the different work camps was made in accordance with the rules laid down in Chapter VII. of the Famine Code.

Physical Condition of the People.—On the whole, the physical condition of the people employed on relief works and in the district generally may be regarded as fair. The district is at present free from any epidemic disease.

Deaths from Starvation.—During the month 32 deaths are reported by the police to have been due to, or accelerated by, privation. All these cases occurred on the main roads from Seoni to Nagpur, Bhandara to Nagpur, and Amraoti to Nagpur. The deceased were mostly foreigners travelling by these roads.

Food-stocks.—Sufficient.

Importation of Grain.—Fifty-seven thousand nine hundred and one maunds of food-grains were imported into the city of Nagpur during the month of December. Reliable statistics in respect to the other towns in the district are not available.

General Condition and Prospects of Affected Area.—The most distressed portions of the district are the Dongarthal and Bheogarh parganas, to the north in the Ramtek tahsil, the Khondhali tract, in the Katol tahsil, and the vicinity of Bazargaon, in the Nagpur tahsil. In none of these, however, can distress be described as severe or acute. For the Khondhali and Bazargaon tracts, where it is hoped that the people will have no difficulty in obtaining field work during the next two or three months, free access to the Government forests for edible produce, dry wood, &c., &c., is all that is required at present, and this is being arranged for in communication with the Conservator of Forests, Southern Circle.

Relief work will also very shortly be started for the people in the north of the district, on the Khapa-Patansaongi road. The necessity for this in that direction is the result of there being less *rabi* cultivation in the north than in other parts of the district.

In regard to the Umrer tahsil, where at one time it was apprehended that distress would be worse than in other parts of the district, the rain which fell about the 21st November has done so much good that prospects are quite changed and materially improved. Liberal distribution of takavi is all that is required here at present, for which due arrangements are being made personally by the Deputy Commissioner, assisted by an Extra-Assistant Commissioner.

Were it not for the lamentably large number of weavers out of work in large towns like Nagpur and Kamptee and places like Umrer and Khapa, there would be little necessity for relief works at present in any part of the district.

The prospects of the *rabi* crops have slightly improved by the rain which fell towards the close of December and the beginning of January.

Changes in Rates of Wages.—There has been a very slight falling off in the rate of wages, due to the prevailing high prices.

Other Matters, e.g., *State of Crime.*—No dacoities nor robberies have been registered, and there is no organised professional crime. The increase under burglaries is 48 and that under thefts, ordinary, 66. The increases are due to the prevailing scarcity; eight out of 11 circles show an increase under burglaries and eight under thefts. The increase is confined for the most part to petty cases. No very heavy burglaries or thefts have been registered over 50 in value; only one theft was reported, whereas last year there were three such cases. In spite of the scarcity it is surprising to find how free the district has been of any heinous crime.

The largest increase has occurred in the Nagpur City. The figures for December last year and December this year for the city are compared below :—

	1895.	1896.
Burglaries - - - - -	6	25
Thefts, ordinary - - - - -	7	20

Taking the district as a whole, the increase of crime is not very large.

BHANDARA.

Private Relief.—Miscellaneous charity by private persons has been discouraged, as most persons of position are subscribers to one or other of the poor-houses established in the district. A few cases of pardanashin women requiring relief in their own homes have been brought to notice, and have been relieved from poor-house funds.

Poor-house Relief.—There are now four poor-houses in the district; the cost of dieting the inmates is met entirely from private subscription. Clothing, medicines, and other necessaries are the only things hitherto supplied at Government expense. The poor-houses are in charge of hospital assistants. The number of inmates does not show any considerable increase; it was 273 on the 5th December 1896, and only rose to 386 by the end of the month. Out of these, the Gondia poor-house is responsible for 209. A large proportion of the inmates there are residents of Balaghat. Their physical condition is decidedly worse than that of the residents of this district.

Village Relief.—The question of the necessity of village relief has been discussed in recent correspondence. No extensive measures appear necessary at present. Arrangements have been made to ensure that all persons in need of relief are sent to the nearest poor-house or relief work, as the case may be. For the relief of children who are neglected by their parents, kitchens under police supervision are being started as an experimental measure.

General Character of Relief Works.—Earthwork, excavation of murrum, and stone-breaking is in progress on all works at Tumsar for the metalling of the Rampaili Road, and at Phulchour and Arjuni for the construction of a new class I. road to connect these places. Work was executed under the orders of the Public Works Department.

Physical Condition of the People.—During the month I inspected all the works and also toured through a considerable portion of the district. The physical condition of the labourers on the works is by no means bad, except in isolated cases. Most of these prove on inquiry to be residents of Balaghat who had wandered to Nagpur or the Berars in search of work months ago and were returning unsuccessful when they found this way to the relief works in this district. In the whole area returned as non-affected the condition of the people is fairly normal, although isolated cases of distress may occur.

Deaths from Starvation.—Twenty-one deaths have been reported from the Gondia poor-house during November; they occurred almost entirely at the beginning of the month, when the poor-house was newly started, among wanderers in the last state of emaciation. A few cases have probably occurred in other parts of the district, but

as they were not then separately reported, they have probably been included among deaths from other causes.

Food-stocks.—Generally speaking, food-stocks are sufficient throughout the district.

Importation of Grain.—Three thousand three hundred and fifty-seven maunds of rice and 1,244 maunds of wheat are reported to have been imported into Bhandara and Pouni during the month; much of it from Raipur and Chanda. On the other hand, 1,985 maunds of rice and 1,370 of wheat are said to have been exported mostly from Tumsar. No information is at present available regarding Tirrora, Gondia, and other centres of trade; considerable importations of the common kinds of rice take place every year, the better kinds of rice which are grown in Bhandara being exported in exchange.

General Condition and Prospects of the Affected Area.—Real famine can hardly be said to exist anywhere. There is acute distress over about 500 square miles of the district, and more or less scarcity over 1,200 square miles or so, but the remaining 2,200 square miles are in a fairly normal condition.

The November rain has materially improved the prospects of the *rabi* crop in the affected area, but the recent cloudy weather is reported to have caused some damage.

Rate of Wages.—Wages have been paid according to the Famine Code on a basis of 10 seers per rupee, the current price of rice. The price of rice has now fallen to 11 seers at head-quarters, but still remains at 10 seers on the works.

Balaghat.

Private Relief.—Pardanashin women requiring relief in their own homes have been relieved from poor-house funds. The zamindar of Kulpa is supporting all the destitute Mahomedan women and children resident at Baila.

Poor-house Relief.—There were three poor-houses during the month at Balaghat, Katangi, and Baihar. The cost of dieting was met entirely from private subscriptions at all the poor-houses; clothing, medicines, and other necessaries being supplied at Government expense at Balaghat and Baihar. At Katangi there was no expenditure from Government funds. The Balaghat poor-house is in charge of the head clerk, district office, the Baihar poor-house in that of the tahsildar, and that at Katangi in that of the hospital assistant. The monthly subscriptions at Balaghat amount to Rs. 400 and at Katangi Rs. 110. The exact amount of the Baihar subscription is not known, but I presume they aggregate Rs. 50. The expenditure for December was as follows:—

	Rs.	a.	p.
Balaghat from private funds - - -	322	4	0
„ „ Government funds - - -	200	0	0
Baihar from private funds - - -	46	9	0
„ „ Government funds - - -	70	0	0
Katangi from private funds - - -	110	7	6

The number of inmates rose from 488 to 558.

Village Relief.—The physical condition of the inmates is very low. No village centres were established during the month. It is impracticable to establish any in the Baihar tahsil, but in the Balaghat tahsil three have been established since at Hatta, Kirnapur, and Baila, and one will shortly be established at Lalbarra. Advances have been sent to all police stations and outposts and to each revenue inspector for the purpose of forwarding starving wanderers to the nearest poor-house or famine relief work. Section 34 of the Famine Code has been made applicable.

General Character of Relief Works.—Earthwork and excavation of murrum was in progress on all works. The works in progress during the month were the first and third sections of the Balaghat-Baihar road, the Lalbarra-Rampaili and Lanji-Amgaon roads, the tanks at Baihar and Bansuli, and repairs to the Nazul roads at Balaghat. Work on the first three roads was executed under the orders of the Public Works Department and on the last three under the orders of the district authority.

Physical Condition of the People.—The physical condition of the labourers on the works was fair. In the non-affected area their condition is normal. It is very bad in the Baihar tahsil.

Deaths from Starvation.—One hundred and twenty deaths have been reported by the police. The civil surgeon opines a much higher death-rate, but I do not believe this. There are a large number of persons whose physical condition has become low owing to

insufficient food, and they contract fever and other diseases which they might have escaped had they been nourished, and easily succumb to them. A large number of the deaths reported under this head are of this kind.

Food-stock.—Sufficient for the present; reserve stocks are, however, very scanty and will soon be exhausted.

Importation of Grain.—No statistics are available, but common kinds of rice are being brought in from the Sambalpur District.

General Condition and Prospects of the Affected Area.—The condition of the people is causing anxiety. The *kharif* crops have failed entirely, the outturn of the most important crop (rice) being only 3 annas on the average. The area under *rabi* has declined considerably. The November rain has benefited *rabi* crops, but the subsequent cloudy weather has done some damage to those in flower. A four-anna outturn is expected; Rs. 80,000 have been loaned out up to date under the Land Improvement Act, and about 4,000 people are supported by the tank works in progress.

Rate of Wages.—These have been paid according to the Famine Code on a basis of 10 seers per rupee. The price of rice has risen to 8 seers per rupee in the Baihar tahsil, and wages will be raised accordingly.

Nerbudda Division.

Private Relief.—Private relief took the form of funds raised in the chief towns of Hoshangabad, Narsinghpur, Gadurwara, Burhanpur, Betul, Chhota Chhindwara, and also at Pachmarhi, from public subscriptions and applied to the feeding of infirm persons and children (residents of the towns) under the supervision of private committees. No details have been furnished as to the amounts expended from these funds during December or the number of persons relieved, except in the case of Chhota Chhindwara (in the Narsinghpur District) where the outlay was Rs. 112 and the number fed (on the last day of the month) 192.

Government poor-houses were opened at Hoshangabad, Sohagpur, Narsinghpur Gadurwara, Badnur, and Chhindwara. The number of inmates on the 26th December 1896 was 1,630.*

There were private poor-houses at Betul and at Amarwara in the Chhindwara District, the latter being a missionary institution.

Village Relief.—Village relief was in process of organisation; the village registers were partly written up in the Narsinghpur, Hoshangabad, and Betul Districts.

Relief Works.—There were the following relief works open—all of them roads:—

District.	Work.	Date of Opening.	Number of Workers on 26th December 1896.
Hoshangabad	(1) Piparia-Saudia Road	27th November 1896	
	(2) Piparia-Sobhapur Road	„ „ „	
	(3) Piparia-Matkuli „	3rd December „	20,471
	(4) Bagra Babai „	„ „ „	
	(5) Itarsi-Dhar „	7th „ „	
Narsinghpur	(1) Gadurwara-Sanikhera Road	30th November „	
	(2) Narsinghpur-Sankal „	2nd December „	
	(3) Narsinghpur-Lakhnadon Road	„ „ „	6,016
	(4) Saugor-Kareli Road	„ „ „	
	(5) Birmhan-Tendukhera Road	„ „ „	
Chhindwara	(1) Chhindwara-Matkuli „	16th „ „	1,261
	(2) Chhindwara-Narsinghpur Road	„ „ „	
Betul	(1) Badnur-Dhar Road	7th „ „	884
Nimar	(1) Burhanpur-Lalbagh Road	8th „ „	325
			28,957

	Poor-house Relief.
*Narsinghpur	524
Gadurwara	458
Hoshangabad	317
Sohagpur	159
Chhindwara	98
Badnur	74
	1,630

In all 14 road-works employing 28,957 persons. Besides these, there were two test works, also roads in the Betul District,* and one in the Harsud tahsil of the Nimar District.

There were no village works carried out either directly by Government or with the aid of Government loans.

Physical Condition of the People.—On relief works the general condition of the workers was distinctly good. On the other hand, the persons admitted to poor-houses, consisting mostly of professional beggars or starving wanderers, were as a rule in an emaciated state. On one work, the Itarsi, Dhar road (at Bagdeo) the workers were considerably below the average in physical condition, the explanation given being that the Kesla tract through which the road runs had suffered worse than other parts of the district from the failure of kharif crops.

Deaths from Starvation.—The district reports give the following figures:—

Hoshangabad	No returns.
Narsinghpur	1,859
Betul	11
Nimar	22
Chhindwara	No returns.
	1,892

The Narsinghpur figures are, it is probable, based on a mistaken understanding of what deaths are to be shown as due to starvation. Careful inquiry is being made regarding them.

These returns are thus not wholly reliable; when the cause of death is not clear the disposition is to attribute it to starvation. But there can be no doubt that many wanderers from remote districts, provinces, and foreign states have died from want and exhaustion. Strict orders were issued to the Police to succour and forward to poor-houses and relief centres at relief works travellers who are in an exhausted state and have no means of supporting themselves.

Food-stocks.—Food-stocks are reported to be sufficient, except that in the Betul District the supply of jowari is short and is being supplemented by imports, chiefly from Berar.

Importation of Grain.—Besides the importations from Berar into Betul there were considerable imports of grain into the Nimar District. This district, however, annually imports grain.

General Condition and Prospects.—Rabi prospects are not promising, except in the Chhindwara District. It is unnecessary to give here the probable outturn of wheat and gram, as later estimates are by now available.

Changes in Rate of Wages.—Prices fell slightly in Hoshangabad and rose in Betul. In Hoshangabad the wage rate was calculated on 10½ seers to the rupee (instead of 10 seers as at the beginning of the month) and in Betul on 9 seers (instead of 11). But in the case of Betul this was only a temporary rise, the rate being reduced to 10 seers early in January.

Other Matters.—There was an increase in crime (mostly petty thefts) caused by the pressure of want, but not to a very large extent.

Raipur.

1. *Private Relief.*—Arrangements have been made for starting local works by mulguzars, many of whom have been given taccavi advances for the purpose. These are being organised. Particulars as to the number of persons on such relief works, &c., are not available now; they will be given in the next month's report.

2. *Poor-house Relief.*—Five poor-houses, viz., at Raipur, Arang, Simga, Baloda, and Dhamda, have been started by private charity. As it is desirable that private charity should been encouraged and developed in the earlier stages of distress, these poor-houses have not yet been taken over by Government. They will be subsidized by Government grants or entirely supported by Government as necessity arises.

3. *Village Relief.*—The registers prescribed under section 34 of the Famine Code have been prepared for most of the Revenue Inspectors' circles, and others are in

* Chicholi-Nimpani Road - 454
Shahpur-Ranipur - 499
953

progress. Local officers deputed on famine works, including police, have been provided with funds for affording gratuitous relief to those who may be found in real need of it. Time for such expenditure on a large scale has not yet arrived. The matter is receiving careful consideration.

4. *General Character of Relief Works.*—The relief works started till now are—

(1.) Simga-Kawardha road.
(2.) Jilda-Sirpur road.
(3.) Dhamda-Deorbija road.

These are being carried out by Public Works Department, the relief workers being chiefly employed in earthwork. Sanction has been obtained for starting a fourth road from Drug to Gunderdehi, and the Chief Engineer has been requested to take necessary action.

5. *Physical Condition of People.*—Mr. P. C. Lall, assistant engineer in immediate charge of the relief works, reports that most of the people who come to the works are in "bad condition"; on a later inspection by the Chief Engineer, that officer considered the appearance of the workers to be quite normal.

6. *Deaths, if any, from Starvation.*—No deaths from starvation or from its effects among the gangs at work on the relief works. Vague reports of such deaths in the interior are now and then received from Revenue Inspectors and others, but such reports require confirmation, and Tahsildars have been directed to inquire into their accuracy.

7. *Food-stocks.*—Food-stocks sufficient, but prices being comparatively high, pressure is being felt by the poorer classes.

8. *Importation of Grain.*—In ordinary times, large quantities of grain are *exported* from this district, but on account of the agricultural depression, there has been little of export of late, and scarcely any appreciable quantity imported. The necessity for importing food-stock, to supplement the food resources of the district, has not yet arisen.

9. *General Condition and Prospects of Affected Area.*—Till the rabi crops are harvested the condition of the affected area, where the rice crop has more or less failed, must be a matter of anxiety, but the measures already taken and the vigilant watch which is being kept are calculated to ameliorate it. The rainfall of the 22nd and 23rd November last has improved the prospects of the rabi crops to a great extent and partly allayed the serious anxiety previously felt. The rabi crops which had been sown, but had not germinated, have come up, and a considerable area formerly left unsown has been sown since with gram, batra, and masoor. The prospects of these crops are as yet hopeful, but the area sown is much below the normal.

10. *Changes in Rate of Wages.*—As prices of food-grain, though high, are steady, it has not been found necessary to change the rates of wages.

11. *Other Matters, Railway, &c.*—The Bengal-Nagpur Railway Company has not yet been able to commence the construction of the proposed feeder line from Raipur to Dhamtari. Crime of the nature of petty thefts is on the increase.

Bilaspur.

There were four poor-houses maintained from private charity open at the close of the period, viz.:—

(*a.*) At Bilaspur, maintained partly by private subscriptions and partly by the Municipal Committee with a grant-in-aid of Rs. 200 from the Rs. 500 sanctioned by Chief Commissioner in his No. 501 C., dated 3rd November 1896. One hundred and seventy-seven persons were relieved on the 26th December.

(*b.*) At Mungeli, maintained entirely from private subscriptions. This institution, first opened in October, was closed for some days in December, pending the erection of proper buildings; 160 persons were relieved on 26th December.

(*c.*) At Pandaria, from estate funds. The number of inmates on the 26th December has not yet been given, but has been asked for.

(*d.*) At Bhatpara, from private subscriptions. Number relieved on 26th December was 55.

The amount raised by private charity is not precisely known. It will be given next month. Poor-houses were in charge of—

(*a.*) Mr. Ghose, Extra Assistant Commissioner.
(*b.*) Tahsildar, Mungeli.

(*c.*) Manager of the estate.
(*d.*) A local Committee, with assistance of the Head Constable.

2. There were no Government poor-houses.

3. There are no relief centres, and no persons were relieved in their homes.

4. No relief works were open by Government. The Pandaria Estate had a relief work open on which 184 persons were at work on the 26th December.

5.—(*a.*) The physical condition of persons in the poor-houses was generally poor, none but those in poor condition being as a rule admitted. Many, however, were professional beggars, lepers, blind persons, cripples, and such like.

(*b.*) I saw the Pandaria work on the 26th December and was struck by the good condition of all at work on it.

(*c.*) Emaciated persons, especially among the children, are to be found in most large villages in north and west of Mungeli, including Pandaria, but they are not numerous.

6. The reports from the police are not received regularly. Such deaths, however, have been reported, chiefly from the north and west of Mungeli. Figures will be supplied shortly.

7. Food-stocks appear sufficient.

8. Station-masters have been asked to supply figures showing importation of grain. Returns were received for weeks ending 5th, 12th, and 19th December, giving total import 672 maunds, while exports for same period amounted to 39,174 maunds. No return was received for the week ending 26th December. Supposing imports and exports to have continued at the same rate, the total would amount to 896 maunds, and exports to 52,232 for the four weeks. Roughly, two-thirds of the exports are to stations outside the Central Provinces and one-third to stations within the Central Provinces.

9. The entire district has been shown as affected, because, while the parts badly affected are comparatively small (north and west of Mungeli, including Pandaria, extreme north and extreme south of Bilaspur), villages or groups of villages occur in other parts which are depressed and may require special measures as regards the kist. For purposes of relief it is believed that they will be sufficiently provided for by village works carried on from Takkavi advances.

10. Wages at Pandaria are paid on a food rate of 10 seers per rupee.

11. The state of crime is illustrated by the following table :—

	Last Month.	Previous Month.	Corresponding Month last Year.
Thefts	134	154	67
Cattle thefts (*a*)	35	25	12
Housebreaking	66	53	44

(*a*) Includes mischief to cattle. The figures are for December and are "Offences reported."

No. 975, dated 17th February 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to THE SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

I am directed to submit, for the information of the Government of India, consolidated Monthy Famine Statements A. and B., as prescribed by section 16, IV.-VII. of the Central Provinces Famine Code, for the month of January for all districts of the Central Provinces which are affected by scarcity, except Hoshangabad and Narsinghpur, the reports for which will be submitted as soon as they are received. A memorandum by the Commissioners of the Divisions summarising the main facts of the situation in the affected districts is also forwarded for each division, as well as copies of letters from the Commissioners, Nagpur and Nerbudda Divisions, forwarding these memoranda. Maps coloured to show the affected areas accompany the statements in the case of all districts, except Damoh and Balaghat. There has been no change in the affected area in these districts since the last monthly report was submitted.

2. As the Chief Commissioner has recently (*vide* No. 849, dated the 12th instant) submitted to the Government of India a comprehensive report on the famine situation in these Provinces, he considers it unnecessary to add anything to the remarks made by his Commissioners.

Monthly Famine Statement A. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in the Thousands of Column 4.	Number of Relief Works on last Day of Month.					Number on Gratuitous Relief.	Price of one or more Principal Food Grains in Seers per Rupee.				Monthly Death Rate.	Deaths due directly or indirectly to Privation.
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Gram.	Rice.	Juari.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	14a.	15.	16.
	Square Miles.		Square Miles.													
Jubbulpore	3,948	748	3,948	748	396	1,266	121	82,980	84,763	15,193	9	11	9½	—	—	See appended Summary.
Saugor	4,007	592	4,007	591	—	2,289	—	22,394	24,683	13,075	8	10	6½	—	—	Do. do.
Damoh	2,831	325	2,000	200	438	2,886	244	15,376	18,944	2,585	8	10	8	—	—	Do. do.
Mandla	5,056	339	5,056	339	—	—	—	16,194	16,194	1,200	9	10	8	—	—	Do. do.
Seoni	3,198	371	1,766	200	12	3,245	47	3,060	6,364	1,179	10	—	9½	11¼	—	Do. do.
Total Jubbulpore Division	19,040	2,375	16,777	2,078	846	9,686	412	140,004	150,948	33,232						
Nagpur	3,832	758	524	95	11	905	—	352	1,268	734	9⅜	—	9⅜	13⅛	—	30
Bhandara	3,968	742	2,300	423	—	4,382	—	4,551	8,933	2,114	10	—	9½	13	3·29 per mille.	31
Chanda	10,749	697	2,052	104	No details given.		—	—	2,635	262	—	—	10	13⅛	—	3
Wardha	2,428	401	—	—	6	73	—	10	89	10	—	—	—	12½	2·63 per mille.	Nil.
Balaghat	3,164	383	3,164	383	143	2,712	—	1,314	4,169	1,955	8	—	8	—	3·37 ,,	167
Total Nagpur Division	24,141	2,981	8,040	1,005	160	8,072	—	6,227	17,094	5,075						
Hoshangabad	}															
Narsinghpur	}			Statements not received.												
Nimar	3,927	277	*	75	10	438	—	110	558	507	8	9½	8	9¾	—	48
Chindwara	4,630	407	2,000	135	20	6,097	—	973	7,090	2,120	9	9⅓	—	12½	—	14
Betul	3,824	323	2,389	128	—	6,670	—	4,077	10,747	—	9½	9 2/16	8	10⅝	—	28
Total Nerbudda Division	12,381	1,007	4,389	338	30	13,205	—	5,160	18,395	2,627						
Raipur	11,724	1,584	4,027	710	423	1,831	—	5,404	7,658	1,377	9¾	9½	10	—	34· per mille.	39
Bilaspur	8,341	1,164	8,341	1,164	5	6,047	—	192	6,244	1,448	10½	10	8½	—	40·20 ,,	160
Total Chhattisgarh Division	20,065	2,748	12,368	1,874	428	7,878	—	5,596	13,902	2,825						

*1. Town of Burhanpur. 2. Harsud Tahsil. 3. The jungly parts of the districts generally.

Monthly Famine Statement B. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since 1st April 1896.			Advances since 1st April up to end of Month under—		Revenue Suspended.
		Date of last Programme.	On large Works.	Others.	On large Works.	Others.	Date up to which Account is made up.	Rupees omitting 000s. On Relief Works.	Rupees omitting 000s. On gratuitous Relief.	Land Improvement Act. Rupees omitting 000s.	Agricultural Loans Act. Rupees omitting 000s.	Rupees omitting 000s.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
								Rs.	Rs.	Rs.	Rs.	
Jubbulpore	112,000	1st Dec. 1896	143,500	No sanctioned programme.	1,428,000	90,000	30th Jan. 1897	180	34	4	74	363.
Mandla	59,000	Do.	148,500		141,500	Nil	Do.	67	23	1	30	Suspension of a portion of the February kist has been sanctioned.
Damoh	89,000	Do.	102,950		101,450	7,000	Do.	37	11	—	95	147 (remitted).
Mandla	40,000	Do.	152,500		149,500	4,000	Do.	49	2	—	14	33.
Seoni	28,000	Do.	110,300		99,800	5,000	Do.	16½	1⅓	8	24	40.
Total Jubbulpore Division	273,000		657,950	—	1,919,750	106,000		349½	71⅓	13	237	
Nagpur	37,000	22nd Nov. 1896	25,700	—	25,000	—	30th Jan. 1897	15	7	8	15	Nil.
Bhandara	30,000	7th Jan. 1897	23,000	3,000	20,700	6,000	Do.	39	4	25	28	Nil.
Chanda	—	22nd Nov. 1896	23,630	—	23,630	—	Do.	3	Included in Column 9.	—	—	Nil.
Wardha	20,000	1st Apr. 1896	3,500	—	3,500	—	23rd Jan. 1897	1	—	—	—	Nil.
Balaghat	35,000	22d Nov. 1896	24,400	6,000	22,660	6,000	30th Jan. 1897	18	3	72	4	Nil.
Total Nagpur Division	122,000		100,230	9,000	95,490	12,000		76	14	105	47	
Hoshangabad	—	Statements not received.										
Narsinghpur												
Nimar	97,500	19th Nov. 1896	35,500	—	35,400	—	30th Jan. 1897	1,810-11-1	477-6	—	3	Rs. 3,294-1-5 remitted as irrecoverable balance of ryotwari tracts.
Chindwara	19,000	16th Dec. 1896	32,000	—	30,000	—	Do.	10	1	1	9	Nil.
Betul	19,000	6th Nov. 1896	51,600	—	49,600	—	Do.	16,674-3-11	467-15-11	1½	8	Nil.
Total Nerbudda Division	135,500		119,100	—	115,000	—		28,484-15	1,945-5-11	2½	20	
Raipur	50,000	4th Dec. 1896	73,144	1,212	70,299	1,212	30th Jan. 1897	25,609	2,113	11	29	Nil.
Bilaspur	50,000	2nd Dec. 1896	26,133	—	25,511	—	Do.	8,181	1,701	4	15	Nil.
Total Chhattisgarh Division	100,000		99,277	1,212	95,810	1,212		33,790	3,814	15	44	

SUMMARY of the REMARKS in the DISTRICT REPORTS to accompany MONTHLY FAMINE STATEMENTS A. and B. (JUBBULPORE DIVISION) for January 1897.

1. *Private Relief.*—In the city of Jubbulpore the committee of inquiry appointed at the public meeting referred to in my summary for December, submitted its report, which showed that there were about 200 persons of the repectable classes who needed relief, though ashamed to make their want known. The committee was authorised to collect the subscriptions previously promised and distribute them. A sum of Rs. 575 was collected, and about Rs. 200 was distributed in this form of relief. Some members of the Theosophical Society in Jubbulpore have formed a separate committee of their own, and have raised subscriptions (amount unknown), which are devoted to feeding beggars, and to the rendering of relief to poor families by selling them grain below the market rates. In the Saugor district about Rs. 2,800 have been raised from subscriptions, and will be spent in accordance with the general scheme of private relief to be adopted throughout India, on the lines laid down at the public meeting at which his Excellency the Viceroy presided at Calcutta. These lines will be followed in all other districts in due course, on the formation of the Provincial Committee for the Central Provinces and of the local committees for the distressed areas. In Mandla a charitable fund, called the "Lyall Reception Fund," was raised, on the occasion of the Chief Commissioner's recent visit to that district, and the amount subscribed is Rs. 3,200. About Rs. 800 of this has been spent in providing blankets for the inmates of the poor-houses. In Seoni a sum of Rs. 3,200 has been subscribed during the past few months, of which Rs. 1,200 has been spent on a poor-house. This institution is now maintained by Government, and the balance of the subscriptions will be devoted to the recognised objects of private charity. For the rest, the information under this head is necessarily indefinite, as no precise statement can be made as to the extent to which doles are distributed to beggars by the charitably disposed at their own doors, a form of indiscriminate relief which specially appeals to the native mind.

2. *Poor-house Relief.*—The following is a comparative statement of the number of poor-houses in the division, and of their inmates, at the end of December and the end of January respectively :—

District.	No. of Poor-houses.		No. of Inmates.	
	26th December.	30th January.	26th December.	30th January.
Jubbulpore	4	5	3,309	*4,341
Saugor	4	5	1,898	3,182
Damoh	4	4	753	1,516
Mandla	2	2	169	290
Seoni	2	2	264	546
Total	16	18	6,393	9,875

* Exclusive of about 350 persons in the mission poor-houses at Jubbulpore at Murwara.

A new poorhouse was opened at Umaria, Khalwar (the colliery), in Jubbulpore, and at Shahgarh, in Saugor. A large proportion of the inmates of the poorhouses in the Jubbulpore and Damoh districts come from the native states of Baghelkhand and Bundelkhand.

3. *Village Relief.*—(*a.*) *Relief Centres.*—The following is a statement of the number of relief centres open at the close of January, with details of the relief afforded :—

District.	Number of Centres.	Number of Persons.	
		Relieved gratuitously.	Employed on Work at the Centres.
Jubbulpore	15	3,286	30,353
Saugor	8	897	137
Damoh	4	Not stated.	—
Mandla	17	117	2,966
Seoni	7	251	2,222
Total	51	4,551	35,678

In Jubbulpore new centres were opened at Sleemanabad and Panagarh on the Jubbulpore-Mirzapur road, along which so many wanderers pass; in Mandla, at two places in a remote part of the Dindori Tahsil (in accordance with the Deputy Commissioner's original plan of operations); and in Seoni, at Chappara, on the Great Northern road, which is much frequented by travellers.

In Jubbulpore there has been a rush on the relief centres of applicants for work, especially in the northern portion of the district adjoining the Native States, which have contributed in no little degree to the rush. This has necessitated a revision and enlargement of the programme of the Public Works Department works in this district, the professed object of the relief centre being to provide light labour for those only from whom a regular task cannot be expected, all the able-bodied being drafted to a regular relief work. In Damoh, relief centres have been combined with local works carried on under the Deputy Commissioner's orders, chiefly in parts of the district which are distant from the Public Works Department relief works. A large number of relief centres is suited to the mountainous and jungly character of the Mandla district with its large aboriginal population.

(*b.*) *Relief of the People in their Homes.*—The greatest progress has been made under this head in the Saugor district, where the number so relieved at the close of the month was 6,656. In Jubbulpore the latest number returned is 1,468, but the Deputy Commissioner explains that this figure falls short of the reality as the accounts of the sums distributed have not yet been rendered, although distribution is being made in all Revenue Inspectors' circles. The total number of registered poor in the Jubbulpore district is 7,811, the population being 748,146. In Damoh the registers of poor which had been prepared were found to be defective and had to be revised, entailing delay in introducing house to house relief. In his report for the week ending 23rd January, the Deputy Commissioner writes:—

"The faulty compilation of the first list seems to have been largely due to a rumour " which seems to have gained general credence that the Government was preparing these " lists in order to transport all the persons whose names should be entered." He now writes that the necessary advances have been made to all the Revenue Inspectors, and that the scheme will be brought into full force during the current month. Both in Mandla and Seoni, the scheme has only quite recently been brought into operation, and figures showing the number relieved are not at present available. The working of the system is much the same in all districts. Advances are made to the Revenue Inspectors who distribute the necessary sums to the Patwaris (each for his own circle) for payment to the recipients by the Mukaddam. The Mukaddam has a list of the registered recipients of his village, and the obligation of seeing that they are actually relieved and fed rests with him. He has also to report the death of any of those on the list, to which no additions can be made except they are reported to and approved by the Revenue Inspector. The Revenue Inspectors are supervised by Tahsildars or other superior officers deputed to famine duty.

4. *General Character of Relief Works*—(*a.*) *Public Works Department Relief Works.*—The chief relief works are conducted by the Public Works Department and are all road works, either road construction or more usually the collection and breaking of metal for existing roads. The numbers on such works at the end of December and January respectively in each district are shown below:—

District.	26th December.	30th January.	——
Jubbulpore - - - - -	10,050	(1)* 31,466	(1) 5,739
Saugor - - - - -	18,352	(2) 26,508	(2) 2,286
Damoh - - - - -	1,530	(3) 7,791	(3) 427
Mandla - - - - -	3,324	(4) 13,017	(4) 793
Seoni - - - - -	4,667	(5) 3,686	(5) 382
Total - -	37,923	82,468	9,627

* Includes dependants.

In the Jubbulpore district, new work was opened during January on the Umaria-Khamtara road and on the Mirzapur road near Sleemanabad. In Saugor the number of "charges" remain unaltered. In Damoh two new "charges" were started on the

Jubbulpore-Damoh road, one near Damoh and the other near Jabera. In Mandla work was freshly opened on the Mandla-Dindori road. In Seoni two works were in progress both months.

(*b.*) *Local Works under the District Officer.*—The following were the numbers employed at the close of the month in each district. The figures are taken from a compiled statement prepared in my office from the weekly famine reports :—

Jubbulpore - - - - -	28,683
Saugor - - - - -	425
Damoh - - - - -	11,559
Mandla - - - - -	1,004
Seoni - - - - -	838
Total - -	42,509

Most of those in Jubbulpore are employed on tank work started by the Deputy Commissioner in the Murwara Tahsil in order to relieve the pressure at the relief centres. The figures for this district also include 7,600 persons employed in the Jubbulpore municipality. Under the head "Relief centres," I have already referred to the local works in Damoh, they are all tanks. The question of moving able-bodied persons from these works to the Public Works Department relief works has been the subject of correspondence between the Deputy Commissioner and myself. I hope to visit the Damoh district shortly, and shall then be in a better position to advise the Deputy Commissioner in the matter.

(*c.*) *Famine Loan Works.*—An allotment has been made to this division of Rs. 1,20,000, which has been distributed to the several districts, but no works under this head have been yet begun.

5. *Physical Condition of the People.*—Extreme emaciation appears to be generally confined to the inmates of the poor-houses, and to those relieved gratuitously at the relief centres. I have already stated that many of the inmates of the poor-houses belong to Native States. The Deputy Commissioner of Saugor says in this connexion :—

"My own observation also goes to show that the bulk of the emaciated persons to be found in the poor-houses are residents of places outside the district, chiefly Native States."

Most of those on light work at relief centres are in weak and reduced condition. The condition of the great majority of these on the regular relief works is "fair" to "good" or remarkably good. Of the people generally in the distressed tracts the Deputy Commissioner of Jubbulpore writes :—

"Such of the population as remains in the villages is generally, I think, with the exception of those on village relief, in fairly good condition. But there are few villages where signs of distress are not apparent. Few ornaments are seen, decent clothes are the exception, and the children are generally underfed.

The Deputy Commissioner of Saugor says :—

"The relief works have now absorbed nearly all the persons resident in distressed tracts who were in need of relief, and the instances of emaciation even in the distressed tracts are now rare."

The Deputy Commissioner of Damoh says :—

"I have noticed many cases of emaciation while camping in the north-east of the district, and think some more local relief works are required."

The Deputy Commissioner of Mandla says :—

"The condition of the people in the distressed tracts is not very bad, and cases of emaciation are not very frequently come across."

The Deputy Commissioner of Seoni says :—

"In the distressed tracts in Barghat, Ugli, and Korai the condition of the people is very fair. Mr. Higgins (on famine duty) reports the same of Gunsore. Emaciation is, in my experience, the exception rather than the rule."

6. *Mortality, Deaths from Starvation, &c.*—The mortality figures for the month of December are reported as follows:—

District.	No. of Deaths.	Death Rate per Mille per Annum.	
		Exclusive of Towns.	Inclusive of Towns.
Jubbulpore	3,743	47·64	60·00
Saugor	3,315	57·74	67·15
Damoh	1,903	—	70·12
Mandla	1,353	—	47·88
Seoni	—	—	56·0

There was no epidemic of cholera or small-pox in any district compared with November, the death rate has fallen in the three first-named districts and risen in the two last.

The detailed statement of deaths reported to be due to starvation, which* I called on Deputy Commissioners to submit with their monthly Famine Report has not been received from any district. Deputy Commissioners will be requested to submit it as soon as possible.

The following is a statement of the deaths reported to be directly or indirectly due to the famine:—

District.	Due to Starvation.	Accelerated by Privation.	Total.
Jubbulpore	Not distinguished.	—	2,052
Saugor	Nil.	Not stated.	Incomplete.
Damoh	11	156	167
Mandla	102	—	102
Seoni	Not distinguished.	Not distinguished.	121

The following is the distribution of the 2,052 deaths reported by the police in Jubbulpore as directly or indirectly due to the famine:—

Residents of the Station House Circle	383
Wanderers	321
Died in poor-houses	1,147
Died on relief works	201
Total	2,052

The number is greatly in excess of the number reported in this district for December, and the Deputy Commissioner attributes the increase partly to the fact that the registration of deaths is more complete now that there are centres of relief to which the destitute come—often in condition beyond remedy—and partly to the increased immigration of starving persons from the Native States. Most of the mortality in the Murwara poor-house, he says, was among foreigners, and much of it in the Jubbulpore poor-house also. I may mention that out of 127 deaths which occurred in the Murwara poor-house in one exceptionally fatal week, 90 were of persons who came from Native States, 20 persons from the North-Western Provinces, one of a wanderer from the Damoh district, and 16 of persons belonging to the Jubbulpore district.

The Saugor district shows a clean sheet, the number of deaths in the poor-houses are not reported. These deaths may (at least in the majority of cases) be said to be indirectly due to famine, and the Deputy Commissioner will be directed to report them in future.

The Deputy Commissioners of Damoh and Mandla think the figures for their districts unreliable, the former being apparently of opinion that more than 11 deaths were due to starvation, while the latter doubts if more than 10 deaths would be found on proper inquiry to be due to actual starvation, or more than 30 to have been accelerated by privation.

* This Office No. C. 35, dated 22nd January 1897, Circulated with Revenue Secretariat Circular Letter, No. 626 of 4th February 1897.

Of the 121 deaths in Seoni, six were cases of persons dying while being conveyed to a place of relief, and the remainder were found dead in empty houses or on the public roads, most of them evidently being wanderers.

7. *Food Stocks.*—Food stocks are low, especially so (it is believed) in the Mandla district, but they will be replenished by the approaching *rabi* harvest, except perhaps at a later stage of the famine in Mandla, there is no reason to suppose that private enterprise will not be equal to the occasion.

The following is a statement of the retail prices of the chief staples at the head-quarters of each district at the end of the months of December and January respectively :—

District.	Wheat.		Gram.		Common Rice.		Remarks.
	December.	January.	December.	January.	December.	January.	
Jubbulpore - -	9¼	9	11	11	10½	9½	
Saugor - -	7	8	9¾	10	6	6½	
Damoh - - -	8	8	11	10	8	8	
Mandla - -	9½	9	10½	10	9	8	
Seoni - - -	10½	10	*12	11¼	10¼	9½	* Price of jowar.

In Saugor prices have fallen slightly ; in Mandla and Damoh there has been a slight rise.

8. *Importation of Grain.*—The imports of grain into the towns of Jubbulpore, Sehora, and Murwara during the month are reported to be 128,390 maunds. The weekly reports show that rice is the chief import ; there is some export to the bordering Native States and to Damoh, but imports largely exceed exports. In Saugor, on the other hand, exports (to Agra, Jhansi, &c.) exceed the imports. Imports into Mandla are said to have been only 302 maunds, chiefly from Jubbulpore.

9. *General Condition and Prospects of Affected Areas.*—In Jubbulpore it is estimated that about two-thirds of the normal *rabi* area has been sown, of which seven-eighths germinated. The standing crop is in good condition and has been benefited by the recent rain. In some localities serious, though not extensive, damage has been caused by hail. In Saugor the Deputy Commissioner reports that in the Khurai Tahsil and in much of the Banda Tahsil the *rabi* harvest must be practically a complete failure, and no material improvement can be looked for until after the rains. A moderately good *rabi* havest is expected in parts of the Saugor and Rehli Tahsils. The Deputy Commissioner of Damoh has omitted to make any remarks under this head. In Mandla and Seoni *rabi* prospects are good. In the latter district local damage has been caused by hail.

10. *Changes in Rates of Wages.*—The Deputy Commissioner of Jubbulpore states that he has changed the rate of wages on the relief works on the Kundum road, but does not state what change has been made. At the close of the month the Deputy Commissioner of Mandla had changed the rate of wages, fixing 8 seers per rupee as the basis of its calculation. Elsewhere there is no change to record. Deputy Commissioners have been asked to state clearly in future reports the price or prices of grain on which wages are calculated.

11. *Railway Work.*—Work on the Saugor-Katni Railway extension continues and the number employed has increased as shown below :—

District.	26th December.	30th January.
Jubbulpore - - - -	6,470	8,784
Saugor - - - - -	6,771	11,975
Damoh - - - - - -	7,487	9,080
Total - - - - -	20,728	29,839

Cholera broke out in the Saugor district in a few villages and is still lingering on, but so far both attacks and deaths have been few.

12. *General Remarks for the Division.*—(*a.*) *Situation of the Division in regard to Famine.*—It was anticipated that the widespread distress due to the failure of the autumn harvest would increase in intensity during the winter months. The following divisional figures compiled from the weekly District Famine Reports show that the famine which had plainly declared itself in December, declared itself more plainly in January :—

	Numbers relieved.	
	26th December.	30th January.
Public Works Department relief works - - - -	38,638	72,841
Relief works under civil officers, including local works at relief centres, &c.	32,208	78,187
A.—Total relief works - - -	70,846	151,028
Gratuitous relief in poor-houses - - - - -	6,111	9,875
All other kinds of gratuitous relief, including dependants on Public Works Department works, &c.	5,015	22,495
B.—Total gratuitous relief - - -	11,126	32,370
Grand total of A. and B. - - -	81,972	183,398

The totals of A. and B. for 30th January differ slightly from those given in columns 10 and 11 of Divisional Statement A. The difference occurs in the Saugor district, and is not important.

(*b.*) *Measures taken to organise and complete Measures of Relief.*—The Saugor and Damoh districts were visited by me (in company with the Chief Commissioner) in December, and plans of relief were brought up to date. In January I accompanied the Chief Commissioner to Mandla and Seoni, and examined and revised the plans of relief for those districts in detail in personal consultation with the Deputy Commissioners, reporting the arrangements and proposals made for the Chief Commissioner's approval or orders. The Deputy Commissioner of Jubbulpore (Mr. Fox-Strangways) has not been much at head-quarters, having been most active in moving about the district, but when we met at head-quarters, we have of course been in frequent personal communication, and since the close of the month we have submitted proposals for the revision and enlargement of the programme of Public Works Department relief works in this district. In other districts the original programme (which admits of expansion by the formation of "new charges" as the demand for employment increases) has not so far required any material revision.

The strengthening of establishments has been one of the chief administrative measures taken during the month of January. Four junior police officers were placed at my disposal, for famine duty; one of them has been posted to Jubbulpore, a second to Damoh, a third to Mandla, and a fourth to Seoni. Three officers of the Forest Department have also been placed on famine duty in this division (since the close of January). The services of two officers of the Indian Medical Service have also been obtained; one of them has been posted to Jubbulpore, and the other to Saugor; they will inspect and supervise all the medical and sanitary arrangements on the relief works and at the poor-houses, &c. There has also been a strengthening of the Tahsil establishments in Mandla and Seoni by the appointment of additional Tahsildars or Naib Tahsildars for famine duty.

The above are the chief points requiring special notice under this head.

(*c.*) *Prospects of the Division in regard to the Scarcity.*—The numbers applying for relief will probably go on increasing until the *rabi* havesting is in full swing, when they may be expected to fall off. The plentifulness or otherwise of the mohwa crops will also affect the situation in certain tracts. Numbers will rise again when the employment furnished by the harvest operations ceases. The gathering of this harvest will probably result in some fall of prices, though prices are not expected to fall much, and will depend as much on the harvest yield in other parts of India as in the Central Provinces. I do not think that any material alleviation of the distress can be expected until the early rain crops are gathered.

COPY of a LETTER, No. 1341, dated the 10th February 1897, from A. H. L. FRASER, Esq., I.C.S., C.S.I., COMMISSIONER, Nagpur Division, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces.

I have the honour to forward the monthly Famine Returns for January prepared as prescribed in paragraph 5 of your circular letter No. 313, dated the 19th ultimo. I have given in the memorandum attached to the compiled returns any information that occurred to me, and I have now little to add.

2. Prospects in Nagpur, Wardha, and Chanda are very much what they were. I do not anticipate any trouble in these districts except a little from the effect of high prices on the labouring classes. This will necessitate the continuance of relief works in the Nagpur District. But I hope that private works and the throwing open of the forests will suffice in Wardha and in Chanda. The Ambagarh Chauki-Raj Nandgaon road is necessary in the north-east corner of Chanda for a somewhat distressed tract consisting of part of the Nandgaon State and the Ambagarh Chauki zamindari.

3. In Bhandara and Balaghat also prospects have little altered, except that distress must intensify for the present as time wears on. Much progress has been made in local relief through land improvement advances. And since the close of the month allotments for loans from famine funds have been made. Arrangements are now ready for village relief should that be found necessary. I do not anticipate the necessity in Bhandara, but I do in Balaghat.

4. I think that there must be some little increase of trouble in Bhandara and more in Balaghat as time goes on. But I trust that, if we have a fair monsoon, we may look for the practical cessation of our distress about July. Until then I fear that nothing will occur to diminish it except very temporarily; for the *rabi* harvest will not much affect the distressed areas.

MEMORANDUM.

Private Relief.—During the month of January there were five private institutions for famine relief, viz., Nagpur 2, Balaghat 2, and Wardha 1. The last-mentioned was closed on the 14th of the month. Private subscriptions amounted to Rs. 1,552, of which Rs. 860 were expended. In Nagpur, Bhandara, and Balaghat the amounts raised by private charity have hitherto been spent on poor-houses, as this was the desire of the subscribers. Several private gentlemen, such as the zamindars of Baila and Hatta (in Balaghat) and Amgaon (in Bhandara) have been supporting poor families as well as feeding destitute wanderers.

Poor-house Relief.—There were 9 poor-houses, viz., 2 in Nagpur, 4 in Bhandara, and 3 in Balaghat. Though both the poor-houses in Nagpur and 2 in Bhandara and 2 in Balaghat are maintained from private subscriptions, yet they are regarded as Government poor-houses inasmuch as they are being worked on the lines of the Famine Code. The other three are private poor-houses. No fresh poor-houses were opened during the month. The number of inmates of the poor-houses on the last day of January was 2,341 (viz., Nagpur 540, Bhandara 652, Balaghat 1,149) as compared with 2,264 (viz., Nagpur 920, Bhandara 386, Balaghat 958) on the corresponding date of the previous month. The falling off in the numbers in Nagpur is due to immigrant paupers from other districts having been sent back to their homes, and the increase in Bhandara to the transfer of paupers (residents of this district) from Wardha and Nagpur.

Village Relief.—It has not been found necessary to establish relief centres in Nagpur. Nor is there anything of this kind in Bhandara except the kitchens established for children at police station houses and outposts. Three relief centres were opened during the month in Balaghat, and the number relieved there was 70 at the close of the month. No works have yet been started at these centres. But there are private tank works in their immediate neighbourhood. The number of persons relieved in their homes was 15 in the Balaghat Tahsil and 164 in Bhandara. In Bhandara there is no necessity felt for this kind of relief; but in Balaghat it seems to be becoming necessary. Further arrangements are, therefore, being made in this district for the relief of destitute people in their own homes.

General Character of Relief Works.—Nagpur.—There are four relief work camps and the work consisted of stone-breaking for metalled roads. The number employed on

these works was 1,268 at the close of January as compared with 2,228 at the close of December. The decrease is attributed to a temporary demand for field labour. A good deal of money has been allotted for land improvements, but not from famine funds in this district. No new works, Public Works Department or otherwise, were opened during the month.

Bhandara has five relief work camps under the Public Works Department in progress. The number employed on them was 8,933 at the end of January against 7,109 at the end of the previous month. In addition to this, 1,462 persons were relieved gratuitously on the works on 30th January as against 524 at the end of December. One of the five camps really belongs to Balaghat, viz., the Amgaon-Lanji Road camp. Only two miles of the road are in the Bhandara District. A considerable sum has been advanced for land improvements in this district; and since the beginning of February an allotment from famine funds for private works has been made.

Chanda.—The only relief work here consists of the construction of the Ambagarh Chowki-Raj Nandgaon Road. This is for the relief of distress in the north-east corner of the district. The sum allotted is Rs. 15,000, half being contributed by Government and half by the estate; 2,700 persons are employed on this road, of whom about one-half are from Raj Nandgaon. An allotment for land improvements has been made, which may obviate the necessity for any further Government relief.

Wardha.—One test work which was opened on the Wardha-Pannar Road on the 13th November 1896 was closed on the 16th January, as there was no further necessity for its continuance.

Balaghat.—The works in progress during the month were—

1. Lalburra-Rampaili Road.
2. Balaghat-Behir Road, sections I. and III.
3. Bakhori Kona Tank.

Work No. 1 was re-opened during the month and the number of labourers on it was 1,884. These have mostly been drafted off from the 1st section of work No. 2, on which only 35·7 persons have been left to finish whatever little has now remained to be done. On the 3rd section of the Balaghat-Behir Road, the number was 1,477 against 854 in the previous month. Work No. 3 is a Government tank in a ryotwari village. It was started during the last week of the month, the number employed thereon being 471. This is said to be rapidly increasing, and arrangements are being made to take more tanks in hand. Sums aggregating Rs. 40,000 were advanced during the month to malguzars for land improvements; and an enormous number of people are thus locally employed. Works have been arranged for in 350 villages.

Physical Condition of the People.—Nagpur.—A few cases of emaciation were observed, but these were invariably of travellers from other districts or provinces. The condition of people on relief works is generally good, and cases of emaciation among them are very rare.

Bhandara.—The condition of the people on the works and in the distressed tracts generally is fairly good; cases of emaciation are rare. In the poor-houses the condition of the people is much worse, a large proportion of inmates being infirm from age or disease.

Chanda.—The condition of workers is generally good. Only wanderers from distant places beyond the district are in a bad state.

Wardha.—Condition good.

Balaghat.—Condition fair. The people on gratuitous relief are not infrequently weak and emaciated. But the general condition of the people in the distressed areas is fairly good. And the workers on the relief works are in good condition.

Nagpur.—Deaths from Starvation.—The total number of deaths due to or accelerated by privation is 30. Of these, three occurred in poor-houses and the rest on the main roads. There is no cholera or small-pox in the district.

Bhandara.—Thirty-one deaths are attributed to starvation against 25 in December. These were practically confined to unknown wanderers who have been found dead on the road. The total number of deaths was 2,578, of which 134 were due to cholera. Deducting this latter figure the death-rate is 3·29 per mille per mensem.

Chanda.—There were three deaths from starvation. One of these was an old woman who died a couple days after she came on the works. The other two were of men from the Raj Nandgaon State.

Wardha.—No deaths from starvation.

Balaghat.—The total number of deaths from all causes during January was 1,293 against 1,998 during December. This gives a death rate of 3·37 against 5·21 per mille. The total number of deaths from starvation was 167, of which 107 occurred in poor-houses. Most of these cases were among persons who were admitted in an extremely poor condition for any treatment. The returns are not quite trustworthy; and inquiry has been ordered. Probably many of these deaths were accelerated by starvation, but not caused by it.

Food Stocks.—In Nagpur, Bhandara, Chanda, and Wardha food-stocks are generally sufficient. In Balaghat there is reason to believe that the food-stock is exceptionally small. And the prospects in regard to both food and seed grain occasion anxiety. Prices are gradually rising and the food-stock is decreasing. This is especially true in the landlocked Tahsil of Behir.

Importation of Grain.—The figures for Nagpur and Bhandara are as follows :—

	Imports in Maunds.			Exports in Maunds.		
	Rice.	Wheat.	Juari.	Rice.	Wheat.	Juari.
Nagpur - - - -	62,887	11,231	9,088	2,276	262	231
Bhandara - - - - -	5,778	1,017	—	792	1,111	—

The figures for Bhandara relate only to the municipal portion of the district. The exports from Nagpur were principally made to Calcutta, Cawnpur, and Khandesh. There has been practically no importation of grain into the other districts of the division.

General Condition and Prospects of Affected Area.—There is practically no change in the condition of the affected area in Nagpur and Bhandara. Severe distress is confined to the Balaghat district and to an area comprising about 500 square miles in the Bhandara Zamindaris, where no rabi crops exist. The worst part is the Behir Tahsil of Balaghat, a thinly-peopled tract. In Wardha the general condition is good, and no area is affected at present.

Changes in Rates of Wages.—Nagpur.—There has been no material change.

Bhandara.—Wages have been paid on the basis of rice at 10 seers per rupee throughout the month on all relief works. The price of common rice is expected to rise in February.

Chanda.—Owing to a rise in the price of food from 12 to 10 seers, wages had to be raised.

Balaghat.—Prices have risen and wages are paid on the scale of nine seers per rupee.

State of Crime.—In Nagpur crime has been for the most part petty. There were no dacoities during the month. There were, however, three robberies, but none of them of a serious nature. Both in Nagpur and Balaghat there has been an increase in crime, due, no doubt, to the prevailing high prices.

COPY of a LETTER from the COMMISSIONER, Nerbudda Division, No. 213c., dated the 13th February 1897, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces.

With reference to paragraph 5 of Revenue Department letter, No. 313, dated 19th January last, I have the honour to forward herewith consolidated statements A. and B. for the Chhindwara, Betul, and Nimar districts of this division for the five weeks ending the 30th ultimo. As the statements for Hoshangabad and Narsinghpur have not been received up to date, despite urgent reminders from this office, I am unable to include the figures for those districts. I delayed this report for three days in the hope that I might be able to include them. In the accompanying letter, dated 10th instant, the Deputy Commissioner of Narsinghpur explains the delay, and promises submission of the statements shortly. I append the prescribed memorandum, though it is necessarily incomplete.

2. The situation of the division as regards famine during and at the close of the month under report shows little change. The rainfall at the beginning of the month improved the rabi prospects in the Chhindwara district, and to a less extent in the Betul district. In the Hoshangabad and Narsinghpur districts it was not of unmixed benefit. Although the cultivated area of the Nimar district is practically free from famine, there is distress, I find, in the ryotwari and summarily-settled tracts, and also among the korkus in the Government forests to the south and east (*see* my letter, No. 186 C., dated the 6th instant).

The existence of distress in the areas already recognised as famine stricken was emphasised during the month by a large accession to the number of labourers on relief works, and by a considerable increase in the population of poor-houses. The total of relief workers on the 30th ultimo was 67,260, as compared with 28,957 on the 26th December last.* Nowhere was the increase more marked than in the Hoshangabad district, where within a few days of the opening of the Harda-Handia road over 9,000 persons flocked to the work. The number of inmates of poor-houses rose from 1,630 on 26th December last to 3,374 on the 30th January. The physical condition of the labourers on relief works was generally good, except in the case of the *Bagdeo* work (on the Itarsi-Dhar road) referred to in my last letter. On the other hand, most of the recipients of gratuitous relief are, in all districts, reported to have been much emaciated when first admitted to the poor-house or brought upon the relief register.

3. Among the steps taken during the month towards organising and completing measures of relief were the following:—Three new roads were open as relief works—one in the Betul district (the Badnur Harda road), one in the Nimar district (the Mohghat road), and one in the Hoshangabad district (the Harda-Handia road). The workers on the Piparia-Sobhapur road were transferred to the Piparia-Pachmarhi road, whereon three separate "charges" or "camps" were constituted, viz., at Pawari, Matkuli, and Pagara. The total of large relief works open in the division was thus raised from 14 to 18. A minor or "village" work (the excavation of a tank) was started by the Jagirdar of Harrai, in the Chhindwara district, and another tank was commenced by the Court of Wards at Tamier in the Pagara Jagir. New poor-houses were opened at Chota Chhindwara in the Narsinghpur district, at Amarwara in the Chhindwara district, and at Khandwa and Burhanpur in the Nimar district. The total number of Government poor-houses in the division was thus raised from six to 10. The poor-house at Amarwara replaced a private institution supported by the missionaries, and was designed to meet the distress in the Jagirs. Those at Khandwa and Burhanpur are chiefly for the starving migrants who enter or leave the Central Provinces by the gateway of Nimar.

Up to the beginning of January the management of large relief works remained with Deputy Commissioners (assisted by Public Works officers), but orders were received in the first week of the month for the transfer of charge to the Public Works Department. This transfer was carried out gradually, so as to avoid any dislocation of the arrangements in force. The supervision of the district officers was at the same time maintained. In order to render it more effective, instructions were issued by this office (with the assent of the Public Works Department) for the use of inspection books, and the transmission of copies of the remarks of inspecting officers to the Commissioner, and the Executive Engineer (this office No. 116 C., dated 24th January).

A set of rules for organising labour on minor relief works under civil officers was prepared by me and submitted to the Chief Commissioner, by whom they were approved and issued in circular form. In this office No. 29 C., dated 8th January, the attention of all Deputy Commissioners was invited to the necessity of organising gratuitous relief in towns as well as in villages; and it was suggested that in municipal towns the aid of ward members should be enlisted. Relief "centres" or "kitchens" were, with the approval of the Public Works officers, established at all major relief works in the division, the object being to feed gratuitously for a few days all applicants for work whose physical condition precluded their being at once put to labour, instead of sending them to a poor-house at tahsil head-quarters, under Article 77 of the Famine Code (this office No. 121 C., dated 24th January). A plan (originated in part by the Deputy Commissioner, Narsinghpur) for organising relief at police posts, was communicated to all Deputy Commissioners (this office No. 108 C., dated 23rd January), and in order to stimulate effective action by the police in feeding and forwarding starving wanderers, a monthly return of persons so dealt with was prescribed in this office No. 70 C.,

*The latest date to which my previous report related.

dated 16th January. Orders were issued to Mukaddams under Article 33 of the Famine Code. The attention of all District Officers was called to the details of the scheme for the distribution of gratuitous relief in forest tracts which had been elaborated for the Chhindwara Jagirs (as noted in my report for December), and Mr. Bagley, Extra Assistant Commissioner, was specially deputed to visit the forest areas of Betul and put the scheme in force there. The distribution of gratuitous relief in villages was commenced in the Narsinghpur, Chhindwara, and Betul districts. The sanction of the Chief Commissioner was obtained (Revenue Department letter No. 113 C., dated 18th January) to the reduction of the forest dues on bamboos and articles manufactured therefrom by 50 per cent. so as to benefit Gonds and Korkus, and to the remission of grazing fees in respect to plough-cattle, so as to benefit cultivators generally. The new rules regarding the grant of loans for land improvement, *free of interest*, were communicated to all district officers. Finally, the sanction of the Chief Commissioner was obtained (Revenue Department letter No. 170 C., dated 24th January) to the suspension of the Kharif Kist till the 1st June 1897 in the Tahsils of Hoshangabad and Sohagpur in the Hoshangabad district.

4. As regards the future, it appears unlikely that there will be any important diminution, before the autumn, in the number of persons requiring relief. The harvest now begun will draw away a certain number of cultivators from our works for a time; but as the area sown is considerably below the normal, and the outturn is likely to be poor in districts other than Nimar and Chhindwara, it is not to be anticipated that the *rabi* crops will provide food for the majority. So far as the aboriginal tribes are concerned, much depends upon the *mohwa* crop; but the abnormal weather which we have lately been experiencing has not improved its prospects.

MEMORANDUM.

(1.) *Private Relief.—Nimar District.*—In Burhanpur, Rs. 577 were subscribed in December 1896 and Rs. 256-8 in January 1897. This sum is spent in affording gratuitous relief by a committee. Total expenditure up to end of January is Rs. 690. The attendance on 30th January was 162, as against 216 at the end of December.

In Khandwa Rs. 443 were subscribed in January 1897. This money has not yet been spent.

Betul District.—About Rs. 1,500 has been subscribed by private persons up to the present. Of this Rs. 449 was expended on the maintenance of the poor-house at Badnur, till that institution was taken over by Government, and about Rs. 400 was advanced to circle inspectors and others for the relief of urgent cases during the time that gratuitous relief registers were being prepared. The balance remaining will now be expended by the Committees of Badnur, Betul, and Multai on the support of persons entitled to gratuitous relief in these towns.

Hoshangabad.—No report received up to the 8th February 1897. Copy of this office No. 1358, dated 7th February 1897, is appended for information.

Narsinghpur.—No report received up to the 8th February 1897. Copy of this office No. 1358, dated 7th February 1897, is appended for information.

Chhindwara.—Private relief of an organised character is confined to the municipal town of Chhindwara, where it is administered to 116 persons whose caste and social status debar them from the public forms of relief.

(2.) *Poor-houses.*—Two new poor-houses were opened in Nimar during the month. Another was opened at Amarwara in the Chhindwara district (and a third at Chota Chhindwara in the Narsinghpur district).

Inmates.	On 26th December.	On 30th January.
Nimar - - - -	Nil.	16
Chhindwara - - - -	98	308
Betul - - - -	74	239

(3.) *Village Relief.*—There are 14 "relief centres" in the jagirs of Chhindwara, and one is reported to have been established at Harsud in the Nimar district. The number relieved at these centres is 623 for Chhindwara and six for Nimar. In all districts the

relief camps or major relief works have now been made "relief centres" (*see* my forwarding letter).

The number of persons relieved *in their homes* is 241 in the Chhindwara district, 449 in Betul, and nil in Nimar.

(4.) *Relief Works.*—The list of roads given in the memorandum for December may be taken here with the following modifications:—Add in Betul the Badnur-Harda road, in Nimar the Mohghat road, and in Hoshangabad the Harda-Handia road. Omit in Hoshangabad the Piparia-Sobhapur Road, and add the following to the Piparia-Matkuli-Pachmarhi Road:—*Works at Panari and at Pagara.*—The numbers on the works are given by the Deputy Commissioners of Nimar, Betul, and Chhindwara as under:—

(For the divisional total, *see* my forwarding letter.)

——	On 26th December 1896.	On 30th January 1897.
Nimar - - - -	452	550
Betul - - - - -	884	10,747
Chhindwara - - -	—	5,782*

There were also two tank construction works in the Chhindwara Jagirs, employing 2,140 persons.

(5.) *Physical Condition.*—The physical condition of the labourers on relief works is reported to be fair. On the other hand, persons in receipt of gratuitous relief are said to be much reduced by privation.

(6.) *Deaths from Starvation.*—The following figures represent the reported deaths from starvation:—

Chhindwara - -	14 deaths.
Betul - -	28 deaths (including eight in the poor-house).
Nimar - -	48 deaths (including five in the poor-house).

(7.) *Food Stocks.*—No district officer reports the food stocks to be insufficient. In Chhindwara they are "ample" and in Nimar "sufficient."

(8.) *Importation of Grain.*—The Deputy Commissioners of Nimar and Betul give figures of import and export of grain which need not be reproduced here.

(9.) *General Condition and Prospects.*—The Deputy Commissioner, Betul, does not anticipate any great benefit from the reaping of the rabi, as the area sown is small. He looks to the mohwa crop. The Deputy Commissioner, Nimar, considers that only the jungly tribes are badly off, the agricultural population being in fairly good case. The Deputy Commissioner, Chhindwara, says that the prospects "remain unchanged."

(10.) *Changes in the Rate of Wages.*—The Deputy Commissioner, Betul, says that wages are still calculated at the rate of 10 seers to the rupee, overlooking the fact that in his report for December he wrote that it had been found necessary to raise the rate from 11 seers to 9 seers (*see* my memorandum for December). The other districts report "no change."

(11.) *Other Matters.*—The Deputy Commissioner, Nimar, observes that "crime appears to be on the increase." (As his district is practically free from famine, it does not seem easy to connect this fact with the scarcity.)

MEMORANDUM ON MONTHLY FAMINE REPORTS ending 30th January 1897, submitted by the Deputy Commissioners, Raipur and Bilaspur.

(1.) *Private Relief.*—In Bilaspur Rs. 2,968 is reported to have been raised during the month in private charity for the support of the poor-houses at Bilaspur, Mungeli, and Pandaria, and of the relief centre at Bhatapara. The Bilaspur and Mungeli poor-houses have been taken over by Government, and it is proposed that the Pandaria poor-house is shortly to be taken over. The total number relieved at the poor-houses was 1,345, but the Deputy Commissioner does not state what portion of the expenditure was debited to private funds. The Deputy Commissioner, Raipur, reports that 225

* Should be 4,950 according to weekly statement.

persons were relieved at Deokar and at Gandai by private charity, but the amounts are not stated, nor is it reported what subscriptions were received from private persons in aid of the poor-houses.

(2.) *Poor-house Relief.*—The locality of the poor-houses in the Bilaspur district has been reported above. The number relieved was, as stated, 1,345, against 508 at the close of the preceding month. In the Raipur district there are poor-houses at head-quarters, Simga, Dhamda, Arang, and Baloda. The total number in these houses at the close of the month was 695. All these poor-houses were formerly under private management, but they have now been taken over by Government and are supported mainly from famine funds.

(3.) *Village Relief.*—A relief centre has been organised at Bhatapara in the Bilaspur district. But this system of relief and village relief have still to be organised, and the Deputy Commissioners are giving the subject their earnest attention. Twelve relief centres have been already approved of by the Deputy Commissioner for the Raipur district.

(4.) *General Character of Relief Works.*—In the Raipur district, the Simga-Kawardha, the Tilda-Sirpur, and Dhamda-Deorbija roads were already started as relief works. To these was added during the month a fourth work, the Drug Gunderdhi section of the Drug-Balod road. In the Bilaspur district the Bhatapara-Mungeli and Bilaspur-Mungeli roads were started as relief works under the Public Works Department during the month. The number of relief workers employed on these two roads were, respectively, 1,683 and 3,234, excluding 92 and 11 dependants, who were fed gratuitously. The Deputy Commissioner, Raipur, has omitted to state the number employed on each of the four road works in progress in his district. As regards local works in the Raipur district, a tank is under construction at Baloda, as an adjunct to the poor-house, repairs to the ghat at Randghat are being executed, and certain wells are being constructed. Fencing of certain fuel and fodder reserves is also in hand. In the Bilaspur district no local works are reported to have been opened at the expense of the famine grant, as they were not necessary. In the zemindari estate of Pandaria, however, the Pandaria-Lormi road was started from estate funds, and much relief is afforded by this work, the total number at work on the last day of the month being 1,327. Famine loans are being largely advanced in both districts for starting local irrigation works for the relief of distress, and works are also being started by malguzars and zamindars from their own pocket. Exact figures are not reported as to the extent of relief afforded in this direction.

(5.) *Physical Condition of the People.*—The Deputy Commissioner, Bilaspur, reports that even in distressed tracts the condition of the people was generally good, though cases of emaciation were to be found in the more severely affected tracts. Similarly, in the Raipur district cases showing privation of food were observed in the severely affected areas, and especially in some of the villages of the north-western zamindaris. The Deputy Commissioners have taken prompt action to relieve all such cases, and local works have been started. As regards relief workers on the large roads, the Deputy Commissioner, Bilaspur, reports their condition to be good. The state of the people on the Raipur works is reported by the officers, who have recently inspected them, to be good, and the fact that the death-rate for December for the whole district was only 2·96 per mille, and was considerably less than the rate for the same month last year, shows that there is as yet no severe distress. At the poor-houses the people come in generally in a poor condition, but recover rapidly, and those who have been some time in the poor-house, excepting a few affected with chronic diseases, are in good condition.

(6.) *Deaths from Starvation.*—For the Bilaspur district 47 deaths from starvation are reported in the Bilaspur tahsil, 109 in the Mungeli tahsil, and 4 in the Sheorinarain tahsil. Many of the deaths occurred in poor-houses. The Deputy Commissioner has been asked to examine the figures carefully and to report what action has been taken to check the mortality from starvation. For the Raipur district figures are not available, but the mortality figures give no reason to suppose that deaths from this cause were otherwise than quite exceptional.

(7.) *Food stocks* are reported to be generally sufficient.

(8.) *Importation of Grain.*—The grain imported has been insignificant in both districts. Exports, on the other hand, have been rather considerable, 93,748 and 120,870 maunds respectively were exported from the Raipur and Bilaspur districts to other districts in the Central Provinces and outside the Province.

(9.) *General Condition and Prospects of Affected Area.*—Little information is given in the Raipur report. In the Bilaspur district distress has become more severe in an area consisting of 25 villages east of Ratanpur. This area was till recently slightly affected with distress. Local works here are reported to be sufficient for the relief of the distressed. The Deputy Commissioner, Bilaspur, hopes that the condition of the Bilaspur and Mungeli tahsils will be ameliorated when the rabi harvest begins. The Deputy Commissioner, Raipur, also hopes the same in the affected areas where a good rabi crop has been sown.

(10.) For the calculation of wages, the price of grain is taken at 10 seers per rupee in Bilaspur, and from 9 to 10 seers in Raipur.

(11.) *Other Matters.*—As regards the state of crime, the number of thefts in Bilaspur are on the increase, and eight dacoities were reported during the month. It is not stated how many of these were thefts of grain. As might be expected, there have been a number of such thefts in both districts. In the north-west part of Raipur special precautions have been taken by the district superintendent of police to prevent looting of the standing crops by Chamars, who are inclined to commit crimes of this kind.

No. 1047, dated Nagpur, the 19th February 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

In continuation of this Administration's letter No. 975, dated the 17 instant, I am directed to forward herewith Monthly Famine Statements A. and B. of the Narsinghpur District for the month of January 1897, with a copy of the Deputy Commissioner's remarks and a map of the district coloured to show the extent and intensity of the existing scarcity.

2. I am to add, with reference to paragraph 6 of the summary of information regarding the districts of the Nerbudda Division, forwarded with my No. 848, dated 11th February 1897, that inquiry has shown that the figure shown against Narsinghpur as deaths from starvation really represents the total number of deaths from all causes in that district during the month of December. There were no reliable statistics of deaths from starvation in Narsinghpur during December. I am accordingly to ask that in the figured statement of reported deaths from starvation, given in paragraph 6 above referred to, the words "no return" may be substituted for 1859, and that the total may be put as 33 instead of 1892. In column 16 of Famine Statement A., forwarded with the same letter, the figure 385 shown against Narsinghpur should be deleted.

Monthly Famine Statement A. for the Five Weeks ending 30th January 1897.

(To be submitted to the Government of India within the first half of the next month.)

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on Last Day of Month.					Number on Gratuitous Relief.	Price of One or more Principal Food-grains in Seers per Rupee.				Monthly Death-rate.	Deaths due directly or indirectly to Privation.
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat Pissi.	Gram.	Common Rice.	Juari.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Narsinghpur - -	Sq. miles. 1,916	367	(*a*) 1,916	(*a*) 367	14	9,163	—	8,781	17,958	*7,478	8½	10	8	10½	·64	238

(*a*) As there is not a village in the district which is not more or less affected (*see* map) or which comes outside the scope of relief operations, the entire area and population of the district have been entered in these columns. The area *most* affected (coloured dark blue) is about one-third of the district, *i.e.*, 639 square miles, and its population is estimated at about one-tenth or 36,700.

* Gratuitously relieved—

On works - - - - - - -	3,466
In poor-houses - - - - -	2,142
In relief centres - - - - - -	1,594
In villages - - - - - - -	276
	7,478

Monthly Famine Statement B. for the Five Weeks ending Saturday, the 30th January 1897.

(To be submitted to the Government of India within the first half of the next month.)

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number for whom Relief was provided in Last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since April 1st, 1896.			Advances in April 1st up to end of Month under,		Revenue Suspended.
		Date of last Programme.	On Large Works.	Others.	On Large Works.	Others.	Date up to which Account is made up.	Rupees omitting 000s.		Land Improvement Act.	Agriculturists' Loans Act.	Rupees omitting 000s.
								On Relief Works.	On Gratuitous Relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Narsinghpur - -	300,000	16th Nov. 1896	40,000	—	43,000	—	30th Jan. 1897 -	38	6	1	27	Nil.

REMARKS on FAMINE STATEMENT A. for January 1897 (NARSINGHPUR DISTRICT).

Private Relief.—At Narsinghpur endeavours were made to raise a fund from private charity in the first place for supply of blankets to the inmates of the Government poor-house and afterwards, when the supply of this need at Government expense had been sanctioned, for the provision of cotton clothes. A sum of Rs. 130 which remained over from the fund originally raised for feeding paupers in the town before the establishment of the Government poor-house, was supplemented by contribution raised during the month to the extent of Rs. 300. This money was in course of being expended on the purchase of cotton clothing for the poor-house, when the necessity for doing so was obviated by the munificence of an individual, Pandit Beni Prasad, who presented a full supply at his own sole expense. The money is for the present being held in reserve for future needs.

Arrangements were in progress, but had not been completed by the end of the month, for enlisting private charity in the work of gratuitous relief within the town of Narsinghpur.

At Chhindwara, as at Narsinghpur, a subscription list was opened for the purchase of cotton clothing for the poor-house there established. The amount subscribed within the month was Rs. 248.

Efforts were made to provide as far as possible from private charity for gratuitous relief in the villages generally. Up to the close of the month, the relief of 68 persons on the mukaddams' lists had been arranged for from this source. Assuming Rs. 2 per mensem to be the cost of feeding each of these persons, this represents a monthly charitable subscription of Rs. 136.

Poor-house Relief.—There were three Government poor-houses at Narsinghpur, Gadarwara, and Chhindwara, the last named having been opened during the month with effect from the 1st January. The number of inmates on the 30th January in each of these institutions was respectively 928, 926, and 288, being an aggregate of 2,142. On the last day of the preceding month the numbers were, Narsinghpur, 524; Gadawara, 458; total, 982.

Village Relief.—There were 21 relief centres, all of which were newly established during the month, at the several police stations, houses, and outposts. The number gratuitously relieved at these centres on the last day of the period under report was 1,594. No regular works were opened at any of these centres. The number of persons relieved *in their homes* on the same date was, in the Narsinghpur tahsil, 224, including 68 persons above referred to as supported by private charity; in Gadarwara, 52. The arrangements have not yet been completed. They are being started personally, in different parts of the district, by the Tahsildars, the Superintendent of Land Records and his Assistant, and by the Manager, Court of Wards, in the villages under his jurisdiction. As soon as the arrangements have been fairly started by these superior officers in each village, the immediate responsibility for their continuance will, subject of course to the usual control, devolve on the Revenue Inspectors, who will draw the necessary advances and distribute to each mukaddam an amount equal to 15 days' sustenance of all the persons retained on his list, the mukaddam being aided and controlled in the duties of detailed distribution and of maintaining accounts by the Patwari, the schoolmaster, and a local committee. Where the relief is undertaken by private charity, the system is less elaborate, all that is demanded being a satisfactory assurance that all persons included in the mukaddams' list are being regularly and sufficiently fed.

Relief Works.—There are five large works, as in the preceding month, all of which were made over to the charge of the Public Works Department, with effect from the 14th January. They consisted of—

(*a.*) Construction of the Gadarwara-Sanikhera road, starting from Gadarwara in a north-westerly direction. Earthwork and excavation of kunkur. Number on last day of the month, 7,740, as compared with 2,691 of the previous month.

(*b.*) Metalling of Barman-Tendukhera road, near Barman. Excavation of kunkur; number on last day of the month, 3,674, as compared with 1,077 of the previous month.

(*c.*) Metalling of the Narsinghpur-Lakhnadon road, near Bachai, 10 miles south of Narsinghpur. Stone-breaking and mooran excavation; number on last day of the month, 2,029, as compared with 786 of the previous month.

(*d.*) Metalling of the Saugor-Kareli road, near Barman. Stone-breaking: number on last day of the month, 1,171, as compared with 177 of the previous month.

(*e.*) Construction of the Narsinghpur-Sankal road, starting from Narsinghpur in a north-easterly direction. Earthwork: number on last day of the month 6,810, as compared with 1,285 of the previous month. There were no local works carried out either with the aid of famine loans or directly by Government.

Physical Condition of the People.—On this point I cannot do better than reproduce my remarks for December, with which the Civil Surgeon informs me that his experience entirely coincides. (*a.*) Those in receipt of gratuitous relief were generally more or less emaciated, in some cases very much so, and a considerable proportion of persons reached the poor-houses in advanced stages of privation and disease. (*b.*) On works the general physical condition was distinctly good, the proportion of B. class labourers being large, and cases of emaciation very exceptional. (*c.*) In distressed tracts generally (that is, taking the district as a whole) the physical condition of the mass of the people cannot be said to have been very perceptibly reduced. Very painful sights were indeed frequently to be seen, but considering the population collectively, it may safely be said that emaciation was exceptional.

Deaths from Starvation.—No later figures are available of total mortality than those given in the statement for December, amounting to 1,859, with a death-rate of 5·06. The number of deaths returned as due to starvation outside poor-houses in January is 238.

In the Narsinghpur poor-house, with a strength of 928 on the last day of the month, there were nine deaths due to want of food, and 65 to illness induced by want of food, the total death-rate being 108·46. In the Gadarwara poor-house, with a population of 926, there were 49 deaths, of which 29 were due to illness induced by want of food, the death-rate being 61·71. In the Chhindwara poor-house, among 288 persons, there were 27 deaths, one of which was ascribed to want of food, and 24 to illness induced by want of food, the death-rate being 106·72.

Food-stocks.—There have been no signs of depletion, and no complaints.

Importation of Grain.—Two hundred and thirty-five maunds of grain (rice and *pissi* in about equal proportions) were imported into Narsinghpur, while 1,376 maunds, chiefly of *mung* and *masur*, were exported from Gadarwara.

General Condition and Prospects of Affected Area.—In the area shown as *most* affected there has been a practically total failure of *kharif*, and little, if any, *rabi* sown; in forest villages, jungle fruits, &c., will afford some subsistence; otherwise the whole population of this area will need relief. In the remainder a 7 to 8 anna *rabi* crop is hoped for; but distress will nevertheless be severe, and a large proportion of the people will probably need relief.

Changes in Rate of Wages.—There have been no noteworthy changes in rates of wages.

Other Matters, &c.—The number of offences reported during the month was 336 against 261 in the preceding month and 150 in the corresponding month of 1895.

No. 1188, dated Nagpur, the 23rd February 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

In continuation of this Administration's letter No. 1047, dated the 19th instant, I am directed to forward herewith Monthly Famine Statements A. and B. for the Hoshangabad District, for the month of January 1897, together with a copy of a note recorded by the Deputy Commissioner, and a map of the district.

This completes the submission of the prescribed Famine Statements and Reports for the month of January.

Monthly Famine Statement A. for the Four Weeks ending Saturday evening, the 30th January 1897.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on last Day of Month.					Number on gratuitous Relief.	Price of One or more principal Food-grains in Seers per Rupee.				Monthly Death-rate.	Deaths due directly or indirectly to Privation.
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Gram.	Rice.	Jo war.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Hoshangabad - -	4,594	530	3,794	361	—	28,274	9	2,624	30,907	5,409	9·3	9·9	7·10	10·12	53·1 per mille.	152

Monthly Famine Statement B. for the Four Weeks ending Saturday evening, the 30th January 1897.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme.		Expenditure since April 1st, 1896.			Advances since April 1st up to end of Month.		Revenue suspended.
		Date of last Programme.	On large Works.	Others.	On large Works.	Others.	Date up to which Account is made up.	Rupees omitting 000s.		Land Improve-ments Act.	Agricultural Loans Act.	Rupees omitting 000s.
								On Relief Works.	On gratuitous Relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Hoshangabad - -	50,000	6th November 1896.	49,000	Nil.	42,000	Nil.	30th January 1897.	94	3	Nil.	Nil.	66

NOTE to accompany FAMINE STATEMENTS A. and B. HOSHANGABAD DISTRICT.

1. The Friends' Foreign Mission is the principal institution giving private relief, and no details are available. They have established two children's homes, one for boys, and one for girls, into which they receive any children whose parents are unable to support them and wish to find a temporary home for them. The parents are allowed to remove them if they wish.

Certain of the larger Mahajuns also regularly distribute food, and at Pachmarhi about 75 persons are fed by charity. Many of these are orphan children, and will now be brought to the orphanage at Hoshangabad.

2. No new poor-houses have been opened during the month. Her Highness the Begum of Bhopal has removed all her subjects from the Hoshangabad poor-house and undertaken to do the same thing at Sohagpur. The numbers in the poor-house on the 30th January were 624 as against 476 on the last Saturday in December.

3. *Village Relief.*—The police have begun to deal with wanderers in accordance with the Code, and such persons are now being regularly forwarded to the nearest relief work or poor-house.

Gratuitous relief to persons in their homes is not yet started, and I have some doubt whether it is really required on any large scale. There appear to be comparatively few persons falling within the provisions of the Code who are entitled to it, and a careful scrutiny of the lists submitted shows that many of the persons entered are those who are ashamed to work or beg, often purdahnashin women. These apparently can only be aided by charity and not from Government funds.

4. With the exception of a small relief work in the Hoshangabad Public Garden, all relief works are in the charge of Public Works Department.

There are four in the Sohagpur tashil, all on a line running north and south through Piparia, and provide ample relief now for that tahsil.

The next work to the west is the Bagra-Babai Road, which has had far too many workers on it for a charge.

Orders have now issued that another work should be opened there. The next work is at Bagdeo on the Itarsi-Betul road, intended principally for the hill people round Bordha and Kesla, the most distressed part of the district. In Seoni Tahsil no works have been found necessary, but in Harda the Hurda-Hundia road, which was opened at the beginning of the month, has proved that there was more distress than was thought. Harda town supplied some 16 per cent. of the workers, but the majority have come long distances from Charwa or the hills in the south of the tahsil, and even from parts of Sohagpur and Hoshangabad. These latter were almost all wanderers who were on their way back from cutting the *kharíf* crops in Nimar and Indore.

The numbers on works have steadily risen from 12,808 on the 26th December to 30,907 on the 30th January.

5. I have during the month seen the whole district. In the southern hills there is acute distress, and this is shown in the physical condition of the people who come on the work from those parts, notably at Pagara, Mutkuli, and Bagdeo.

The children are especially emaciated, and special arrangements are being made for their feeding.

In the plain portion of the district the condition of the people is better, and cases of emaciation are less frequent, but are still by no means uncommon.

6. The latest returns show that in the month of December the death-rate was considerably higher in the Sohagpur tahsil than last year, being 62·4 per mille as against 40·9 last year. As the population of all the other tahsils has been altered since the 1st October, it is impossible to compare the figures at present until the new population have been calculated. For the first three weeks in January also the death-rate in Sohagpur has been abnormal, being 59·6 as against 27·4 last year, and for the whole district it has been 47·3 as against 32·3 last year.

There have been 106 deaths in poor-houses and 38 on relief works in January, the mortality being greatest at Bagdeo and Pagara.

7. The food-supplies are sufficient, except that, for a short time at the close of the month, there was no jowari in stock at Hoshangabad.

8. I have been unable to get any definite information regarding imports or exports of grain, but it appears, as far as I can learn, that trade is very slack.

No. $\frac{683}{111-8}$ F., Calcutta, the 27th February 1897.

From T. W. HOLDERNESS, Esq., C.S., Deputy Secretary to the Government of India, to the CHIEF COMMISSIONER, Central Provinces.

Sir,

I am directed to acknowledge the receipt of Mr. Priest's letter No. 849, dated 12th February 1897, submitting a further report on the prevailing scarcity in the Central Provinces. The report describes the situation in each district as it now presents itself to you; specifies the areas affected and their general circumstances; indicates the scheme of relief which is in operation; shows the number and classes of people who have been and are in receipt of relief; forecasts, as far as the data now available permit, the probable future duration and extent of the distress; and estimates the aggregate numbers who will be in need of relief.

2. I am to convey the thanks of the Government of India to you for the very full and clear manner in which you have made them acquainted with the situation, and have explained the nature and extent of the relief measures which have been adopted to meet the varying circumstances of the districts in which either distress at present exists in a more or less acute form or may shortly be expected to occur. These measures are in conformity with the recognised principles of famine relief and the provisions of the Provincial Famine Code; they are evidently the outcome of much anxious consideration and inquiry on your part and on the part of the local officers with whom they have been worked out, and they appear to the Government of India to be eminently satisfactory, and they should prove sufficient to meet existing and probable distress. The Government of India note with special approval that in districts in which distress is general and serious, village relief has been organised; that numerous poor-houses have been established; and that relief centres, which are well adapted to the circumstances of the wilder parts of the country, are also established in many places. Your arrangements for remitting and suspending the land revenue, for throwing open the forests to the people, and for setting labour in motion by means of advances to landlords and to cultivators, are approved.

3. The numbers on relief on the 23rd January in 15 districts are returned in Table A., at 245,902, of whom 206,210 were employed on relief works, and 39,692 were in receipt of gratuitous relief. By the 16th February these numbers had risen to 307,048, of whom 238,299 were on relief works, and 68,749 in receipt of gratuitous relief. There were also 50,228 on railway and private works in six districts. The affected area covers 45,000 square miles, with a population of 6,000,000 persons, and you roughly estimate that between the 1st February and the end of September, relief will be required for 61 million units, reckoning each person relieved in each day a separate relief-unit.

4. Your application (paragraph 25) for a supplementary grant of 13½ lakhs to meet the anticipated expenditure on famine relief up to the 31st March 1897, as the original grant of 15 lakhs has proved insufficient, has been separately disposed of.* The question of advances for land improvements discussed in the succeeding paragraph (paragraph 26) has been disposed of in my letter No. 493—73-2 F., dated 9th February 1897, and the three lakhs specially applied for by you for advances for seed-grain in Balaghat and Chhattisgarh, have been placed at your disposal. Your promised forecast (paragraph 25) of the requirements of the coming year, and your report (paragraph 27) on the suspensions and remissions of land revenue will be awaited. Table B. shows that in nine districts, of a total kharif demand of Rs. 16,73,933 on account of land revenue, the sum of Rs. 8,95,927 has been suspended, and a further sum of Rs. 1,47,812 remitted.

5. It is observed that, taking the Provinces as a whole, you do not anticipate a deficiency in food supplies, though in parts of Mandla (paragraph 7), Balaghat (paragraph 11), and Chhindwara (paragraph 16), where local scarcity is anticipated and where transport is very difficult during the rains, you think that Government help in some shape may be needed to secure a due supply of food grains. You have very properly directed the attention of the Divisional Commissioners to the correspondence†

* Telegram No. 845A., dated 19th February 1897.

† Circular No 4—21-1 F., dated 6th January 1897.

regarding the import of grain into Bengal, which was forwarded to local governments and administrations for guidance. Copy of subsequent correspondence on the same question is forwarded to you with this letter for information.

6. It is gathered from your letter that the districts in which the situation gives cause for greatest anxiety are—Damoh, where the *rabí* crop is very indifferent, and where distress has developed faster than was anticipated; Mandla and Balaghat, where the large aboriginal population and the scarcity of food stocks make relief administration exceptionally difficult; and Betul and Raipur, where in parts the relief organisation is considered by you to be in a less forward state than might be desired. The Government of India infer from the instructions given to the Commissioner of the Chhattisgarh Division in Mr. Priest's letter, No. 560, dated 30th January 1897, regarding the organisation of famine relief measures in the Raipur District, that you entertain grave apprehensions that relief is being insufficiently administered, and that distress may reach very serious dimensions. I am to request that the reports of the Commissioner and the Deputy Commissioner referred to in Mr. Priest's letter may be submitted, and to say that the Government of India will be glad to have further information as to the state of the district, and to be reassured that relief has now been organised on a scale commensurate with the necessity.

7. As your report is not concerned with the progress of events since the end of September 1896, which is the point reached in your Resolution No. 574, dated 1st February 1897, it necessarily does not touch on the mortality of the months subsequent to September, or on the steps taken in each district to ascertain the existence of distress, or on the gradual expansion of the relief measures in order of time. These subjects, it is understood, you are reserving for separate treatment. Meanwhile the Government of India are glad to observe, in the mortuary returns for November, published in the Local Gazette of the 20th February, a considerable improvement on the death-rate for the preceding month.

8. I am to convey to you the assurance of the fullest sympathy of the Government of India with you and with your officers in your and their arduous labours and anxieties, and in the exceptional difficulties and responsibilities of the situation.

I have, &c.
T. W. HOLDERNESS,
Deputy Secretary to the Goverment of India.

No. 841, dated Nágpur, the 11th February 1897.

From H. H. PRIEST, Esq., I.S.C., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

I am directed to submit, for the consideration of the Government of India, a note by the Chief Engineer on the use of piece-work for famine relief purposes. It will be seen that Mr. Oliver suggests that, in view of the extreme difficulty of enforcing an adequate task on the ordinary relief-works carried out under the rules of the Famine Code, and of providing the necessary establishment for the detailed supervision of such works, both economy and efficiency in the administration of relief would be secured by the introduction of a modified system of piece-work, under conditions set forth in the memorandum attached to the note.

2. Mr. Lyall understands that in the North-Western Provinces and Oudh similar proposals have been accepted for districts considered to be "under observation" and not acutely distressed. He presumes, therefore, that there would be no objection to the adoption of such a system in any relief-works which might be opened in such districts in these Provinces as Nagpur, Wardha, Chanda (north-east corner, in the Zamindari of Ambagarh Chauki, the only distressed part of this district), South Bhandara or Nimar. But the Chief Commissioner has now seen the working of relief-works over a much larger area of the Province, and has personally visited every distressed district except Balaghat, Bhandara, Raipur, and Bilaspur (all of which he

hopes to inspect during the coming month); and he has been strongly impressed (1) by the generally good and robust condition of the persons coming on the works, and (2) by the difficulty of securing anything approaching an adequate task from the workers. The most idle persons set the standard of general diligence, and the minimum wage is sufficient to afford a subsistence. Where a large proportion of the workers are persons not altogether dependent for their livelihood on the work, who look upon their wage mainly as a supplement to their other means (as there are strong reasons for thinking to be the case on many of the works in the Nerbudda valley), they are quite content to do only the minimum task required to earn the smallest wage given. Individual contumacy can be punished under the Famine Code by temporary fines; but it is extremely difficult to apply any such discipline to bodies of workers numbering thousands. I am to enclose a copy of a circular issued under the Chief Commissioner's orders with a view to secure the better exaction of tasks; but it will be seen that the instructions it conveys regarding fines for short work require great discretion in their application, and that it would not be safe to authorise any "officer in charge" to adopt them except under strict supervision and control by superior officers.

3. It is this supervision and control which forms the main difficulty in administering famine labour upon an extensive scale. We have not men of the necessary training and other qualifications to place in charge of the works, and such men are not to be improvised. The supply of them, now that famine relief operations have assumed great dimensions in nearly all parts of India, has been exhausted; and the choice for the future—for the present numbers of persons coming on relief-works, great as they are, will certainly grow still further—lies between devising some more automatic system of getting a reasonable amount of work done for the wages paid, or trusting to unqualified and (it is to be feared) frequently untrustworthy agency for the supervision of the workers.

4. It appears, therefore, to Mr. Lyall to be desirable to try, in parts of the Province which are not acutely distressed, and where the standard of physique among the workers is good, a system of piece-work upon the plan suggested by Mr. Oliver. Such parts would comprise some portions even of the most distressed districts, but the places where the system would be tried would be carefully chosen by the Deputy Commissioner under the supervision of the Commissioner; and no piece-work would be introduced, except as an optional system in accordance with the principles set forth in paragraph 132 of the Report of the Famine Commissioners, in parts of the country where the reduced condition of the labourers would render its application dangerous. Such a system would be particularly valuable on the *ghât* portions of the roads connecting the Plateau districts with the level country below them. The Government of India are aware that large portions of these Plateau districts, inhabited by aboriginal tribes who depend for food on the small millets of the kharif harvest, are among the most distressed portions of the Province. It is absolutely necessary to relieve these persons in the neighbourhood of their homes, and road work affords at once the only practicable mode of affording relief and the best precaution against future distress by opening out the country. Such work, however, in the difficult *ghâts* which have to be surmounted in passing from the lower level to the higher, can only be done with any economy by piece-work, and to some extent only by skilled labour. An absolute prohibition of contract work in such cases would mean that the work could not be done except at an enormous cost, and the road work above and below the *ghât*, which forms the only possible employment of labour, would remain useless owing to the obstacle to traffic presented by the *ghât*.

5. The Chief Commissioner trusts, therefore, that the Government of India will authorise him to adopt the system of piece-work suggested in the Chief Engineer's note in cases where it appears to be the best mode of employing famine labour and of securing an adequate return for the wages paid.

I have, &c.
H. H. PRIEST,
Chief Secretary.

Famine Relief Works.

Note on the Introduction of Piece-work for Famine Relief, by E. E. Oliver, Esq.' M. Inst. C. E., Chief Engineer, Central Provinces, dated the 22nd January 1897.

The Chief Commissioner has lately had under consideration the management of relief works to be conducted by the agency of the Public Works Department, under the provisions of the Famine Code, and a series of rules and orders for the guidance of officers employed on these works has just been issued at this office G. O. No. C/498, dated the 26th December 1896.

Article 39 of the (C. P.) Famine Code divides these works into *ordinary* and *relief* works, and Article 7 lays down that the former may, on the first indication of the distress, be opened as test works, the primary condition of which is the offer of employment to the needy, with the stipulation that the labour shall be paid for strictly as task work.

The Government of India in their Circular No. 3–F./77–I. of the 24th December 1896 have drawn attention to the necessity of exacting a full task at all stages of relief operations. This was at the outset impressed on all our officers, and we are again calling upon them to use their earnest endeavours to give effect to the order.

It is, however, admittedly very difficult to induce relief workers to perform a reasonable task. Even on earthwork it is not easy to do so; in the case of metal breaking or work on the *ghats*, which in these Provinces we have more to rely on, it is infinitely harder. In the earlier stages, before suitable gangs are got together or the people become accustomed to the kind of work, it would be impracticable to insist on what would ordinarily be a reasonable task—in fact, judged by Public Works standard, a very light task. The people, moreover, are prone to start with the idea that the State intends to give them a wage sufficient to ensure against the pinch of hunger, and in many cases they prefer to shirk the task and trust to the minimum wage.

This minimum wage has been a good deal referred to in the public papers as something barely sufficient to keep the recipients alive. Now, although $1\frac{1}{2}$ annas—the D. wage—with ordinary grain selling at $9\frac{1}{2}$ seers per rupee, may seem small for the individual, it often means for the family more than they can earn in ordinary seasons. Thus take the D. wage at present prices for :—

	A.	P.
An adult male	1	6
„ female	1	3
One child over 12	1	0
Two over 7	1	0
Say two dependants	2	6
Should the woman have a child in arms add	0	3
Annas	7	6

This is nothing uncommon, and 4 to 5 annas per day for a family is certainly common. From a great many "charges" comes the same report that the people are content with the minimum wage while shirking the minimum task.

It may be said that, where this short work is due to wilfulness or contumacy, the case can be met by the infliction of fines under sections 61 and 62 of the Famine Code, and this is provided for under section 30 of the rules lately drawn up, but penalties of the kind can only be inflicted with care and judgment and cannot safely be left to the discretion of subordinates. Fines could no doubt be enforced by the District Engineer, the Deputy Commissioner, or some thoroughly responsible officer, the workers being first duly warned, if one of these officers could personally investigate the merits of the case, but even then it would probably be found necessary to exempt the women, the children, and some of the more feeble persons who might otherwise be driven off the works. As a matter of fact, however, it is seldom practicable for these responsible officers to personally deal with the many cases of short work that everywhere arise, and though we are issuing some experimental orders, the infliction of fines, that shall not press too hardly and still be effective, is a task of greater difficulty to the officers in charge than any demand they make on the labourers.

Experience has shown, both in the North-West and these Provinces, that more effective results are obtained by operations carried out on a system of piece-work, intermediate between the *ordinary* and the more strictly *relief* work of the Famine

Code; and, further, that under proper regulations, such a system may satisfy all the requirements of a tract of country not acutely distressed, or as supplementary to the large relief works, even where distress has been actually declared. The results would not be merely "more effective" as regards the obtaining a better outturn of work done for money expended; but, save perhaps in the case of the more weakly ones, would be very often more acceptable to the workers themselves. Piece-work allows them to work at their own time, with their own gangs, does not necessitate all their women and children coming daily to the works, encourages a spirit of industry and independence, occasionally enables the workers to earn a little more, and, as many think, ensures more of the money spent finding its way to those for whom it is intended.

The suitability of such a system of piece-work was very distinctly set forth in the report of the Indian Famine Commission, Part I., paragraph 132, where the desirability of having at least optional piece-work is demonstrated. Two objections have been raised:—

(1.) *That it is not well suited to the more weakly.* For many of these relief must admittedly be either gratuitous or the task be merely a nominal one. In most of the districts of these Provinces, and on the bulk of the larger works made over to the Public Works Department, at least 90 per cent. of the people are perfectly fit to do a reasonable day's work, and such a day's work ought, in justice, to be insisted on. A light task and sufficient food will soon raise the remaining 10 per cent. to a similar standard. For the few who continue weakly, or are unsuitable for draft to the Public Works Department works, there remain the relief centres and the smaller works.

(2.) There is also the argument that *such a system may tend to push on work too quickly, possibly to the spending money on a vigorous construction of public works rather than confining the expenditure to the mere saving of life.* There is no good reason, however, why such should be the case, for it is not necessary to give out more funds for piece-work than required for expenditure on other forms of management, and the rate can be so regulated that it will only be accepted by those impelled by want. Looked at from the economical side, there is no question as to the advantage; a liberal rate goes direct to the workers, and the vast establishment that now comes between them and the treasury is enormously reduced.

In some districts of these Provinces, where it is very necessary to open relief works, where owing to the nature of the country large earthworks or large relief camps are equally impracticable, and where detailed supervision cannot well be given, piece-work seems the most hopeful form such relief can take. For example, in the hilly tracts of Balaghat, Mandla, parts of Chhindwara and Narsinghpur, &c., where the need for relief work is reported as urgent, where suitable employment can only be given on *ghat* roads, and where the construction of such roads will be of lasting value, the ordinary rules, either of the Famine Code or as laid down in the Public Works General Order, are unsuitable, and some modification must of necessity be made to suit the local conditions.

It is not possible on all these *ghat* roads to do without a certain amount of skilled labour, and it must not be forgotten that the present price of grain, combined with the stoppage of ordinary public works, is telling very hardly on the skilled labour, but there is a great deal in the way of jungle clearing, short embankments and cuttings, getting and carrying of stone, &c., on which unskilled labour can be usefully employed, and which, for the hill tribes, is more suitable than either earthwork or breaking metal.

Again, in the case of the more distant villages for which small relief works only are required, the establishment of such works would be greatly facilitated if a certain amount of piece-work could be given out.

I have attached to this note certain conditions that might be useful in the giving out of piece-work, based in part on similar orders issued in the North-Western Provinces, and suggestions made by Mr. Fraser, the Commissioner of Nagpur.

Conditions to be observed in giving out Piece-work.

Care must be taken in the selection of suitable men for piece-workers or gangers. Petty contractors, relatives of district officials, chaprassies, and men of such classes, should not be employed. Village headmen, or those accustomed to work themselves, would be suitable, and the gang should be encouraged to elect a headman or ganger of their own.

In any case the ganger must himself reside on the work, deal directly with the workers, and be prepared to divide a fixed portion of the rate paid with them. In giving out the work, this proportion should be specified and the workers informed of it.

All the unskilled labour must be obtained locally or be posted to the work by the Deputy Commissioner. If, in the opinion of the latter, or of the Sub-Divisional Engineer, it is necessary, the ganger must undertake to pay wages daily or twice a week as may be arranged by the Public Works "work agent," and no member of the gang shall receive a less wage than the famine rate prevailing at the time.

The gangers must make all the water supply and sanitary arrangements required by the "work agent" or medical officer in charge, and, where necessary, arrange for suitable hutting or shelter for the workers, which will be paid for in addition to the rate.

The gangers must submit to any check and inspection in regard to the treatment of workers which the Deputy Commissioner or the Public Works "work agent" may consider necessary to secure the fulfilment of these conditions.

Tools, such as *phaoras*, picks, stone-breaking hammers, &c., will be supplied by the Public Works Department, baskets and perishable stores by the ganger.

In view of the high price of food prevailing, and the condition in regard to the employment of all workers posted to the works, the ordinary Public Works Department rates may be enhanced by 25 per cent. or, in particular cases to be referred to the Divisional Engineer, up to 50 per cent., which is to include the finishing up and handing over of the work up to the usual Public Works Department standard.

A gang employed under this system should not consist of more than 200 workers, nor should a ganger be allowed to execute work to the value of more than Rs. 1,000 per month. On the other hand, a man who cannot carry out work up to the value of Rs. 200 per month should be discharged.

A sub-overseer or "work agent" with the assistance of a *Moharrir* will, as a rule, suffice for the charge of piece-work of this kind. The gang register will not be necessary, but Field Account Forms Nos. 3, 4, and 5 of the rules above referred to must be kept up, progress returns being submitted to both district and Public Works Department officers as relief works. For all other accounts the ordinary Public Works procedure would be followed, the heading "Famine Relief Accounts" being added.

Piece-work of this class would be additional to the four charges fixed for each district under section 5 of the rules for relief works. Parts I., VI., and IX. to XIV. of the rules inclusive would apply as they stand.

E. E. OLIVER.

January 22nd, 1897.

No. 70–715, dated Nagpur, the 1st February 1897.

From E. E. OLIVER, Esq., M. Inst. C. E., Secretary to the Chief Commissioner, Central Provinces, Public Works Department, to the SUPERINTENDENT OF WORKS, all EXECUTIVE ENGINEERS OF DIVISIONS AND SUB-DIVISIONAL OFFICERS, Central Provinces.

Famine Relief Works.

I am directed to forward copy of Circular No. 3–F.–77–I., dated the 24th December 1896, from the Government of India, drawing attention to the importance of exacting a full task at all stages of relief operations, and to impress upon you the absolute necessity of a steady endeavour to enforce the execution of such task.

2. It has appeared to the Chief Commissioner in some cases that it has been too lightly assumed that the exaction of a full tale of work for the wages paid is impracticable, and that officers have failed to make that earnest effort without which any high standard of economy is impossible. There is no reason, Mr. Lyall considers, why by the exercise of tact and patience a reasonable task, adjusted to the capacity of all workers, should not be insisted on. Any undue leniency in the case of persons not performing a full task is apt to set a very bad example to those workers who have previously done such a task, and discipline becomes impossible if any set of workers are favoured in this respect above others. Special attention is invited to Article 61 of the Famine Code, which empowers the *temporary* infliction of fines below the minimum

wage in case of contumacy; Article 62, which explains that fines are not to be inflicted for short work due to weakness; and Article 83, which explains what the penal ration is. It will be seen that by Article 80 (*c*) the officer in charge has to report weekly his action in the case of any failure to accomplish a full task. I am also to draw attention to paragraph 30 of the rules of General Order No. C.-498, dated the 26th December 1896, which deals with this matter.

3. I am also to forward, for information and as suggestions, correspondence in regard to the task work required from workers at Lakhnadon in the Seoni District, and the measures which have been authorised *experimentally* by the Commissioner at that place for dealing with short work. If you find it necessary to take any such action in the works in your $\frac{\text{division}}{\text{district}}$, you should do so in consultation with the Deputy Commissioner, and the result should be carefully watched and reported for the Chief Commissioner's information, with a full account of the action taken.

No. C.-14, dated Seoni, the 19th January 1897.

From F. C. ANDERSON, Esq., I.C.S., Commissioner, Jubbulpore Division, to the DEPUTY COMMISSIONER, Seoni.

I have the honour to forward a memorandum which I have drawn up on the subject of the experimental introduction of fines for wilful short work on the Public Works Department relief work near Lakhnadon, and to request that the result of the experiment may be reported in due course. It should be specially stated whether it drives any needy labourers off the work. In that case you can reduce the half task; but I believe that the half task can easily be done by reasonable industry.

No. C.-15, dated Seoni, the 19th January 1897.

Copy, with copy of memorandum, forwarded to the Chief Engineer, Central Provinces, for information.

F. C. ANDERSON,
Commissioner.

Memorandum dated the 15th January 1897, by F. C. Anderson, Esq., I.C.S., Commissioner, Jubbulpore Division, regarding the Public Works Department Relief Work (stone breaking) near Lakhnadon.

It has been found by experience that the relief workers do not attempt to perform a reasonable task. They expect to get a minimum wage for doing as little as they can, and are content to idle and receive that wage at the end of the day. There can be no discipline under such a state of affairs, and it is necessary to apply paragraphs 61 and 62 of the Famine Code in order to correct it. These provisions of the Code authorise the infliction of fines so as to reduce the wages below the minimum wage temporarily in cases of contumacy and wilful short work. I have consulted the executive engineer, Plateau Division, and the Deputy Commissioner as to what is a fair task on this work, and the following is fixed as such for a gang composed as shown below:—

	Cubic Feet.
20 men at 3 cubic feet per head - - -	60
50 women at two cubic feet per head - - -	100
10 children over 12 years at one cubic foot per head -	10
10 children under 12 years, carriers - - -	Nil.
90	170

It is considered that a gang of the class of labourers employed on this relief work (most of them being able bodied) can perform this task with reasonable industry, and if they perform it, they will earn the B. wage. It is also considered that if they perform less than one-half of it, they should be treated as having wilfully done short work deserving fine. It is necessary to ascertain experimentally what the effect of fine will

be, and the Deputy Commissioner is therefore authorised to warn the workers in each gang that unless they perform a task of 85 cubic feet, the men and women will be fined as follows :—

—	Present Wage	Wage after deduction of Fine.
	A. P.	
Men	1 3	9 pies.
Women	1 0	9 „

No fines will be inflicted on the children, nor will fines be imposed in the case of any gang which has been on the work for less than eight days. Five or six gangs may be at first selected and given two days' warning; if they fail to perform half the task on the third day, they will be fined. Five or six more gangs may then be selected and similarly warned and dealt with. Mr. Higgins will be at Lakhnadon, and he and the Sub-Divisional Officer should carry out these orders, reporting the result. They are issued experimentally, and may be modified by you in regard to the half task if that should be found excessive so as to drive needy labourers off the work.

No. 1269, dated Nagpur, the 27th February 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

With reference to the Chief Commissioner's telegram of the 8th February, asking for an additional grant of three lakhs of rupees for agricultural loans during the current year, I am directed to forward, for the information of the Government of India, copy of a letter No. 1027, dated 3rd February 1897, from the Commissioner, Nagpur Division, with its enclosures, containing an application by that officer for an immediate grant of Rs. 1,40,000 for the purchase of seed-grain in the Balaghat District. I am also to forward copy of Revenue Department No. 876, dated 13th February 1897, sanctioning this allotment. Since dealing with this matter the Chief Commissioner has visited Balaghat, and, after careful discussion with the local officers, is of opinion that the immediate requirements for seed-grain, especially in the ryotwari tracts where Government stands in the position of malguzar, have, if anything, been under-estimated, and he considers that a further grant of Rs. 20,000 to Rs. 25,000 will probably be found necessary.

2. As regards the balance of Rs. 1,60,000 which has not yet been allotted by the Chief Commissioner, I am to attach copy extract from Revenue Department letter No. 560, dated 30th January 1897, to the address of the Commissioner, Chhattisgarh Division, dealing with a representation by the Deputy Commissioner, Raipur, that an immediate grant of two lakhs of rupees was necessary for the purchase of seed-grain in that district. Although Mr. Lyall saw no sufficient grounds for sanctioning this sum on the inadequate data then before him, he was prepared to find that the Deputy Commissioner of Raipur would be able, after further inquiry and consideration, to make out a case similar to that made out for Balaghat, and that it would then be necessary to make the allotment asked for before the end of the current financial year. From the further information which has recently reached him regarding the circumstances of the Raipur District, the Chief Commissioner considers it indeed very probable that such a case may be made out.

3. As regards the precautions adopted to prevent the immediate consumption for food by grantees of money advanced for the purchase of seed-grain, I am to observe that for ryotwari tracts the seed will be purchased by Government and stored until it is needed for seed later on. In other cases, the Malguzars must be relied on in view of their own very strong interest in keeping their tenants together to devote the money granted to them to the purchase of seed for their cultivators. In previous similar cases it has been found that they can, with few exceptions, be trusted to do this, and no further precaution suggests itself to the Chief Commissioner for effecting this end.

No. 1027, dated the 3rd February 1897.

From the COMMISSIONER, NAGPUR DIVISION, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES, REVENUE DEPARTMENT.

I have the honour to forward copy of a letter No. 428, dated 25th ultimo, from the Deputy Commissioner, Balaghat, regarding the supply of seed for the kharif sowings in that district. In the course of my tour through Balaghat, I noticed the exhaustion of stocks. The urgency of the matter consists in this—that, if the present limited stocks are consumed, there may be insuperable difficulty in the way of procuring suitable seed, especially for the Behir Tahsil.

2. I discussed the matter fully with the Deputy Commissioner, Mr. Chitnavis, on his return from leave. I asked him, after giving the matter such consideration as was possible, to submit his views. The question is one which is surrounded with difficulties. These we discussed together; and the Deputy Commissioner's present letter is the result of that discussion. I agree generally in the views set forth by the Deputy Commissioner. The separate treatment of the question for malguzari and ryotwari villages seems necessary, and is in accordance with conclusions at which I had myself arrived.

3. Even in the more open parts of the Balaghat District, *i.e.*, in the Balaghat Tahsil, and even in the malguzari area where there is *primâ facie* good security for money, it will be very difficult indeed, I fear, for malguzars and tenants to obtain all the seed-grain they need. There are not many capitalists and mahajans to lend money or seed even in these tracts. A great deal of the advancing of seed has hitherto been done by the malguzars themselves. No doubt the "mahajans" and money-lenders who have hitherto advanced seed will be inclined to advance again this year so as to prevent their former advances from being irrecoverably lost. But, as I say, this only represents a small part of the business of seed advancing as usually carried on. And it represents a much smaller part of what will be necessary this year.

4. In the same way, malguzars will no doubt be found willing to advance seed to their tenants, not only to keep the land under cultivation, but also to enable them, as far as possible, to recover the advances made in vain last year, and in some cases for more than one year. But the malguzars themselves will have difficulty this year. They will have to buy seed. It will be necessary, therefore, to make large advances under the Agriculturists' Loans Act, 1884. The advances will have to be made soon so as to enable them to buy seed. I think also that they should be made to malguzars only, on condition that they distribute the seed among their tenants. This condition would be enforced by the immediate issue of severe coercive processes in realisation of the money if it was found to be misapplied.

5. In the ryotwari area the case is different. The facilities for the purchase of seed in Behir are much less than they are in the Balaghat Tahsil, and I doubt whether seed from Balaghat, Bhandara or Chhattisgarh would be found suitable in Behir. On this account, the case of Behir calls for exceptional treatment. But the necessity for exceptional treatment becomes much more apparent, when it is remembered that in the ryotwari area Government is itself the malguzar. The tenants have no one to look to in respect to seed unless Government comes to their assistance.

6. It seems to me that Government must arrange to supply the ryots, not with money, but with seed, and it must purchase this seed at once, or it will not be available. Men can eat imported grain; but, as I have said, it is doubtful whether they can with advantage sow imported seed. This year the lack of rice in Behir is unprecedented, and it is probable that no amount of money advanced under the Agriculturists' Loans Act will enable the tenants to sow their fields, unless the existing stocks are bought up at once. The impoverished and improvident tenants will not keep their grain for seed. They will eat it, I think; therefore that Government should buy up what grain there is in this land-locked tahsil, and store it for seed, leaving present necessities to be met by importation to the relief works. The Deputy Commissioner proposes to work this plan with the assistance of merchants from whom he will take good security. One of these merchants (Har Krishan Sao) is already assisting him in supplying grain for the relief works in Behir.

7. I support the Deputy Commissioner's proposals. * He estimates that advances, amounting to Rs. 1,40,000, will be required to meet the case of both the malguzari and ryotwari areas. I am bound to say that I think his estimate of cost of seed rather under the mark. Rupees 2 and Rs. 2–8 per acre are low figures to take for Balaghat and Behir, respectively, at the present rates for grain which are rising. It may be,

however, that less help will be required in the Balaghat Tahsil than the Deputy Commissioner anticipates. I am, in any case, disinclined to estimate for less than one lakh and a quarter. I would accept the Deputy Commissioner's figures. I have said enough to show the necessity for early orders.

No. 428, dated the 28th January 1897.

From the DEPUTY COMMISSIONER, BALAGHAT, to the COMMISSIONER, NAGPUR DIVISION.

In compliance with your letter No. C. 26, dated the 13th current, I have the honour to report as follows on the matter of seed-grain advances, and in this respect I would deal with the malguzari and ryotwari areas separately.

2. In nearly every village the year opened with so great a dearth of grain that some land was left unsown for want of seed, and there is no old grain now left in stock, except in perhaps a dozen villages. The malguzars have been unable to recover the advances made by them, and although their home farms have not suffered so disastrously as the tenancy area has, yet few of them have escaped with even moderate loss. The produce of their fields is barely sufficient for their own requirements. They have had, with few exceptions, either to borrow from money-lenders or obtain taccavi from Government, and both malguzars and tenants have equally lost credit. They are unable to obtain loans even at ruinous rates of interest, and unless substantially helped by Government will be totally unable to sow their lands in June. A liberal provision of taccavi is needed for the purpose, and to be of any use the loans must be given next month at the latest, as this year's produce is already been consumed, and after a month prices will rise considerably and grain will be procurable with great difficulty. The total area under rice in the malguzari area has been estimated to be 205,430 acres, and that under kodon and kutki 33,760 acres; total 239,190. For half of this seed will be procured by the malguzars and rich tenants without help from Government. No loans are required in the Bhadra zemindari, where the zemindar has promised to see the lands of his ryots sown. The other zemindars, with the exception of Mahipat Rao of Hutta, are bankrupt, and he, though free from debt, has no stock of grain nor money wherewith to purchase so large a quantity as would be required. Seed will thus have to be provided for at least 90,000 acres, the cost of which at Rs. 2 an acre would be Rs. 1,80,000. I would therefore ask you for an allotment of at least Rs. 1,00,000 for the said area. With a lesser allotment, nearly 30 per cent. of the cropped area will remain unsown.

It would be useless to give money to starving people and to expect them to buy grain and to keep it till seed time. I would therefore give loans to malguzars only and hold them responsible for the purchase of grain and its distribution among the tenants at seed time. The Land Record and Revenue staffs would be responsible for bringing to notice any misapplication of the money, and the fear of immediate recovery by coercive processes of the misspent amount would, I think, be a sufficient check on, and considerably minimize misapplication.

3. The case of the ryotwari area is different. There Government holds the position of landlord. The people are very poor. Owing to the last year's deficient harvest a very large amount of taccavi, Rs. 10,000, was doled out in these villages. Still some of the recipients of the advances were not able to obtain seed grain in exchange for the money. This year the lack of rice in the Baihar Tahsil will be unprecedented. With the exception of two patels no old stocks have been left. No amount of money distributed will enable the tenants to sow their fields. The little harvest that has been gathered will be consumed in about a month or two. Moreover, the tenantry are so improvident and impoverished that they will keep very little or nothing for seed purposes. The total area cropped under rice and kodo is in that tract 26,380 acres, the value of the seed required for which would be Rs. 65,950, at Rs. 2–8 an acre. About 11,000 acres out of the above would probably be sown without aid from Government, and for the rest provision will have to be made by Government. The amount required for the purpose would be Rs. 40,950, or Rs. 40,000 in round numbers. I would ask for an allotment to that extent for the ryotwari area.

4. The bulk of the seed required will have to be imported. I do not think that by any possibility more than Rs. 20,000 worth of rice can be purchased either in Baihar or the tracts round it, and the rest will have to be brought in from outside. Unless

this is done the land will remain fallow and another famine will follow next year. Private enterprise cannot be depended upon to get the land sown in June next. There are only a handful of poor Banias in the tract, and they cannot be expected to provide the seed. Whatever grain there is in the Baihar Tahsil can be brought in within the next month with tact, management, and dint of great energy, and the balance imported from the Bhandara district. Harkis and Sao of Balaghat and Balai Misar of Baihar are willing to assist me in the matter. I would advance them money for the purpose on adequate security, and have the requisite quantity of grain brought in and stored at convenient centres. Advances would be made to the ryots in grain. There is risk of loss of money in this, but it must be faced.

No. 876.

From the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, CENTRAL PROVINCES, to the COMMISSIONER, NAGPUR DIVISION.

I am directed to acknowledge the receipt of your letter No. 1027, dated the 3rd instant, forwarding copy of a letter, No. 428, dated the 25th ultimo, from the Deputy Commissioner, Balaghat, and, under the circumstances therein represented, to convey the sanction of the Chief Commissioner to an advance of Rs. 1,40,000, *i.e.*, one lakh for the malguzari and Rs. 40,000 for ryotwari villages, under the Agriculturists' Loans Act, for the purchase of seed grain in the Balaghat district.

2. I am to add that the seed to be purchased for ryotwari tracts should be stored by Government until sowing time, otherwise there seems a strong probability that it would be consumed as food.

EXTRACT of a LETTER, No. 560, dated the 30th January 1897, from the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces, Revenue Department, to the COMMISSIONER OF THE CHHATTISGARH DIVISION.

* * * * * * * *

In his seventh paragraph Mr. Lawrie discusses the question of agricultural loans for the purchase of seed and bullocks. He says that—

He is convinced that there is a real necessity for the grant of such loans on an extensive scale, and that this is the opinion of the most prudent and the best informed of the district officials as well as of landowners and cultivators.

Mr. Ganga Singh is of opinion that if Government does not grant money on loan under this head a considerable portion of the kharif area will remain unsown, and the distress will thus be prolonged into the ensuing year. Mr. Lawrie adds that "it is "imperative that money should be provided at once for loans, as now is the time to "buy," and he asks for a sum of two lakhs, to be given immediately in loans without interest for this purpose; and he concludes:—

If action is taken in this direction and contractors engaged to supply grain, there will be a considerable saving in the way of gratuitous relief, and confidence will be restored in the district.

All these statements are in the nature of assertions, and not of argument. The arguments against the Government undertaking the general supply of seed grain are stated in paragraph 10 of the notes of the Raipur Conference of the 21st November last, and Mr. Lyall does not perceive in what Mr. Lawrie writes a single argument on the other side. It may at once be conceded that if Government were to pay, in loans without interest, or even at the usual low rate of interest, for the supply of the seed required for the next rice harvest, the cultivators would prefer to get their seed in this way to getting it on usual terms from the village bania; but this they would do even in ordinary years. What has to be shown is that they could not get the seed from the bania on any reasonable terms, and that the customs which have prevailed for centuries as to the source of the supply of seed would in the present emergency break down. The bania lives by means of the people who cultivate for him. He has to make his profit out of the crops harvested, and it is reasonable to suppose that he will secure the existence of a crop by which he can live. If there is no crop, his business fails as much as that of the cultivator himself. Mr. Ganga Singh should be asked to explain the grounds of his surmise that without seed advances the full kharif area will not be sown.

At present the statement is unsupported by evidence. If any exists it should be brought forward.

For these reasons the Chief Commissioner cannot sanction any large and general expenditure by Government on the supply of seed without much stronger evidence of its necessity than Mr. Lawrie adduces. He considers that the grant of loans under the Agriculturists' Loans Act should be limited to cases where it is clearly shown that without such assistance the cultivator cannot obtain his seed or plough bullocks on any reasonable and customary terms, and where the banias exhibit a tendency to hold out for exorbitant conditions. This will necessitate an inquiry into every applicant's case, and it will be impossible to deal with the matter wholesale. It may, of course, be expected that the necessity for such advances will be more general in a year of pressure than in an ordinary year; but the principle applied should be the same in both. The statement that immediate action is necessary apparently rests upon the assumption that prices are likely to rise materially as the hot weather goes on. In the preceding paragraph reasons have been mentioned why this seems somewhat improbable, and it is certain that any large expenditure on the purchase of rice for seed grain by Government would have the effect of driving prices up. The allotments for the kharif sowings will be made in the usual way after the 1st April next. In addition to the other reasons for deferring them to a date nearer the time of sowing, the Chief Commissioner fears that if made now they would be misapplied, and that the grain purchased would be eaten instead of sown.

COMPILED from RETURNS published in the LOCAL GAZETTE.

Statement showing the Deaths registered from different Causes in the Central Provinces.

Year.	Cholera.	Small-pox.	Fevers.	Dysentery and Diarrhœa.	Injuries.	Other Causes.	Total Deaths.	Remarks.
1893 - -	557	1,602	169,918	13,001	5,031	73,034	263,143	
1894 - -	7,043	1,500	238,551	16,880	5,362	84,270	353,606	
1895 - -	15,506	6,644	221,418	20,316	5,827	79,426	349,137	
1896 - -	52,985	7,747	280,760	29,882	6,391	90,704	468,469	

No. $\frac{722}{110-2}$ F., dated Calcutta, the 3rd March 1897.

From T. W. HOLDERNESS, Esq., C.S., DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA,
to the CHIEF COMMISSIONER OF THE CENTRAL PROVINCES.

SIR,

I AM directed to acknowledge the receipt of Mr. Priest's letter No. 841, dated 11th February 1897, submitting proposals for the substitution of a modified system of piece-work in certain areas for relief works on the task system prescribed by the provincial Famine Code.

2. You would try the experiment not only in parts of the Province which are not acutely distressed, but also in portions of acutely distressed districts where in the opinion of the Deputy Commissioner and Commissioner, the condition of the labourers is not so reduced as to make its application dangerous. You state that, having now visited most of the distressed districts, you are strongly impressed (1) by the generally good and robust condition of the persons coming on the works, and (2) by the difficulty of securing anything approaching an adequate task from the workers. You recommend the plan suggested by your Chief Engineer as the best mode in many cases of employing famine labour, and of securing an adequate return for the wages paid. And you also urge that the connecting portions of the roads now under construction by relief labour, between the low country and the plateau, must either be done by piece workers, or else omitted from the present famine relief programme.

3. Since Mr. Priest's letter was despatched, you will have seen from the circular letter,* and its enclosures, that the principles which underlie the relief works system,

* No. $\frac{16}{104-1}$ F., dated February 1897.

COMPILED FROM RETURNS PUBLISHED IN THE LOCAL GAZETTE.

Statement showing the Monthly and Annual Death-Rates in the Central Provinces.

Y.		MARCH.				APRIL.				MAY.				JUNE.				JULY.				AUGUST.				SEPTEMBER.				OCT
95.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.
84	53·27	27·70	40·40	43·13	43·38	25·71	40·42	42·89	63·64	25·84	41·13	43·56	71·61	27·52	28·65	33·64	72·03	31·86	30·82	38·25	78·40	32·71	45·02	65·27	97·69	32·61	48·69	75·44	98·68	35·75	63·03
99	54·47	24·07	33·50	34·72	64·86	25·46	37·30	34·09	115·63	25·61	49·86	40·21	74·74	27·64	33·24	32·73	66·52	29·74	28·89	43·56	81·59	33·35	39·10	50·53	126·66	35·45	44·41	54·43	138·09	36·49	55·10
79	74·99	28·73	31·44	29·50	32·96	27·42	38·91	38·37	63·42	25·20	55·74	46·81	40·44	21·67	40·44	34·41	55·05	24·03	28·87	29·50	59·55	29·63	47·01	30·19	98·53	29·15	43·90	37·03	103·24	34·48	50·18
39	57·08	26·78	36·91	38·45	48·14	25·91	39·25	39·54	79·11	25·67	46·06	43·07	67·59	26·63	31·90	33·49	67·69	29·98	29·94	38·44	76·36	32·41	43·57	55·30	107·18	32·91	46·65	63·07	111·17	35·77	58·61
71	35·05	28·22	35·24	37·87	42·94	35·43	49·60	45·66	82·88	32·69	46·45	51·56	51·60	26·80	34·61	32·94	41·46	28·39	28·09	35·05	53·36	31·94	36·44	40·25	90·83	34·90	41·77	57·80	97·38	38·29	52·92
65	39·04	24·49	51·23	32·56	35·96	28·84	54·08	35·41	80·73	21·84	48·29	29·33	47·05	20·07	31·84	31·98	37·89	32·92	33·68	56·50	41·95	34·13	48·52	118·13	88·60	43·58	55·91	96·55	77·68	59·01	56·63
04	55·79	22·50	69·84	33·22	50·76	24·60	59·92	47·91	42·86	22·68	50·76	45·71	37·19	20·77	34·43	41·49	25·84	26·11	28·05	38·61	25·43	30·56	38·20	48·00	46·12	36·37	42·83	65·04	52·75	41·01	52·13
71	82·41	19·38	91·82	53·89	64·91	25·24	51·66	48·25	61·49	22·31	38·00	55·08	54·80	20·85	21·89	38·69	23·98	25·86	21·19	51·87	32·56	40·00	47·48	92·52	59·26	44·83	59·05	79·06	64·77	35·42	49·15
18	47·56	24·63	55·85	36·87	46·19	29·41	54·13	44·35	56·13	25·96	46·24	45·43	46·30	22·74	32·60	36·07	33·82	28·41	28·60	42·74	39·67	32·71	39·74	65·67	72·69	38·36	47·09	70·85	75·25	43·50	53·10
50	34·86	19·76	55·60	34·36	38·79	29·79	45·87	33·77	41·88	27·73	38·79	38·49	45·87	25·96	21·97	26·69	21·83	33·77	24·47	35·39	26·10	36·88	54·42	51·47	37·02	39·97	44·98	43·36	37·02	30·53	27·58
04	46·08	21·50	75·82	33·27	56·32	21·27	97·84	39·39	49·90	20·61	36·57	36·24	37·20	17·00	27·46	31·89	21·72	21·76	27·29	40·66	20·64	31·41	47·78	68·65	32·79	35·64	52·80	82·98	35·05	40·80	47·34
44	47·19	22·84	65·33	30·15	58·40	23·26	63·81	31·53	45·36	23·51	34·36	32·70	62·11	18·77	23·83	26·58	42·25	26·69	31·57	31·53	32·81	34·36	67·63	48·64	41·15	43·23	63·42	62·22	43·41	46·52	55·22
62	34·15	20·88	28·64	24·11	43·24	23·50	41·43	27·12	53·86	24·44	44·44	27·19	105·61	22·49	26·41	27·15	69·04	27·19	20·62	31·20	59·26	32·92	25·44	48·03	87·94	38·51	35·31	57·06	70·72	38·55	35·08
33	37·30	20·93	33·17	24·72	43·17	20·58	33·84	22·10	59·58	20·51	41·41	25·07	80·30	23·16	33·27	25·78	113·22	27·01	27·45	24·26	106·15	33·45	36·56	35·82	140·31	34·40	37·83	40·24	108·23	38·26	45·40
72	33·75	16·68	22·41	19·82	29·58	20·60	49·15	21·26	36·81	26·58	56·79	29·74	45·58	22·54	28·93	25·83	34·31	26·39	25·14	25·23	45·92	32·15	38·25	38·60	70·37	31·30	36·19	40·10	75·91	31·21	34·94
28	39·16	20·43	44·45	26·51	45·28	22·20	55·29	28·24	48·56	23·46	42·96	30·44	65·70	21·13	27·70	27·33	54·59	26·23	26·14	30·58	51·99	33·03	43·17	47·70	73·35	36·68	44·66	55·32	65·92	38·48	42·50
32	30·14	19·82	26·07	24·15	32·30	20·47	62·02	26·25	33·78	23·47	40·38	38·[illegible]	37·56	18·59	24·09	33·62	23·65	22·92	25·46	30·22	22·62	31·39	34·28	45·63	40·89	32·63	38·27	48·64	43·81	31·27	37·30
07	40·47	19·32	52·84	35·15	47·60	20·51	51·33	33·22	49·53	22·34	34·74	37·[illegible]	43·64	17·48	24·61	27·08	19·03	19·14	23·43	25·70	26·81	27·41	51·19	36·34	44·79	32·90	60·80	48·59	38·06	37·21	43·03
39	55·47	21·94	88·88	33·44	72·15	20·03	65·56	34·27	76·19	22·42	37·42	36·04	46·37	14·55	24·07	28·44	23·98	20·33	24·88	29·07	35·17	31·07	53·44	49·21	45·26	39·54	70·47	61·97	47·30	49·07	54·45
27	38·11	22·07	33·41	21·96	42·84	21·71	43·05	25·81	37·94	23·78	29·36	37·88	68·89	18·95	20·58	53·57	31·95	20·36	20·23	37·47	26·75	28·76	33·68	43·29	33·85	33·15	39·46	39·93	36·59	36·25	43·20
90	39·26	20·52	45·39	29·23	45·85	20·69	54·98	29·60	46·48	23·02	35·65	37·58	48·00	17·67	23·43	35·31	24·17	20·75	23·55	30·29	26·89	29·51	42·46	42·82	41·20	33·96	50·70	47·27	40·97	37·13	44·13
19	29·85	19·70	18·99	20·75	32·24	26·02	23·14	18·87	33·64	37·25	40·54	22·69	54·57	30·68	34·55	25·45	71·76	36·09	29·57	24·67	45·95	31·98	38·31	31·93	49·88	26·05	43·79	34·63	40·93	28·12	43·17
30	41·67	17·28	21·29	20·94	29·73	22·84	25·51	20·49	28·12	25·34	30·91	25·23	73·86	23·51	30·99	24·89	86·75	26·73	27·64	24·60	51·91	25·73	36·10	35·59	57·16	24·35	43·41	37·50	42·45	24·19	31·77
05	40·15	26·12	31·38	30·20	35·27	29·30	34·65	24·67	29·86	26·43	39·26	26·80	26·71	20·19	32·61	25·47	25·07	20·06	24·12	20·53	31·90	26·58	37·62	24·21	48·84	20·99	31·31	24·33	34·06	16·91	23·86
45	35·43	22·29	21·70	22·30	31·88	25·47	25·74	20·33	31·20	31·56	37·11	24·19	56·65	26·63	33·05	25·26	69·45	30·44	28·03	24·00	45·74	29·03	37·46	31·94	52·15	24·68	41·70	33·97	40·36	25·08	41·70
99	41·72	22·20	39·83	29·28	42·43	24·33	45·60	30·61	48·32	26·14	40·[illegible]	[illegible]	[illegible]	[illegible]	29·31	31·08	48·49	26·71	26·82	31·80	44·53	30·96	40·18	46·31	63·27	32·70	44·83	51·25	59·61	35·20	46·86

N.B.—This statement gives the *annual* death-rate per mill[illegible] which will be found for November and December 1895 in the Statement at p.

with its task-work and its provision of employment for all comers irrespective of their efficiency as workers, have been under the consideration of the Governor-General in Council, and that rules have been laid down to guide local Governments in determining when distress may be appropriately relieved by offering employment on the piece-work or petty contract system, and when nothing short of relief works under the strict letter of the Famine Code will meet the case. The Government of India think that these rules will enable you to decide for yourself the cases in which Mr. Oliver's proposals may be applied, and they do not wish to further fetter your discretion. On the other hand, the rules have been settled after very careful consideration, and it would be premature at present to revise them.

4. It appears to the Goverment of India that some such plan as that proposed by your Chief Engineer may be very properly tried in the first class of districts mentioned in Mr. Priest's letter, namely, districts in which distress is not acute. As regards the second class of districts, namely, those in which distress is acute, the decision would mainly turn on the point whether considerable numbers of the labourers seeking employment are inefficient or not. The labour of women and children is not, *ipso facto*, inefficient, but it is efficient only for certain classes of work. If the general condition of the relief workers is robust, and if the women and children are not in excessive numbers, the petty piece-work or intermediate system could probably be tried without danger under watchful supervision. If these conditions do not prevail, then piece-work would fail to provide employment and wages for the persons in greatest need of relief, and it would become dangerous.

5. The particular question of including the ghât portions of the roads in the relief work programme, and of executing them by piece labour, should be decided by you with reference to Rules 1 and 2 of the principles. If these sections of the roads lie in localities where the intermediate system is a suitable form of relief, and if on them relief workers can be suitably employed, there is no reason why they should not be taken up. If these conditions are not fulfilled, and if the only ground on which the immediate completion of the sections can be justified is that the rest of the roads will be otherwise of little use, the Government of India would be obliged to say that they should be excluded from the relief programme.

I have, &c.
T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

No. $\frac{723}{110-2}$ F.

Copy of correspondence forwarded to the Public Works Department for information.

By order,
T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

No. C.–386, dated Camp Jubbulpore, the 16th March 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department, Calcutta.

I am directed to submit, for the information of the Government of India, consolidated monthly Famine Statements A. and B. as prescribed by section 16, IV.–VII. of the Central Provinces Famine Code for the month of February for all districts of the Central Provinces which are affected by scarcity.

A memorandum by the Commissioner of the division summarising the main facts in each of the affected districts is also forwarded for each division, as well as copy of a letter from the Commissioner, Nerbudda Division, which accompanied the memorandum for his division.

Maps coloured to show the affected areas are also forwarded for each district.

2. With reference to these reports and statements, I am to observe that relief measures in the Jubbulpore and Nerbudda Divisions are, the Chief Commissioner believes, now fully organised, the arrangements made there being fully adequate to meet any probable development of distress. In these divisions, it will be observed, the harvest operations have caused a substantial decrease of the numbers coming on Government for relief. This decrease is, however, likely to be temporary only, and much of the labour now engaged on harvesting will doubtless return to the relief works when the spring crops have been fully gathered in.

In the Nagpur Division there is, Mr. Lyall thinks, some cause for anxiety as regards the Balaghat District, where distress has recently been developing very rapidly, and where the Deputy Commissioner has been in weak health and unable to control the arrangements for famine relief with the necessary energy and attention. The Chief Commissioner has, on these grounds, found it necessary to transfer this officer to a lighter charge, and to replace him by an officer better fitted to stand the strain of responsibility for a heavy famine district.

The Chief Commissioner visited this district towards the end of February, and the whole situation there is now under his careful consideration.

3. In the two districts of the Chhattisgarh Division which are affected by scarcity (Raipur and Bilaspur) distress is, as was to be expected in tracts so largely dependent on one crop (rice), developing very rapidly now that the small outturn of the autumn harvest has been consumed. The circumstances of each district have recently been very fully considered by the Chief Commissioner on the spot in consultation with the local officers, and he trusts that the scheme of relief which has now been matured will prove adequate to meet any probable development of the situation there.

4. As regards details, it will be observed that the number of deaths reported to be due to privation in the Jubbulpore District for the month of January was large (2,708). These, however, include, it will be seen from the Commissioner's remarks, a large number of deaths of wanderers from Native States and from the North-Western Provinces. The Government of India are aware that the northern parts of this district have long been subject to the invasion of such famine-stricken persons from outside, and that the method of dealing with such immigration has been one of the chief difficulties of the situation there. According to the latest information received more energetic measures are now being taken in the Baghelkhand States for the relief of distress within their borders, and the Chief Commissioner hopes that the difficulties caused by immigration will decrease.

5. In paragraph 2 of your letter No. $\frac{749\ \text{F.}}{26\text{–}9}$, dated the 6th instant, a request was made that the result of the inquiry into starvation deaths in Bilaspur, referred to in paragraph 6 of the memorandum by the Commissioner, Chhattisgarh Division, forwarded with my letter No. 975, dated the 17th February 1897, should be submitted to the Government of India with the reports for this month. The inquiry is, however, I am to say, not yet complete, but the Commissioner of the Division has been asked to have it completed both for that and the following month as soon as possible. As soon as it is received it will be forwarded to the Government of India. The Commissioner, Chhattisgarh Division, has also been instructed to arrange for a more precise record of starvation deaths in the Raipur District.

Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, the 27th February 1897.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Number on Relief Works on last Day of Month.					Number on gratuitous Relief.	Price of One or more principal Food Grains in Seers per Rupee.				Monthly Death Rate. January 1897.	Deaths due directly or indirectly to Privation.
					Class A.	Class B.	Class C.	Class D.	Total		Wheat.	Rice.	Jowari.	Gram.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
	Sq. Miles.		Sq. Miles.												Per mille.	
Jubbulpore	3,948	748	2,853	498	976	9,177	—	44,410	54,563	24,518	10½	10	—	11½	107·04	2,708†
Saugor	4,007	592	4,007	591	97	6,781	—	17,018	23,896	13,673	8	7	—	10	63·13	425
Damoh	2,831	325	2,000	200	567	3,221	—	10,783	14,571	7,164	8	8	—	10½	64·12	195
Mandla	5,056	339	5,056	339	—	—	—	20,300	20,300	6,004	8	8⅛	—	10	46·44	174
Seoni	3,198	371	1,766	200	88	4,127	69	2,212	6,496	2,024	10½	9½	11	—	63·	59
Total Jubbulpore Division	19,040	2,375	15,682	1,828	1,728	23,306	69	94,723	1,19,826	53,383						
Nagpur	3,832	758	524	243	18	923	—	337	1,278	1,228	9⅜	9⅜	11⅞	—	21·98	24
Bhandara	3,968	742	2,350	430	—	7,135	—	7,959	15,094	4,241	10	10	12½	—	41·70	21
Balaghat	3,164	383	1,500	230	130	5,757	—	4,461	10,348	4,466	8	8	—	—	57·36	233
Chanda	10,749	697	2,052	104	32	965	—	1,693	2,690	392	8¾	9 15/16	11⅜	—	26·76	2
Total Nagpur Division	21,713	2,580	6,426	1,007	180	14,780	—	14,450	29,410	10,327						
Hoshangabad	4,594	530	3,794	361	—	18,830	—	1,379	20,209	6,381	9½	—	11½	11¼	33·2	85
Narsinghpur	1,916	367	1,916	367	61	8,729	—	5,191	13,981	6,457	9	—	11	11⅛	78·07	396
Nimar	3,928	285	3,928	285	—	159	—	33	192	518	8½	8	10½	10½	38·88	42
Chhindwara	4,630	407	2,549	164	—	6,954	—	137	7,091	2,812	9⅜	—	10¼	10 1/16	29·52	11
Betul	3,824	323	2,868	149	—	12,037	—	2,063	14,100	2,500	9	—	10	9	43·47	7
Total Narbudda Division	18,892	1,912	15,055	1,326	61	46,709	—	8,803	55,573	18,668						
Raipur	11,724	1,584	4,027	710	—	3,001	—	13,856	16,857	4,852	10	10	—	—	32·52	25
Bilaspur	8,341	1,164	8,341	1,164	—	11,056	—	956	12,012	6,019	10½	9	—	9½	37·08	478
Total Chhattisgarh Division	20,065	2,748	12,368	1,874	—	14,057	—	14,812	28,869	10,871						4,885
Grand total	79,710	9,615	49,531	6,035	1,969	98,852	69	1,32,788	2,33,678	93,249						

Children and dependants who do no work should be shown in column 11 under "gratuitous relief." If they do any work they should be entered under Class D. (Column 9).

N.B.—Columns 15 and 16.—Any observations that it may be necessary to make respecting the extent to which increase in mortality is due indirectly or directly to famine should be included in the "Remarks" page appended to statement A.—*vide* overleaf.

If particulars to fill columns 15 and 16 cannot conveniently be submitted for the month under report in the first half of the month following, then these columns should be left blank and a separate mortality statement referring to the month previous to that dealt with in Statement A. should be submitted.

This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

Foot-note.— 8,101 persons employed on small works started from private funds in the Bhandara District.
15,955 persons employed on malguzaris tank works in the Balaghat District.
20,328 employed on local works started by Deputy Commissioner and by malguzars with the help of famine loans in the Raipur District.

* The Deputy Commissioner doubts the accuracy of this figure. It is being verified.

† In Jubbulpore all deaths, due to any kind of sickness, in poor-houses, or relief centres, are included.

Monthly Famine Statement B. for the Four Weeks ending 27th February 1897.

District.	Maximum Number for whom Relief is is estimated to be required in case of serious Famine	Number for whom Relief was provided in last Programme of Relief Works (*i.e.*, Average Daily Number for Three Months).			Number for whom Relief can be provided by Works remaining on Programme on date of Report (*i.e.*, average daily number for Three Months) (*a*).		Expenditure since April 1st, 1896.(*b*)			Advances since April 1st up to end of Month under(*c*)			Revenue suspended.
		Date of Last Programme.	On large Works (P. W. D. Schedule A.)	Others.	On large Works (P. W. D. Schedule A.)	Others.	Date up to which Account is made up.	Rupees omitting 000*s*.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000*s*.
								On Relief Works.	On gratuitous Relief.	Rupees omitting 000*s*.	Rupees omitting 000*s*.	Rupees omitting 000*s*.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.
Jubbulpore	1,12,000	1st December 1896	1,43,500	No sanctioned programme.	1,23,300	90,000	27th February 1897	326	64	4	—	74	352
Saugor	59,000	Do.	1,48,500		1,31,300	Nil.	Do.	114	42	1	—	30	112
Damoh	39,000	Do.	1,02,950		98,200	7,000	Do.	74	14	—	—	95	284 (remitted).
Mandla	40,000	Do.	1,52,500		1,44,300	4,000	Do.	95	4	—	—	15	33
Seoni	23,000	Do.	1,10,500		1,07,500	5,000	Do.	30	1	9	—	21	46
Total Jubbulpore Division	2,73,000		6,57,950	—	6,05,100	1,06,000		639	125	14	25,000‡	235	
Nagpur	37,000	22nd November 1896	25,700	—	24,300	—	27th February 1897	25	9	32	—	15	Nil.
Bhandara	30,000	5th February 1897	23,000	6,000	14,500	8,000	Do.	67	4	26*	—	28	—
Balaghat	60,000	28th January 1897	24,400	4,000	20,200	4,000	Do.	32	11	89	—	30	98
Chanda	—	—	23,600	—	23,600	—	Do.	8	—	—	—	8	—
Total Nagpur Division	1,27,000		96,700	10,000	82,600	12,000		132	24	147	1,50,000‡	81	
Hoshangabad	50,000	1st February 1897	49,000	2,400	39,600	1,200	27th February 1897	168	5	—	—	—	66
Narsinghpur	30,000	6th November 1896	49,000	—	46,900	—	Do.	77	12	2	—	27	Nil.
Nimar	97,500	19th November 1896	35,500	—	30,200	—	Do.	5	1	½	—	3	3 (remitted).
Chhindwara	19,000	16th December 1896	32,000	2,376	40,500	2,000	Do.	23	3	—	—	10	Nil.
Betul	19,000	6th November 1896	51,600	—	38,200	—	Do.	46	2½	1½	—	8	—
Total Narbudda Division	2,15,500		1,73,000	4,776	1,95,400	3,200		314	23⅓	4	20,000‡	48	
Raipur	50,000	4th December 1896	73,150	1,200	65,600	1,200	27th February 1897	47	7	* 71	—	30	Nil.
Bilaspur	50,000	12th February 1897	26,100	7,600	25,200	7,100	Do.	24†	5	* 14	—	14	Nil.
Total Chhattisgarh Division	1,00,000		99,250	8,800	90,800	8,300		71	12	85	—	44	
Grand total	7,15,500		10,26,900	23,576	9,73,900	1,29,500		1,156	184⅓	250	1,95,000	408	

* Out of this amount 16 have been transferred to Famine Takavi. † Besides this 47 was spent in Pandaria Zamindari from the Estate Funds. ‡ District figures have not been reported yet.

(*a*) Some relief works will have been more or less exhausted since the last programme, and others will have been provided for entry in the next programme. The net result should be shown in columns 6 and 7.

(*b*) The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

(*c*) The total expenditure incurred and the advances made during the financial year previous to that to which the report and statements under submission belong should be stated in a foot-note.

This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

SUMMARY of the REMARKS in the DISTRICT REPORTS to accompany MONTHLY FAMINE STATEMENTS A. and B. (JUBBULPORE DIVISION) for February 1897.

1. *Private Relief.*—A public meeting at which the Commissioner presided was held in Jubbulpore on the 13th February for the purpose of electing gentlemen to represent the Jubbulpore Division on the Central Provinces Provincial Committee, Indian Famine Charitable Relief Fund. At this meeting the objects to which subscriptions raised in aid of this fund may be legitimately devoted were explained, and a District Committee was appointed for the Jubbulpore District. The Deputy Commissioners of other districts have been since asked by the Executive Committee of the Central Provinces Branch to arrange for the appointment of District Committees in their respective districts.

In the town of Jubbulpore the work (referred to in my summary for January) of relieving persons of the respectable classes from funds previously raised continues; so does the work carried on by the members of the Theosophical Society. In the Murwara Tahsil (Jubbulpore District) about one-half of a local charitable fund of Rs. 1,021 was devoted to clothing paupers.

In Saugor the subscriptions to the Famine Relief Fund now amount to Rs. 3,435 in all. The sum reported last month was Rs. 2,800.

In Mandla a portion of the Lyall Reception Fund is being devoted to the support of respectable persons who are unwilling to make their want public. Small works and children's kitchens have been opened and are maintained by the Church Mission Society at their Mission Stations in the interior of the district.

2. *Poor-house Relief.*—The following is a comparative statement of the number of the poor-houses in the division and of their population at the end of January and February respectively :—

District.	Number of Poor-houses.		Number of Inmates.	
	End of January.	End of February.	End of January.	End of February.
Jubbulpore	5	5	4,341	2,470
Saugor	5	5	3,182	3,701
Damoh	4	4	1,516	1,269
Mandla	2	2	290	404
Seoni	2	2	546	621
Total	18	18	9,875	8,465

The number of poor-houses remains unaltered.

The decrease of the population in Jubbulpore is partly due to the return to Rewah, by arrangement with the Political Agent, of paupers belonging to that State, and partly to the departure of recovered paupers to the harvesting. In the Saugor District the increase has occurred mainly in the poor-house at head-quarters.

The fluctuations in the three other districts are not very striking.

3. *Village Relief.*

(*a.*) *Relief Centres.*—The following is a statement of the number of relief centres open at the end of February with details of the relief afforded :—

District.	Number of Centres.	Number of Persons.	
		Relieved gratuitously.	Employed on Works at the Centres.
Jubbulpore	19	2,919	16,610
Saugor	8	504	90
Damoh	1	Not stated.	Not stated.
Mandla	17	653	3,283
Seoni	8	340	1,042
Total	53	4,416	21,025

Four new centres, with local works attached, were opened as a temporary arrangement in the Murwara Tahsil of the Jubbulpore District in order to meet a rush of applicants for relief who could not be provided for at once on the existing Public Works Department relief works. At other centres drafts were made to the nearest Public Works Department relief work. Transfers have also been made from the relief centres to the village relief lists. The general result is that the numbers gratuitously relieved at relief centres in this district have fallen during the month of February from 3,286 (the January figure) to 2,919, and the numbers employed on work thereat from 30,353 to 16,610.

In Saugor the number of relief centres is the same; the number relieved at them has declined.

In Damoh Abhana appears to be the only place corresponding to the relief centre in other districts, *i.e.*, a centre managed by a local committee. Local works carried out by the Deputy Commissioner with a paid officer in charge render separate relief centres unnecessary in this district.

In Seoni a new centre has been opened at Korai on the Seoni-Nagpur road, which is much frequented by travellers.

In Mandla the number of centres remains unaltered, but the numbers relieved at them have increased very considerably.

(*b.*) *Relief of the People in their Homes.*—The Deputy Commissioner of Jubbulpore writes that there are, it is believed, very few villages of his district to which this class of relief has not been extended, and that the village relief arrangements generally are now adequate. It has been found necessary to add largely to the numbers on the original registers. The number shown as relieved in their homes in the Jubbulpore district, according to the latest return, is 13,103, but the correctness of the figure is doubtful. It appears to be too high.

In the summary for January I stated that the best progress in extending this form of relief had been made in the Saugor district, but subsequent information showed that this was only true in regard to the Khurari and Saugor Tahsils, the arrangements in the Banda and Rehli Tahsils being backward. By this time, however, village relief has, the Deputy Commissioner reports, been extended to all parts of the district, with the exception of a few villages in the two last-named tahsils. The number returned as relieved at the close of February is 5,716 against 6,656 at the close of January. Why the number should have decreased is not apparent. It has recently been found necessary by inspecting officers to add to the lists, and persons who are now inmates of the poor-houses will in some cases come hereafter on the village relief lists.

In the Damoh District the number of persons relieved in their homes is estimated at 5,000. Village to village relief, the Deputy Commissioner writes, is now progressing under a regular system of inspection. In another report he states that some cases of misappropriation by those entrusted with the distribution of funds have been discovered. I was recently on tour for a few days in the south of the district, and in the villages in which I made inquiry the paupers on the list stated, without exception, that they received their money dole regularly from the Mukaddam. I did not find any case on the registers which should not have been brought on them, but in some cases names had been omitted of persons entitled to relief. The arrangement made in Damoh is that they should be paid so much daily (*e.g.*, 5 pice a day for a man) and not given a weekly or larger allowance by the Mukaddam. The payment of a daily rate is a protection against mistake or fraud, and has been adopted in the Jubbulpore District also.

The organisation of village relief was a matter of special difficulty in Mandla, but it has been completed by final check of the original lists. The number on the village registers is only 670 as against 1,326 entered in the original lists. The Deputy Commissioner says:—

"In this connexion the very important factor that 550 are being relieved gratuitously at relief centres should not be forgotten. They went to the centres before village relief was fully organised, and, I think, are much happier there with their able-bodied relatives working than they would have been all alone by themselves at home. The officials have been told to grant the relief in a liberal spirit, and I am issuing orders now to offer to those who are being gratuitously relieved at relief centres the option of returning to their villages and being relieved there. Every facility will be offered to those who choose to go back."

The Deputy Commissioner of Seoni reports that village relief was brought into operation during the month, that he has examined its working in both tahsils of the district, and that the result is satisfactory.

4. *General Character of Relief Work*—(*a.*) *Public Works Department Relief Works.*—The numbers on these works at the end of January and February respectively are shown below:—

District.	Workers.		Dependants.	
	End of January.	End of February.	End of January.	End of February.
Jubbulpore	25,727	22,793	5,739	5,162
Saugor	24,222	23,706	2,286	3,643
Damoh	7,364	6,076	427	1,314
Mandla	12,224	15,949	793	4,574
Seoni	3,304	4,284	382	1,059
Total	72,841	72,808	9,627	15,752

In the Jubbulpore District the number of workers exceeded 31,000 on the 6th February, but has since declined owing to the commencement of harvest operations. There has been a similar increase during and a decline towards the end of the month in the other districts. The large increase of dependants in Mandla is due to previous incorrect classification.

Arrangements have been made for establishing a third subdivision in Jubbulpore, and a second in Saugor. In the former district six new "charges" have been opened, viz., one on the Great Northern road, three on the Mirzapur road, at Jhinjri, Teori, and Chaka, one on the Murwara-Barhi road, and one on the Chaka-Bijoraghogarh road. The main object was to provide for the increasing number of applicants for work in the Murwara Tahsil. In the Saugor district three new charges have been opened, viz., a second charge on the Saugor-Rahatgarh road, a second charge on the Saugor-Cawnpur road and a charge on the Khimlasa, Besahri-Etawa road.

In Damoh the number of charges, viz., 4, remains unaltered. In Seoni a new charge has been opened on the Seoni-Balaghat road, making three charges in this district.

In Mandla the number of charges, viz., 4, is the same, but proposals for opening additional charges are under consideration. Cholera broke out in the Shahpura and Tikaria relief camps in this district. Most of the Shahpura workers went to the Chabi relief work on the Mandla-Dindori Road.

The attack of cholera at Tikaria subsided, and numbers, which had fallen, began to rise again.

(*b.*) *Local Works under the District Officer.*—The numbers employed (excluding dependants) at the end of January and February respectively are shown below:—

District.	End of January.	End of February.
Jubbulpore	28,683	15,160
Saugor	425	108
Damoh	11,559	8,485
Mandla	1,004	1,068
Seoni	838	1,170
Total	42,509	25,991

The Jubbulpore figure for February includes about 6,000 persons employed on the Jubbulpore Municipality. The decrease of numbers in this district and in Damoh is due to the counter attraction of harvest operations. The rabi harvest is unusually early this year. In Saugor a tank has been begun by the Court of Wards (Dhana Estate) in the village of Phuller. The local works in Mandla are for the reception of recovered paupers from the poor-houses. Those in Seoni consist chiefly of minor improvements in ryotwari villages.

(*c.*) *Famine Loan Works.*—In Jubbulpore loans aggregating Rs. 41,875 have been sanctioned, of which Rs. 11,344 were paid out during the month under report. The

works are only now being started. No loans have as yet been granted in Saugor and Damoh. In Mandla Rs. 1,900 have been loaned to two Malguzars. In Seoni Rs. 4,780 have been paid out. Jubbulpore and Seoni are the only two districts in which any readiness to take up these loans has hitherto been displayed.

5. *Physical Condition of the People.*—The Deputy Commissioner of Jubbulpore writes as follows :—

"During the month I made a short tour in the Sehora Tahsil, and a longer one in the Murwara Tahsil, seeing altogether 11 works and nine relief centres. The condition of the people on works or in their neighbourhood is good in Jubbulpore and Sehora, and fairly good in Murwara. There are not now many wanderers to be met with. Immigration from Native States has been checked, and the people now on the move are mainly the regular harvesters. There are bad cases in the poor-houses and relief centres, but the worst have now been collected there. In the villages the condition of the people varies with the proximity of works or centres; in the very distant villages it is bad, but the extension of village relief is gradually improving it."

The Deputy Commissioner of Saugor says :—

"On the whole the physical condition of the people is fairly good. Some weakly specimens are to be met with in poor-houses and among persons receiving gratuitous relief in their villages. But even here instances of extreme emaciation are rare, and, speaking generally, I have observed that the worst specimens in poor-houses are persons who have wandered into the district from outside, chiefly from Native States. The condition of the people on relief works is decidedly good."

"I think it may be confidently said that the measures taken for the relief of distress have now reached every corner of the district. Instances of emaciation are now rare, even in the most affected parts."

The Deputy Commissioner of Damoh writes :—

"The physical condition of the people on the relief works in the south is much better than of those in the north of the district. The poor-houses contain a considerable number of emaciated people whose recovery is unlikely."

In a recent report (*vide* this office No. 2564, dated 3rd instant) in which I referred to my recent inspection of most of the relief works in this district, I said of two Public Works Department relief works in the northern half of the district, that I found a considerable number of workers on them in a reduced condition, of a third Public Works Department relief work (further south) that with very few exceptions, the workers were in good condition, and of five local works in the southern portion of the district that there were some infirms, also some in reduced condition (chiefly Chamars and Basores), and at one work I noticed not a few children in a more or less emaciated condition, but that the physical condition of the workers, generally on these local works, was fair to good and better all round than that of the workers on the Public Works Department relief works in the northern portion of the district.

The Deputy Commissioner of Mandla says :—

"Those at poor-houses and relief centres are, as a rule, quite feeble and emaciated. Of course they improve gradually there, but many of them succumb to the privation they endured before reaching these institutions. Here the per-centage of such emaciated persons is, generally speaking, 75. The health of those working on Public Works Department relief works is generally very fair indeed, and per-centage of emaciation is very low. This is exactly what it should be, as weakly persons are always kept in the relief centres till they gather strength, when they are drafted to Public Works Department works. The condition of the people in distressed tracts is not very bad, and cases of emaciation, though met with, are not frequent."

The Deputy Commissioner of Seoni (Mr. Robertson) says :—

"On the three Public Works Department works, all of which I have inspected, I was impressed with the generally good physical condition of the labourers. Only at the Bamhori camp on the Seoni-Balaghat road, was it possible to see any considerable number of weakly persons. About 40 or 50 emaciated people were being fed from the kitchen attached to the camp. At the Purwa camp on the great Northern road near Lakhnadown, the labourers appeared in good condition. On the day of my visit, over a third of people on the works had gone away for a holiday to a fair which was being held in the neighbourhood. This is a sign that at any rate they were not in very reduced circumstances. On the Ghansore road work it was scarcely possible to find

among 2,000 persons employed, any one who did not look in good health and condition.

"During the month of February there was only one death on the works, although the number of the labourers had risen to over 2,500 in the third week of February. This speaks for itself as to the physical fitness of the workers. At the relief centres it is of course possible to see a considerable number of emaciated persons. But these are being fed and cared for, and so far as I have been able to learn, the police are very zealous in bringing all starving wanderers to such centres.

6. *Mortality-deaths from Starvation, &c.*—The mortality figures for the month of *January*, are reported as follows:—

District.	No. of Deaths.	Death-rate per Mille per Annum.	
		Exclusive of Towns.	Inclusive of Towns.
Jubbulpore - - - -	5,807	86·19	107·04
Saugor - - - - -	3,313	54·73	63·13
Damoh - - - - -	1,740	—	64·12
Mandla - - - - -	1,313	—	46·44
Seoni - - - - -	—	—	63·

The death-rate has fallen in Saugor, Damoh, and Mandla, and risen in the two other districts.

In Jubbulpore the death-rate which had been gradually falling from September to December last, when it was 60·00, has suddenly sprung up to a very high figure. The increase is most marked in the Murwara Tahsil, and in the town of Murwara, where there was very great mortality in the poor-house, as to which the Civil Surgeon writes that "if the admissions could only be seen, it would not be wondered at, as most of "them are stragglers from Native States, and are thoroughly exhausted on arrival." The immigration into the Murwara Tahsil of destitute persons from Native States, who came to our relief centres or were admitted into the Murwara Poor-house, accounts, I think, to a great extent for the exceptionally high mortality in the Murwara Tahsil. But there is also a very marked rise in the mortality in the Jubbulpore and Sehora Tahsils which it is difficult to account for except at such places as Sehora and Panagarh which are situated on the great highway for travellers to the South. The Civil Surgeon notices that the mortality is highest in circles where there are relief works or relief centres, which appears at first sight to be a paradox. But it is to these places that those in need of relief repair and the mortality must necessarily be higher among persons of this class than among those who are in no need of relief. Then it must be remembered that in many cases it is not food only that those who have suffered from privation require, but medical treatment and nursing. Attention has been paid to medical arrangements, and a special officer is in charge of them, but even with the best arrangements the nursing of the sick in outlying localities by strangers or even by their own friends must always leave much to be desired.

In Saugor the death-rate has fallen steadily from month to month since October, and the same is the case in Damoh. The death-rate has been lower in Mandla than in any other district for four months past.

Cholera appeared in Jubbulpore, Saugor, and Mandla, but the number of deaths was not large.

The following is a statement of the deaths reported to be directly or indirectly due to the famine:—

District.	Due to Starvation.	Accelerated by Privation.	Total.
Jubbulpore - - - -	Not distinguished.		2,708
Saugor - - - - -	Nil	425	425
Damoh - - - - -	9	186	195
Mandla - - - - -	8	166	174
Seoni - - - - -	30	29	59

The following is the distribution of the 2,708 deaths reported by the Jubbulpore police :—

Residents of the Station House Circle - - -	374
Wanderers - - - - -	257
Died in poor-houses - - - - - -	875
Died at relief centres or on relief works - -	1,202
	2,708

Out of the 2,708, 1,401 or more than one-half are reported from the Murwara Tahsil; and I find that the return includes 31 deaths from cholera on relief works. The figures apparently include all deaths due to sickness of any kind in the poor-houses or other places of relief, an interpretation of the expression "indirectly due to famine," which goes a little beyond the mark.

In January no deaths from starvation were reported from Saugor, but the Deputy Commissioner has since reported two deaths for that month, one of a boy deserted by his mother, and the other of an unknown wanderer. No deaths from starvation have been reported in February. The 425 deaths shown above as accelerated by privation, represent the total number of deaths from all causes in the poor-houses.

Of the 186 deaths returned as accelerated by privation in Damoh, 108 occurred in the poor-houses.

Of the eight deaths reported to be due to starvation in Mandla, in six cases the deceased is reported to have been ill for some days before death, and it is not clear that death was due to actual want of food. Of the deaths returned as accelerated by privation, 93 occurred in the poor-houses.

Of the 30 deaths ascribed to starvation in Seoni, 21 were travellers. The 29 deaths under the head "accelerated by privation," occurred in the poor-houses.

7. *Food Stocks.*—The Deputy Commissioner of Jubbulpore writes that food stocks appear to be generally sufficient for present requirements, and that inquiries have shown that the stocks in many parts of the district are larger than was thought to be the case a month ago.

The Deputy Commissioner of Saugor reports that there has been no complaint hitherto of insufficiency of food grain, and that he does not apprehend any insufficiency in the future.

The Deputy Commissioner of Damoh describes the food stocks as "fairly sufficient."

The Deputy Commissioner of Mandla writes that "food stocks are running short in "the interior of the district, especially in tracts far remote from relief works and "centres," while "the ordinary trade is keeping pace in replenishing the stocks at relief works and centres."

The Deputy Commissioner of Seoni writes :—"Food stocks are sufficient. The very "rich harvest of the Haveli tract has afforded temporary relief to great numbers of "people from the affected areas. On all the roads labourers can be seen going and "coming in the direction of the Haveli. Large numbers are now returning with "small stores of grain to their homes."

The following is a statement of the retail prices (in seers per rupee) of the chief staples at the head-quarters of each district at the end of the months of January and February respectively :—

District.	Wheat.		Gram.		Common Rice.	
	January.	February.	January.	February.	January.	February.
Jubbulpore - - -	9	10½	11	11½	9½	10
Saugor - - -	8	8	10	10	6½	7
Damoh - - - -	8	8	10	10¾	8	8
Mandla - - -	9	8	10	10	8	8½
Seoni - - - -	10	10½	11¼*	11*	9½	9¼

* Price of jowar.

Prices have fallen a little in Jubbulpore; elsewhere there has practically been no movement. I think that there is some cause for anxiety as to the efficiency of food stocks between the present time and the early autumn harvest, when the *rabí* harvesting is already begun and prices are still so high. It is to be hoped that a

substantial fall will take place by the time the *rabí* harvesting has been completed here and in Northern India.

8. *Importation of Grain.*—In Jubbulpore the imports by railway during the month of February amounted to 60,571 maunds, chiefly of Burma rice, and the exports to 22,980 maunds. In Saugor the imports were less than 600 maunds, the exports (chiefly of jowar to the Jhansi district) being 11,500 maunds. I am informed that railway communication between Saugor and Damoh is expected to be established during the hot weather to be suspended again in the rains. Mandla and Seoni are unconnected with the outer world by railway.

9. *General Condition and Prospects of Affected Areas.*—The general prospects of the *rabí* harvest as described in the summary for January are unaltered. The prevailing distress has been greatly alleviated for the time being by the extensive measures of relief in operation, and the beginning of the *rabí* harvesting has temporarily drawn away large numbers from the relief works. It is feared, however, that many of those who have flocked to the harvest will find themselves disappointed, for the area to be reaped is much below normal—the employment which harvesting can afford is proportionately diminished. Malguzars and cultivators will not employ more outside labour than they can possibly help, and the agricultural wage (in kind) which reapers and gleaners can earn is only one-half or less than one-half of what it was before the bad seasons began. Harvest savings will therefore be small. Much will depend on the mohwa crop and the extent to which the prices of food-grains fall by the time the *rabí* harvest is over. When it is over a large influx of labourers on the relief works is expected.

10. *Changes in the Rate of Wages.*—In Jubbulpore, Saugor, and Damoh wages continue to be calculated on the basis of 10 seers to the rupee. The rate in Mandla, eight seers, has also remained unaltered. The subject is not noticed in the Seoni report, but I have not heard of any change.

11. *Railway Works.*—The numbers employed on the Saugor-Katni extension have decreased as shown below. Labourers have been drawn away by the harvesting.

	30th January.	27th February.
Jubbulpore	8,784	3,692
Saugor	11,975	8,510
Damoh	9,080	8,918
	29,839	21,120

12. *General Remarks for the Division—(a.) Situation of the Division in regard to famine.*—The following is a comparative statement of the numbers relieved at the end of January and February respectively :—

	30th January.	27th February.
	Numbers relieved.	Numbers relieved.
(1.) Public Works Department relief works	72,841	72,808
(2.) Relief works under civil officers, including local works at relief centres	78,187	47,016
A.—Total relief works	151,028	119,824
(3.) Gratuitous relief in poor-houses	9,875	8,465
(4.) All other kinds of gratuitous relief, including dependants on Public Works Department works.	22,495	44,834
B.—Total gratuitous relief	32,370	53,299
Grand total of A. and B.	183,398	173,123

As regards (1), the net result of the establishment of new charges and the drafts from relief centres on the one hand and of the harvest attraction on the other is that the total number of workers is practically unchanged.

Under (2) the decrease is due to harvest attraction and the drafts from relief centres to Public Works Department relief works.

Under (4) the increase is due to the larger numbers on village relief and to the greater number of dependants on Public Works Department relief works. The latter increase is partly due to change of classification in the returns.

There are small differences between the totals shown under A. and B. above and those shown in columns 10 and 11 of the Divisional Famine Statement A. appended hereto. This is due to slight differences between the figures of the last weekly famine reports for Saugor and Damoh (from which I have taken the figures for the above table) and those given in the monthly Famine Statement A. for those districts.

(*b.*) *Measures taken to organise and complete Measures of Relief.*—The chief point to be noticed is the completion in all districts of the village relief organisation. The establishment of additional Public Works Department charges in Jubbulpore, Saugor, and Seoni, and the proposal to establish new charges in Mandla, have been already referred to. I was on tour in Damoh during the latter half of the month of February, and discussed with the Deputy Commissioner the question of the new works to be taken up in the hot weather, with special reference to the possibility of providing suitable employment in the rains. A separate memorandum which I drew up on the subject has been submitted to the Chief Commissioner. I referred in the summary for January to the strengthening of famine establishments by the deputation to famine duty in this division of certain officers of the Police and Forest Departments and of two officers of the Indian Medical Service. Mr. Sharp, of the Educational Department, and two Staff Corps Subalterns have since been similarly deputed to famine duty in the division. In Damoh two additional Tahsildars have been appointed for special famine duty.

(*c.*) *Prospects of the Division in regard to the Scarcity.*—In addition to the remarks made in paragraph 9 *supra*, I have only to repeat the observation made in my summary for January, that no permanent alleviation of the distress can be expected until the early rain crops are gathered.

Nagpur Division.

1. *Private Relief.*—There were only two private poor-houses in existence during the month of February as against five in the preceding month. These two institutions are located in the Umrer Tahsil of the Nagpur District. Rs. 3,000 were raised by private charity at Umrer, of which Rs. 43 were spent in affording relief to some 16 persons daily against 62 in January. One of these poor-houses is maintained from the sum of Rs. 500 specially set apart for the purpose by the late Atmaram Marwari, who was a resident of Umrer. The other is being maintained and looked after by some of the principal residents of the village of Bhiwapur. A subscription of Rs. 15 made by officials in Ramtek Tahsil helped in distributing gram to the resident paupers of that town. The Zamindar of Baila (in Balaghat) has continued to feed destitute wanderers at his own cost.

2. *Poor-house Relief.*—The number and locality of poor-houses have been the same as in the preceding month, viz., two in Nagpur, four in Bhandara, and three in Balaghat. As stated in the last report, both the poor-houses in Nagpur, two in Bhandara, and two in Balaghat, are maintained from private subscriptions and donations; but they are regarded as Government poor-houses for the reason that they are under Government supervision and are worked on the lines of the Famine Code. The number of inmates of all the poor-houses has risen from 2,341 to 3,116 (viz., Nagpur 937, Bhandara 787, and Balaghat 1,392). The increase is due partly to the diminishing demand for field labour and partly to the rule against beggars going wandering about the city and civil station being more strictly enforced. The subscriptions during the month towards the support of the Nagpur poor-houses amounted to Rs. 2,036. The total expenditure on all the poor-houses is reported to aggregate Rs. 6,091.

3. *Village Relief.*—An additional relief centre was opened (at Lalbara) in the Balaghat District. There are now in all four such centres against three in the month of January, and the number of persons relieved there is 74.

Fifteen *pardanashin* women were relieved at their houses in Balaghat, where the necessity for this kind of relief is beginning to be felt. In this district also Rs. 2,953 have been distributed among Mukkaddams through Revenue Inspectors and Tahsildars, and the number of persons relieved in this way is said to be 422 men, 285 women, and

446 children. Eight Revenue Inspectors are also employed on this work in Bhandara, where village-to-village relief appears to be becoming necessary.

The circumstances of the Nagpur district have not yet rendered it necessary to establish relief centres or village-to-village relief. The Deputy Commissioner, Chanda, reports "village relief commenced in Ambagarh Chauki, Panaharas, Gewardha, and Koracha. No details to hand."

4. *General Character of Relief Works, Nagpur.*—Of the four relief work camps, the Dighori Camp was closed on the 6th February owing to no more metal being required by the Public Works Department in that vicinity. The neighbouring relief camps remained open. The following table shows the number employed at each camp at the close of the month, as compared with those at work at the end of January :—

Camp.	Tahsil.	Number employed at close of February.	Number employed at close of January.
Boregaon	Nagpur	605	306
Madhoba	„	368	385
Digori	„	—	309
Umrer	Umrer	305	268
	Total	1,278	1,268

Arrangements have been made to start metal collection as a relief work at Mansar on the Great Northern road to relieve distress that is beginning to be felt in Dongartal Pargana. No local works were carried out; neither were any famine loans made, nor any new works—Public Works Department or otherwise—opened during the month.

Bhandara.—The same Government relief works (as in the previous month) under the Public Works Department have been in progress, viz. :—

	Number employed at end of January.	Number employed at end of February.
Tumsar-Rampaili, No. 1	1,471	2,663
„ No. 2	1,494	
Amgaon-Lanji	5,862	2,088
Gondia-Arjuni { Gondia end	3,366	2,447
Arjuni „	2,901	1,735
Total	15,094	8,933

In addition to these, 3,420 persons were relieved gratuitously on the works on 27th February, as against 1,462 at end of January.

Two hundred and sixty private works are reported to have been in progress during the month giving employment to over 8,000 persons, as shown below :—

Tahsil.	Number of Private Works.	Number employed on last Day of February.	Expenditure during the Month.
			Rs.
Bhandara	118	3,203	5,335
Tirora	106	3,731	5,910
Sakoli	36	1,167	2,580
Total	260	8,101	13,825

Out of the total expenditure Rs. 4,081 are reported to have been met from takavi, and Rs. 460 from Court of Wards Funds; the balance of Rs. 9,284 was defrayed from private sources. Rs. 55,000 have been allotted for famine loans.

Balaghat.—The following works under the Public Works Department were in progress during the month:—

	Number employed at end of February.	Number employed at end of January.
1. Lalbarra-Rampaili road	6,554	1,884
2. Balaghat-Baihar road, Sections I. and III.	2,549	1,834
3. Bakhari-Kona tank	740	471
4. Mohagaon tank	505	—
Total	10,348	4,189

In addition to these, 3,000 persons were fed gratuitously. Work on the first section of Balaghat-Baihar road has been completed and closed. No. 4 was transferred during the month by the Deputy Commissioner to the Public Works Department.

The amount allotted for famine loans is Rs. 95,000, and for ordinary loans Rs. 17,000. The Deputy Commissioner has given out in all Rs. 89,267 up to the end of February, of which Rs. 18,523 were advanced by him during the month. About 16,000 persons were reported to be employed on malguzari tank works on 27th February.

Chanda.—The relief works here consist of the construction of Nandgaon-Chauki Panabaras road, about 30 miles construction and repairs of works. No details are forthcoming.

5. *Physical Condition of the People, Nagpur.*—Cases of genuine emaciation are extremely rare, and those which do exist are of wanderers from distant places beyond the districts. With these exceptions, the physical condition of the people in receipt of gratuitous relief and those on works and in distressed tracts is generally good.

Bhandara.—All the relief works and poor-houses were inspected either by the Deputy Commissioner, Extra Assistant Commissioner, or the Civil Surgeon. Throughout the distressed area, and on the relief works, the condition of the people is fairly good, but cases of emaciation are becoming more frequent. These latter are said to be confined entirely to people who, although they were able to work, have obstinately refused to leave their houses.

Balaghat.—The general condition of the people on the works is good, but the new arrivals are not infrequently weak and emaciated. The Deputy Commissioner states that "the condition of the people in the distressed areas is getting worse." There has been great difficulty in getting people to move on to the works, but they are coming much more freely now.

Chanda.—The people are in fairly good condition. The Deputy Commissioner, who has just completed a tour through the distressed area, reports, however, to have seen traces of emaciation in some of the villages.

6. *Deaths from Starvation, Nagpur.*—Twenty-four persons are reported to have died from the effects of privation as against 30 in the preceding month. Of the former, three deaths occurred in the poor-house at Kamptee. Cholera broke out in Nagpur poor-house during the month, and 10 inmates fell victims to it. Cases of small-pox are rare. The figures for the previous month are as follows:—

Number of Deaths.		Mortality Rate per 1,000 per Annum.	
Inclusive of Towns.	Exclusive of Towns.	Inclusive of Towns.	Exclusive of Towns.
1,641	1,038	25·98	23·68

Bhandara.—The Deputy Commissioner has not submitted a detailed statement in prescribed form as the figures for February are not yet available. In January, 21 deaths were caused by starvation against 31 in December. The mortality statement appended to Deputy Commissioner's report shows that there were 2,590 deaths from all causes against 2,578 in December, the rate for the month being 3·48 per mille.

Of the above, 146 deaths were due to cholera. Deducting this latter figure, the death rate is 3·29 per mille per mensem.

Balaghat.—Two hundred and thirty-three deaths are attributed to starvation against 167 in the previous month. Of the former number, 202 occurred in the Balaghat poor-house. These were mostly new admissions received in a very weak state. The deaths were directly due to diarrhœa. The total number of deaths from all causes was 1,267 in the Balaghat Tahsil, and 471 in Baihar. These give a ratio of 4·31 and 5·26 respectively per mille.

Chanda.—Two deaths from starvation are reported, one being a man from Raj-nandgaon, who died on his way to Chauki, the other occurred in Mul.

7. *Food Stocks.*—In Nagpur and Bhandara food stocks are generally sufficient, and there is at present no reason to apprehend that private trade will fail to replenish them when exhausted. In Chanda, the food stocks, though greatly reduced, are for the present adequate. In Balaghat prices are rising steadily. The stocks were reported to be insufficient, and this is causing anxiety.

8. *Importation of Grain.*—

	Imports.	Exports.
Nagpur - - - -	1,02,377	22,975
Bhandara - - - - -	41,869	14,057

The exports from Nagpur were made chiefly to Berar, Wardha, and Nimar.

Balaghat.—Rs. 6,000 worth of grain is said to have been imported for the Baihar works.

Chanda.—Imports, 313 maunds; exports, 1,700 maunds towards Berar and Bombay.

9. *General Condition and Prospects of Affected Area.*—There is a slight increase of distress in Dongartal and Kondhali in the north-east and north-west, respectively, of the Nagpur District since the cessation of field work in those tracts. Arrangements have been made to open relief works (1) at Mansar for the Dongarthal tract, and (2) near Katol for the Kondhali tract. Takavi works are affording sufficient relief in the less affected areas in the south of the district. In Bhandara the affected area has been increased by 50 square miles, but it is feared that severe distress will prevail in Rampaili pergana as soon as the harvesting of the *rabi* crops there is completed. This will bring up the seriously affected area of the district to 650 square miles with a population of 2,10,000. Distress is likely to increase in the northern half of the Bhandara Tahsil and the south-east portion of the Takoli Tahsil, but the people in these parts will find sufficient employment on private works.

In Balaghat the condition and prospects of the affected area have become worse. The acuteness of the distress is much more marked, and the numbers coming for relief have suddenly and largely increased. Scarcity of food is reported in the affected area of the Chanda districts, but all possible relief is being afforded by the opening of tank works.

10. *Changes in Rates of Wages.*—There has been no material change in Nagpur, Balaghat, and Chanda. In Bhandara wages were paid on the basis of rice at 10 seers per rupee on all works up to 20th February, when the rate had to be raised to 9½ seers on all works except the Arjuni end of the Gondia-Arjuni road.

11. *State of Crime.*—Grain and cattle thefts are reported in Nagpur, Balaghat, and Chanda. On the whole, crime is on the increase, owing to prevailing high prices.

No. 292 C., dated the 11th March 1897.

From L. K. LAWRIE, Esq., I.C.S., Commissioner, Nerbudda Division, to the CHIEF SECRETARY TO THE CHIEF COMMISSIONER, Central Provinces.

With reference to paragraph 5 of Revenue Department letter No. 313, dated 19th January last, I have the honour to forward herewith consolidated Statements A. and

B. for the Hoshangabad, Narsinghpur, Betul, and Nimar districts of the division (with the district reports) for the four weeks ending on Saturday, the 27th ultimo. I also send the prescribed memorandum. The Chhindwara statements have not yet come to hand.

2. The month was remarkable for a falling off in the number of relief workers, as the following figures indicate :—

District.	Number on Relief Works on 30th January.	Number on Relief Works on 27th February.	Difference.
Hoshangabad	30,907	20,209	— 10,698
Narsinghpur	17,958	13,981	— 3,977
Betul	10,747	14,100	+ 3,453
Chhindwara	7,090	7,091	+ 1
Nimar	558	192	— 366
	67,260	55,573	— 11,687

It will be observed that the falling off occurred principally in the districts of Hoshangabad and Narsinghpur. The fall in Nimar is due to the closing of two road works, the Burhampur-Lalbag and the Harsud roads. In Chhindwara the total number of workers had reached 8,000 in the middle of February, so that here, too, there was a decline. In Betul, on the other hand, the number of workers has increased. The explanation of the facts seems to be that a considerable proportion of the workers in the Hoshangabad and Narsinghpur districts are cultivators, and many of these left the works in order to reap their crops. In Chhindwara and Betul there are fewer cultivators, and more persons—chiefly Gonds and Korkus—who have no *rabí* crops to reap. Probably when the mohwa crop is ready for gathering the Chhindwara and Betul districts will show a relatively larger decline in the number of workers than the other districts.

3. The next most noticeable feature is that while the number of workers declined the number of dependants and non-working children *increased*, *vide* the subjoined statement :—

District.	Number of Dependants, &c. on 30th January.	Number of Dependants, &c. on 27th February.	Difference.
Hoshangabad	5,409	6,381	+ 972
Narsinghpur	3,466	3,444	— 22
Betul	872	1,636	+ 764
Chhindwara	832	1,419	+ 587
Nimar	127	79	— 48
	10,706	12,959	+ 2,253

That a decrease of over 10,000 workers in the Hoshangabad district should be accompanied by an increase of nearly 1,000 in the number of dependants of workers is singular. So is also the fact that the withdrawal of nearly 4,000 workers in the Narsinghpur district occasioned only a reduction of 22 in the number of dependants. The conclusion is inevitable that in these districts there has been fraud in the matter of dependants. In fact, the Deputy Commissioner of Hoshangabad reports that he has discovered that on one work, the Pabai-Bagra road, children have been *borrowed* by workers in order that the latter may obtain the money dole of one pice per non-working child. With a view to stopping this practice I have ordered the discontinuance of many payments to dependants (other than children at the breast) on all works, the issue of cooked food from kitchens established on the works being substituted therefor.

4. Another form of fraud which was brought to my notice is the claiming of a subsistence wage under Article 54 of the Famine Code by persons representing themselves to be applicants for labour, but who in reality make an easy livelihood by repeated applications of the kind. I have ordered the abolition of this allowance, and the substitution of the plan of giving free meals to applicants for labour who are obviously so much reduced by privation as to be unable to set to work at once.

5. The poor-house population has declined slightly, the greatest reduction being in the Narsinghpur district.

District.	Number of Inmates of Poor-houses on 30th January.	Number of Inmates on 27th February.	Difference.
Hoshangabad	624	545	— 79
Narsinghpur	2,142	1,805	— 337
Betul	239	304	+ 65
Chhindwara	308	299	— 9
Nimar	61	105	+ 44
Total	3,374	3,058	— 316

Some of the inmates of the Narsinghpur and Hoshangabad poor-houses have been drafted on to relief works. In Narsinghpur, too, a certain number of inmates were discharged on their own applications, to allow them to go and find employment as reapers.

6. The number of persons relieved at relief centres has fallen from 2,223 to 1,808. Figures for the Hoshangabad district are not forthcoming. In Narsinghpur the fall is from 1,594 to 884. The "relief centres" in the Chhindwara Jaghirs, which show a rise from 623 to 896 in the number of persons fed, are really distributing centres for ordinary village relief. The organisation of village relief is complete in Narsinghpur, Betul, and Chhindwara, where the numbers so relieved were as under :—

District.	30th January.	27th February.	Difference.
Narsinghpur	276	324	+48
Betul	449	388	—61
Chhindwara	241	198	—43
Total	966	910	—56

7. The physical condition of the inhabitants of the distressed areas presents the same features. Good general condition on road works other than roads which pass through the southern forests of the Nerbudda Valley, and poor condition of the mendicants admitted to poor-houses. In the poor-houses of the Narsinghpur district the death-rate is high on this account.

8. The prospects of the *rabi* are estimated at from 6 to 8 annas in Narsinghpur, from 5 to 6 annas in Hoshangabad, and at barely 4 annas in Nimar. In Betul and Chhindwara the outlook is better. The prospects of mohwa crop are generally reported to be fair.

9. The number of relief works open in the division was 14 in December, 18 in January, and the same number in the month under report. Two additional road works, the Temri-Barkuch and the Harda-Sadhalpur-Dekhna roads, were opened in the Hoshangabad District, and two roads were, as already stated, closed in the Nimar District. The number of adult males at work on the latter, when they were closed, was only 15 (at Burhanpur) and 18 (at Harsud). The number of poor-houses (10) remained unchanged.

10. The principal increases taken during the month for the relief of the people or for the improvement of measures of relief already adopted were as follows. The arrangements for village relief in the Betul District were completed by placing eight circles in charge of Revenue Inspectors and appointing Forest Rangers to be Circle Inspectors for forest villages (Deputy Commissioner, Betul's No. 996, dated 23rd February). The village lists (or "registers of poor") of the Hoshangabad Tahsil were finally checked and passed, and payments are about to be made. Similar lists were drawn up for the jungly tracts of the Nimar District. The securing to villagers of their fair share of the mohwa crop was the subject of a proposal from the Deputy Commissioner, Chhindwara, in regard to the enforcement by Government of the provisions of Wajib-ul-arz on the subject (Deputy Commissioner's No. 173 C., dated 5th February), and I issued orders to all Courts of Wards that their tenants were to be treated liberally in this matter (No. 233 C., dated 24th February). Rules were issued for the guidance of district officers in the management of *orphanages* (this office

No. 150 C., dated 2nd February). As already stated, the issue of cooked food was ordered in substitution for money doles to dependants on relief works (this office No. 2192, dated 24th February). The supervision of relief works was facilitated by the posting of two staff corps officers to the Hoshangabad and Narsinghpur Districts, respectively, by the authorisation of inspections by District Superintendents of Police, Extra Assistant Commissioners, and selected Tahsildars (this office, No. 201 C., dated 11th February), and by the appointment of two additional Tahsildars to relieve the Tahsildars of Narsinghpur and Gadawara. The desirability of making a small money allowance to Kotwars in the Hoshangabad and Narsinghpur Districts was brought to the Chief Commissioner's notice in this office No. 2142, dated 25th February.

11. So far the price of the staple food (juari) has fallen slightly in Narsinghpur and Hoshangabad, while in Betul and Chhindwara a rise has set in, caused, it is said, by exports to Nagpur (and Khandesh). Owing to the small area sown with *rabi*, it seems unlikely that the *rabi* harvest of this division will appreciably affect prices. With the completion of the harvest the situation will be much as before. The mohwa crop will slightly relieve the pressure in some of the relief works for a time.

Nerbudda Division.

1. *Private Relief—Hoshangabad.*—No details given as to the expenditure and number of persons relieved. There is a private kitchen at Pachmarhi supported by subscriptions of the residents, and another at Harda.

Narsinghpur.—Total number relieved 120 at cost of Rs.200-2-3. Rai Bahadur Seth Tikaram feeds needy persons in the town of Narsinghpur.

Betul.—Nil.

Chhindwara.—This is still confined to the municipal town of Chhindwara, where 118 persons are in receipt of relief, as compared with 116 on the 30th January. The recipients are persons whose caste prevents their availing themselves of the more public forms of relief. The funds are subscribed as required by the wealthier residents of Chhindwara and deposited with a local banker.

Nimar.—There is a children's kitchen at Burhanpur supported by voluntary contributions. Rupees 274-8-0 were subscribed in February. Children fed numbered 121.

2. *Poor-house Relief:*—

District.	Number of Poor-houses.	Locality.	Number of Inmates.	
			On 30th January.	On 27th February.
Hoshangabad	2	Hoshangabad	624	545
Narsinghpur	3	Sohagpur		
Betul	1	Narsinghpur	2,142	1,085
Chhindwara	2	Gadarwara		
Nimar	2	Gotegaon		
		Badnur	239	304
		Chhindwara	308	299
		Amarwara		
		Khandwa	61	105
		Burhanpur		
Total	10	Total	3,374	3,058

No new poor-house was opened during the month.

3. *Village Relief.—Hoshangabad.*—Every station-house and outpost is a relief centre. Village relief still being organised. Arrangements complete for Hoshangabad Tahsil.

Narsinghpur.—Twenty-one relief centres (police stations and outposts). Number gratuitously relieved at these centres on 27th February was 884. Number of persons relieved *at their houses* 324.

Betul.—One relief centre (at Shahpur relief work). Number gratuitously relieved there 19. Number of persons relieved at *their homes* 388, so far as returns received show, but all returns not to hand.

Chhindwara.—Fifteen relief centres (in Jahagirs). Number gratuitously relieved at these centres 896. Number of persons relieved *at their homes* 198.

Nimar.—One relief centre at Harsud. Number relieved there 9. Village relief, nil. Lists are being prepared.

4. *Relief Works.*—The changes this month were :—

(1.) The closing of two roads, Burhanpur-Lalbag and Harsud, in Nimar.

(2) The opening of two roads, Temri-Barkuch and Harda-Sadhalpur-Dekhna, in Hoshangabad.

The numbers on the 18 works opened on 27th ultimo are compared below with the numbers on the 30th January.

On 30th January.	On 27th February.	Difference.
67,260	55,573	—11,687

For district details see covering letter.

5. *Physical Condition of the People.*—The remarks made in previous monthly reports are again applicable. The condition of inmates of poor-houses, who have been inmates for over a month, is, however, greatly improved.

6. *Deaths from Starvation.—Hoshangabad.*—None reported. Eighty-four deaths from privation.

Narsinghpur.—Three hundred and ninety-six outside poor-houses. Number said to be exaggerated.

Betul, 7
Chhindwara, 0
Nimar, 2
} Excluding deaths in poor-houses which cannot be described as "from starvation."

7. *Food Stocks.*—Generally reported to be adequate, but in Betul the stock of *juari* is running out.

Chhattisgarh Division.

1. *Private Relief.*—In the Bilaspur District Rs. 3,121 were raised in private subscriptions, the greater proportion of which is reported to have been spent in Government poor-houses. There are now no private poor-houses in this district, the existing ones being all managed by Government under the rules of the Famine Code. In the Raipur District there are two private poor-houses : one at Bisrampur under the management of the American Mission and kept up from funds raised in America, and the other at Gandai supported by zamindari funds ; apparently figures are not available as to the number relieved at these institutions and the total expenditure incurred during the month.

The Deputy Commissioner has been asked to obtain the figures now and report them to me.

2. *Poor-house Relief.*—As reported for the preceding month, there are three Government poor-houses in the Bilaspur District and five in the Raipur District. The latter will shortly be reduced to four, namely, at Simga, Raipur, Arang, Drug. In the former district it is proposed to open a new poor-house at Pendra. The total number relieved at the poor-houses in the Bilaspur District was 1,988 as compared with 1,249 in January. The figures are respectively 1,298 and 695 in the Raipur District. The number of inmates in the poor-houses is increasing daily.

3. *Village Relief.*—In the Bilaspur District four more relief centres were opened besides the one at Bhatapara, viz., at Kargi, Pendra, Pendri, and Lormi. The numbers relieved at these centres aggregate 2,269. At Kargi a tank work has been started. Village relief is reported as being organised in 450 villages of the Mungeli Tahsil and in about the same number of villages in the Bilaspur Tahsil. The village register of poor has been completed for 300 villages in the Mungeli Tahsil (Pandaria zamindari), and money is being distributed. In the Raipur District 13 relief centres have been opened, but the number relieved is not reported. Village relief is also stated to have been organised, but the number of villages to which this relief has been extended, the total number on the village register of poor, and the total expenditure incurred, is not stated. The Deputy Commissioner has been asked to furnish the information now. In the town of Raipur relief was granted during the month to the poorer people who

needed it, but in this connexion also the Deputy Commissioner has omitted to report the total number borne on the town register.

4. *General Character of Relief Works.*—Three large road works are being executed in the Bilaspur District. The numbers relieved by these works aggregate 10,976, as compared with 6,244 in the preceding month. Five local works have also been started by Government in this district. Further, 21,195 persons are reported to be relieved on works started by malguzars. In the Raipur District four large road works are being carried out, on which 16,857 relief workers are employed. On local works started by means of famine loans and by Government 20,328 persons are relieved.

5. *Physical Condition of the People.*—The Deputy Commissioner, Bilaspur, reports that the condition of those newly in receipt of gratuitous relief is bad, while the condition of the relief workers on the roads is generally good.

In the most severely affected tracts in this district the condition of the people is bad, and cases of emaciation are not uncommon. Such cases, however, will be reduced to a minimum owing to the systematic relief now afforded. The Deputy Commissioner, Raipur, merely remarks that the poorer people in the affected parts show signs of privation. I have drawn his special attention to the Chief Commissioner's orders requiring detailed information on this subject, and trust that full information will be supplied with the current month's return.

6. *Deaths from Starvation.*—Four hundred and seventy-eight deaths from starvation occurred in the Bilaspur district, as compared with 160 in January. The increase is partly due to fuller reporting and partly due to an increase of distress in the Pendra and Pandaria zamindaris. Of these deaths 154 occurred in poor-houses. Systematic village relief is being afforded while a sufficient number of relief centres have been opened. It is expected that the Deputy Commissioner will be able to report for the current month a substantial decline in the mortality from starvation. In the Raipur district the Deputy Commissioner has not yet been able to obtain complete statistics of the mortality from starvation. Twenty-five deaths from starvation are reported, but this is apparently very much below the actual figure.

7. *Food Stock.*—In the north-western zamindaris of the Raipur District and in the Lawn Pargana the food-stock is reported to be insufficient. In the Pendra and Pandaria zamindaris of the Bilaspur District also some deficiency exists, but the Deputy Commissioner writes that grain can easily be imported into these zamindaris, and he has no fear that private trade will not be able to meet the demand fully.

8. *Importation of Grain.*—In the Bilaspur District the imports amounted to 11,560 maunds, and exports to 22,675 maunds. The figures for the Raipur District were respectively 861 maunds, and 1,48,947 maunds. Exports have declined very considerably in the Bilaspur District, but are very large in the Raipur District.

9. *General Condition and Prospects of the Affected Areas.*—In both districts distress is severe in the worst affected parts. In certain areas the *rabi* crop is expected to afford considerable relief.

10. No change in wages occurred in the Raipur District. In the Bilaspur District the rate has also remained unaltered, except at Pandaria, where the rate has been increased from 10 seers per rupee to 9 seers per rupee.

11. Crime is reported to be on the increase in both districts. In the Bilaspur District theft cases have increased from 169 in January to 204 in February. The number of such cases in February 1896 was only 81. Ten dacoities are also reported to have occurred in the Bilaspur District during the past month.

Revenue Letter No. 9. From the GOVERNOR GENERAL OF INDIA IN COUNCIL to the RIGHT HON. LORD GEORGE F. HAMILTON, M.P., Her Majesty's Secretary of State for India, dated Calcutta, February 24, 1897.

MY LORD,

WE forward, for your Lordship's information, copies of a resolution No. 745,* dated the 1st February 1897, and published in the Local Gazette of the Central

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* *Vide*, C. 8388, p. 114.

Provinces, in which the Chief Commissioner of the Central Provinces describes the failure of successive harvests in the districts of the Jubbulpore Division and reviews the measures undertaken during the period by him for the relief of distress. We also forward a copy of a letter,* No. 849, dated 12th February 1897, subsequently received from the Chief Commissioner, in which he reports the situation in each district as it now presents itself to him, describes the relief measures adopted, and gives a forecast of the probable future duration and extent of the distress.

2. In the resolution the narrative of events is brought down to the end of September 1896, and in paragraph 20 the Chief Commissioner records his intention of supplementing it by a similar connected review of the action taken by him subsequent to that date when the provinces entered on a still more serious period of distress. We consider that as regards the period with which it exclusively deals, the resolution effectively disposes of the charge of inactivity which has been made against the Administration of the Central Provinces in the public press. We consider that in his letter dealing with the present situation and the relief measures in progress in each district, the Chief Commissioner shows that the distress has been thoroughly grappled with, and that the scheme of relief is sufficient and satisfactory and well adapted to an admittedly difficult situation. We have every reason to anticipate that when the Chief Commissioner reviews the narrative of events from the date at which the resolution of the 1st February stops, he will be able to vindicate his Administration as regards this latter period, as he has now, in our opinion, done as regards the earlier period.

3. We deplore the high mortality which is shown in the resolution to have occurred during the hot weather and the rains of 1896 throughout the Central Provinces, and more particularly in the Jubbulpore Division. But we would remark that during the same period the death-rate of some of the Bundelkhand districts of the North-Western Provinces, where famine relief has been conducted in an exceptionally skilful and complete manner, has also been very high. A statement of the mortality in those districts for September and October and in the Jubbulpore Division for the months of September, October, and November is appended. The mortality throughout the Jubbulpore Division diminished materially in November, and, we are informed, also in December, but the exact figures for the latter month have not yet reached us. We fear that it is not within the power of the administration to keep the mortality of a Province within its ordinary limits throughout a protracted period of distress during which not only is food dear and bad, but climatic conditions are abnormal and the general vitality of the population is lowered. In compliance with your Lordship's wishes conveyed in Despatch No. 9 (Revenue), dated 15th January 1897, to have the earliest possible information of any considerable rise in the death-rate above normal, and also a periodical report of continued mortality of an unusually high rate in any Province, we have issued instructions to Local Governments and Administrations to return to us month by month the death-rate of every district in which famine operations are in progress or in which the existence of distress is apprehended, and we shall keep your Lordship duly informed.

We have, &c.
ELGIN.
G. S. WHITE.
J. WESTLAND.
J. WOODBURN.
M. D. CHALMERS.
E. H. H. COLLEN.
A. C. TREVOR.

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* *Vide*, C. 8388, p. 130.

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STATEMENT of MORTALITY in certain DISTRICTS of the NORTH-WESTERN PROVINCES and OUDH and the CENTRAL PROVINCES in September, October, and November 1896.

District.	Population.	September.				October				November.			
		Cholera Deaths.	Small-pox Deaths.	Total Deaths from all Causes.	Ratio per Mille per Month.	Cholera Deaths.	Small-pox Deaths.	Total Deaths from all Causes.	Ratio per Mille per Month.	Cholera Deaths.	Small-pox Deaths.	Total Deaths from all Causes.	Ratio per Mille per Month.
Central Provinces, Jubbulpore Division.													
Saugor	591,745	22	3	4,866	8·22	14	4	4,805	8·12	—	4	3,699	6·25
Damoh	325,613	—	1	3,747	11·51	48	1	3,307	10·16	13	15	2,549	7·83
Murwara	173,308	—	—	1,491	8·60	—	—	1,312	7·57	—	—	1,019	5·88
Jubbulpore	574,838	9	—	4,665	8·11	—	—	4,250	7·39	—	1	2,901	5·05
Mandla	339,373	148	7	3,061	9·02	12	3	2,037	6·00	—	4	1,196	3·52
Seoni	370,767	27	18	2,185	5·89	5	15	2,263	6·10	—	13	1,565	4·22
Bundelkhand Districts of the North-Western Provinces.													
Hamirpur	513,720	31	2	3,484	6·78	—	—	4,142	8·06				
Banda	705,832	—	43	2,715	3·84	1	25	2,967	4·20				
Allahabad	1,534,658	23	214	4,021	2·62	32	59	3,634	2·37	—	Not received.		—
Jalaun	396,361	39	8	1,211	3·05	5	3	1,286	3·24				
Jhansi	683,639	172	12	4,350	7·09	27	4	5,041	7·37				

NORTH-WEST PROVINCES AND OUDH.

No. 417-S., dated Allahabad, the 14th December 1896.

From the SECRETARY TO THE GOVERNMENT OF THE NORTH-WESTERN PROVINCES AND OUDH to the SECRETARY TO THE GOVERNMENT OF INDIA.

In his demi-official letter of the 29th November Mr. H. F. Evans enclosed, for the information of the Government of India, copy of a letter addressed to officers, asking them to report what effect had been produced by the late rainfall on the prospects of their respective districts. The Government is still awaiting these replies, but provisional information has been received from Commissioners of Divisions, from which it appears that they are of the opinion that prospects have been so far improved as to justify the expectation that with fair winter rains the numbers who may come on relief will be less by about 25 per cent. than the number of 100,000,000 units for one day, stated in the third column of Statement B., paragraph 10 of this office letter No. 196, dated the 23rd November 1896. In this opinion the Lieutenant-Governor generally concurs, and he now sees reason to hope that it will not be necessary in several districts to undertake relief operations to the extent which seemed probable before the late rain had fallen. In view of the altered condition of things, and with the object of avoiding unnecessary expenditure, the Lieutenant-Governor has reconsidered the programme of public works referred to in paragraphs 19 and 20 of the letter mentioned above, and has consulted Commissioners of Divisions on the following point: whether it would be desirable to pursue the policy indicated in paragraph 20 of the letter noticed above, and postpone village works till the hot weather had set in; or whether in view of the probability that in certain districts the necessity for extensive relief would disappear when the *rabí* had been harvested, it would be better to meet the demand for employment which may arise between now and the harvesting of the *rabí* by a more general use of village works now than had been intended. The Commissioners' official replies are awaited, but from the communications unofficially made by them to his Honour, it seems certain that they will ask for permission to begin some village works at once, and also to maintain a backbone of some large works managed by the Department of Public Works in the various districts. These works are now in operation in many districts.

2. The question also presented itself whether, in districts in which prospects have improved, it was desirable where village works were not found to afford suitable

employment, to open relief works under strict Code rules. Under the Code three classes of work are recognised:—

(1.) Ordinary works (Article 60) debitable to provincial or district funds.

(2.) Test relief works debitable to famine relief, and carried out in the general spirit of the Famine Code Rules.

(3.) Regular relief works under Chaper VI. of the Code, on which the "gang" and "task" work system is rigidly enforced.

In almost all districts funds, either provincial or district, for ordinary works have been exhausted; while, at the same time, test works have shown the necessity for some employment, though not on the expensive or extensive system prescribed by the Famine Code. The problem, then, was to provide such employment as would be suitable for districts under observation, but in which distress had not fully declared itself. Such employment is offered, for example, in the Cawnpore district by the Lower Ganges extension canal project, and in the Azamgarh District, to some extent, by the extensions of the Bengal and North-Western Railway.

3. These facts have suggested to his Honour the adoption in such localities of a modified system of famine relief works which would be intermediate between works carried out on the ordinary and on the Famine Code systems. Such works, while conducted on principles involving much less expenditure than would be incurred were the system of the Code followed, will serve as test works on a large scale. Their existence, with the establishment thereon, will also enable the Government to at once convert them into Famine Code works without a day's delay should famine supervene. It need hardly be observed that no advantage will be taken of this arrangement to carry through works in the interest of district or provincial funds; and that no work will be begun which is not absolutely essential with the object of preventing suffering from want of food.

I am to add that this plan has been forced on his Honour for two reasons: first, economy, and second, the extreme difficulty of obtaining the large number of subordinate officers necessary for Famine Code works.

4. I am to forward a copy of the instructions* which have issued on the subject, which will explain more fully the action which the Lieutenant-Governor has decided to take.

No. 357 S.–73, dated Allahabad, the 5th December 1896.

From T. W. HOLDERNESS, Esq., Secretary to the Government of the North-Western Provinces and Oudh, to ALL COMMISSIONERS OF DIVISIONS, North-Western Provinces and Oudh.

I am directed to address you on the subject of the employment of the Public Works Department in managing and carrying out famine relief works. At the present time distress is officially recognised as existing in the districts mentioned below,† and the Public Works Department has already commenced relief operations in these districts. Any relief work not being of the Article 65 (*a*) class opened in the marginally noted districts for the future must be treated as relief works under the Code and managed from the outset by the Public Works Department.

2. Article 60 of the Famine Code provides that where distress is commencing, ordinary works may be expanded as a temporary measure to meet the demand for employment. In these districts, that is, districts not officially declared to be distressed, it is open to you to commence test works in order to gauge the necessity for relief works. But experience has shown that test relief works managed by non-professional agency do not always gauge the existence of distress so well as works conducted under the strict safeguards and test which are necessarily applied by the Public Works Department. I am therefore to request that when the necessity contemplated by Article 60 arises, you will ordinarily employ the Public Works Department in controlling test works, or, when ordinary works are exhausted, in affording the employment necessary on a suitable work included in the relief programme, piece-work at rates suitable for the object in view being substituted for contracts. When the pressure of distress becomes such as to render the enforcement of piece-work as above mentioned unsuitable, these works can be readily converted into relief works under Articles 70 and 74 of the Famine Code. The existence of a work in progress, with establishments on the spot, will place you in a far better position to meet any sudden pressure or rush of labourers than if the work had to be opened to meet a sudden and

* G. O. No. 357 S.–73, dated 5th December 1896.

† Allahabad, Hamirpur, Banda, Jhansi, Jalan, Jaunpur, Rae Bareli, Sitapur, Hardoi.

particular demand. Moreover, the existence of a work managed by the Public Works Department on the piece work system as sketched above may satisfy all the requirements of a tract of country not acutely distressed, while the cost to Government will be much less than would be the case if regular relief works under the provisions of the Famine Code had to be established. You will not fail to observe that this system of works, which are intermediate between "ordinary" and "Code relief works," will be peculiarly useful as a reserve and supplement to the system of village works [Article 65 (*a*)] managed by the district officers directly or by local zamindars.

3. Further orders dealing with the manner in which these orders are to be given effect to in detail will issue from the Public Works Department to Superintending Engineers, copies of which will be forwarded to you for information and guidance.

No. 358 S.–73.

Copy forwarded to the Secretary to this Government in the Public Works Department Buildings and Roads Branch, for necessary action with reference to paragraph 3.

No. 500, dated Allahabad, the 21st December 1896.

From P. HARRISON, Esq., Under-Secretary to the Government of the North-Western Provinces and Oudh, to the SECRETARY TO THE GOVERNMENT OF INDIA.

In continuation of this Government's letter No. 417, dated the 14th December 1896, I am directed to forward, for the information of the Government of India, copies of the letter mentioned below,* relative to the adoption in certain localities of a modified system of famine relief works which will be intermediate between works carried out under the ordinary and on the famine Code system.

No. 9099 W. A., dated Allahabad, the 5th December 1896.

From C. W. ODLING, Esq., Secretary to Government, North-Western Provinces and Oudh, Public Works Department, to ALL SUPERINTENDING ENGINEERS, Provincial Works.

The Lieutenant-Governor and Chief Commissioner has had under consideration the best method of testing the probability or existence of distress, and of affording employment in districts which are under observation, that is, districts in which famine threatens, but in which the existence of famine has not been officially recognised. His Honour is of opinion that the needful test will be best effected and the necessary employment afforded by work carried out on a system intermediate between "ordinary" and "Famine Code works," and this view is expressed in the orders issued in the Scarcity Department, of which a copy will be separately forwarded for your information and guidance.

2. In relief works under the Famine Code (Articles 70 and 74) the enforcement of the "gang" and task systems is imperative. The works proposed in the preceding paragraph may be regarded as preliminary to regular relief works under the Code. Should distress supervene, it would be very easy to convert these works from the piece-work to the task and gang system, and to expand the establishments.

3. But, while the works remain outside the strict letter of Code rules, it is proposed that the rates given shall, in view of the high price of food, be enhanced by 25 to, in particular cases, 50 per cent., *i.e.*, from Rs. 2 per 1,000 cubic feet of earthwork to Rs. 2-8-0 or Rs. 3. It is not intended that these works shall be given out on contract, but rather to piece-workers or gangers employing not more than 200 persons. Men of the *chaprasi* class, relatives of petty officials, should on no account be employed. Village *pattidars* are very suitable men, but in any case the piece-worker must actually reside on the work, and deal directly with the workers, who will then, with the class of men employed, be in a position to insist on a fixed proportion of the rate being paid to them. In giving out the work the wages to be paid to the workers would be specified; and it is considered that ordinarily 20 per cent. of the rate would

* Letter No. 9099 W. A., dated 5th December 1896, from the Secretary to Government, North-Western Provinces and Oudh, Public Works Department, to all Superintending Engineers, Provincial Works.

be a sufficient remuneration to the piece-worker for his own labour, interest on capital, and incidental expenses, such as baskets and perishable stores. It would be necessary to pay the piece-worker weekly, or at most fortnightly, as he would generally be a man of very small capital. The workers would usually bring their own *phaoras*, but at times it might be necessary to issue such tools to the piece-worker. In order that the piece workers employed may comply with the conditions laid down in this letter, it may be necessary to impose the condition that a piece-worker who cannot carry out work to the value af Rs. 150 in a month will be discharged, whilst no piece-worker will be allowed to execute work to the value of more than Rs. 1,000 in one month.

4. Works on the lines mentioned will also serve as test works, the number and class of labourers resorting to the work being indicative of the sufficiency of the work to meet the degree of pressure, or the necessity for relief works under the Code. But they will not prevent test works under Code rules and on subsistence wages being also established provided that they are some distance (5 miles or more) apart. It will not, however, be possible to carry out works on the plan sketched above in a tract declared to be distressed such as the districts mentioned below.* In these districts and in any other district recognised as distressed, the Code rules must be strictly followed. A manual of these rules is under issue for your guidance.

5. The works to be carried out under the terms mentioned in paragraph 3 above will be confined to those for which detailed estimates have been sanctioned, and you should at once place yourself in communication with Commissioners of divisions in your circle with the view of putting one or more works in hand in those districts where they consider them to be required. The work put in hand must, unless with the express sanction of Government, be limited to what can be carried out by famine labour. Subject to the restrictions mentioned above, the works should be selected by Commissioners and may (provided there is an allotment for famine relief works for the district in which the work is situated, *but not otherwise*) be commenced under your orders in anticipation of the approval of Government. An immediate report giving the name of the work, the amount of the estimate, and date of commencement, should, however, be made. The rate it is proposed to pay for earthwork should be mentioned.

6. Works carried out under the orders contained in this letter will be charged to the head Famine Relief and provided for from the allotment made, under that head, for such works in the district concerned. The usual weekly famine reports to the Chief Engineer will be required, and arrangements must be made to keep a record of the number of men employed.

Copy forwarded to all Commissioners of divisions and Collectors of districts, to the Examiner, Public Works Accounts, North-Western Provinces and Oudh, and to the Scarcity Department of this Government, for information.

No. 255 F., dated Calcutta, the 16th January 1897.

From DENZIL IBBETSON, Esq., C.S.I., I.C.S., Secretary to the Government of India, to the SECRETARY TO THE GOVERNMENT OF THE NORTH-WESTERN PROVINCES AND OUDH, Scarcity Department.

I am directed to acknowledge the receipt of your letters Nos. 417 and 500, dated the 14th and 21st December 1896, respectively, regarding the adoption in certain localities of a modified system of relief works which will be carried out under a system of piece-work by gangs, the members of which will be entitled to certain payments, and which will occupy a position intermediate between works carried out on the ordinary system of petty contract and those conducted under the strict conditions of the Famine Code.

2. His Honour the Lieutenant-Governor has been led to introduce this intermediate system by the difficulty of obtaining the large establishments that are necessary for work under the strict provisions of the Famine Code and by the great cost of such works, The Government of India understand that the economy of this new system

* Banda, Hamirpur, Jhansi, Jalaun, Allahabad, Jaunpur, Rae Bareli, Sitapur, Hardoi.

depends upon the fact that, in tracts where the distress though real has not deepened into famine, if the able-bodied workers are employed on piece-work, the women and children will in the main be supported at home by the earnings of the workers, supplemented by such additions to them as they can obtain in their own villages; whereas if the task-work system is strictly enforced, the women and children must at once come on to the works, since the famine wage is sufficient only to support the workers themselves. If this be so, piece-work appears to be advisable so long as the mass of inefficient labour can find support without relief from Government.

3. It is, however, very necessary, as already explained in my Circular No. 3–77–1 F., dated the 24th December 1896, that the rates given should be so regulated as to act as an efficient test of the intensity of distress. They should be such as to constitute a somewhat hard bargain even with the skilled labourer; and should be distinctly below what it would be necessary to give in order to attract labour in the absence of distress. When this is the case, inefficient labour paid by the piece will earn but a bare subsistence, so that the extent of the demand by inefficient labour for employment on these terms will sufficiently gauge the intensity of the distress.

4. The Government of India understand these to be the principles on which his Honour the Lieutenant-Governor has introduced his intermediate system of piece-work, and that as soon as the demand for employment by inefficient labour indicates that distress has reached an acute stage, the ordinary task-work system of the Famine Code will be substituted.

5. The Governor-General in Council gives his hearty approval to the proposals.

No. 549 of 1897, dated Allahabad, February, 22, 1897.

From the SECRETARY TO GOVERNMENT, North-Western Provinces and Oudh, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to forward the monthly Famine Statements A. and B. for these Provinces, which give an account of the relief operations up to 30th January 1897, in 17 districts officially recognised as distressed. Subsequent to the close of the period to which the last report related, the districts of Agra, Etáwah, Mirzapur, Gorakhpur, and Bara Banki have been added to the list, and the prescribed maps for these districts are accordingly submitted. The additional extra-Code Statement C., containing particulars in regard to the districts which were under observation during the period under report, though not officially declared distressed, is also attached.

The Lieutenant-Governor fears that the figures of expenditure contained in Statement B. are incomplete, and that the total sum actually disbursed is much greater than than that shown in the statement. For instance, in regard to the sums shown as advanced under the Land Improvement and the Agricultural Loans Acts, I am to say that the Board of Revenue have allotted more than 19 lakhs of rupees for advances for the construction of wells and for seed grain alone. The figures entered in the statement are the aggregates of those furnished in the district returns, and appear in this and other respects incomplete. The time allowed for the compilation of this return is so short that it has not been found possible to ensure accuracy without further references entailing a delay which would very seriously affect the punctual submission of these statements. In the ensuing month an effort will be made to obtain more complete and accurate figures, but it is unlikely that, with the constant disbursements frequently made in many districts and under many heads of account, complete accuracy in any month can be ensured until the final accounts come to be compiled and audited. Similarly some suspicion attaches to the figures showing the programme of works in columns 6 and 7 of Statement B., but the necessary steps have been taken to replenish the programme in all those districts where the figures in these columns show any indication that it is likely to become exhausted.

I have, &c.
T. STOKER,
Secretary to Government,
North-Western Provinces and Oudh.

North-Western Provinces and Oudh.

Monthly Famine Statement A. for the Five Weeks ending Saturday Evening, the 30th January 1897.

Division	District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on the last Day of the Period under Report.					Number on gratuitous Relief.	Price of One or more Principal Food Grains in Sérs per Rupee.							Monthly Death-rate.		Deaths due to Starvation.
						Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Maize.	Barley.	Millets.		Pulses.		For the Period under Report.	For the corresponding Period of the previous year.	
															Juár.	Other.	Gram.	Other.			
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.
Agra.	Agra	1,856	1,003	1,856	1,003	—	17,578	—	—	17,578	3,956	9·25	11·50*	10·75	11·	11·	10·50	11·	Not available. (*See* separate mortality statement for December.)		—
	Etáwah	1,694	727	285	65	—	7,386	—	2,728	10,114	2,493	8·50	10·50	·9	10·50	—	9·50	10·50	Do. do.		—
	Total, Agra Division	3,550	1,730	2,141	1,068	—	24,964	—	2,728	27,692	6,449										—
Allahabad.	Cawnpore	2,363	1,210	1,219	462	188	27,786	—	14,859	42,833	27,042	8·43	10·25	9·62	10·62	9·06	9·87	10·56	Not available. (*See* separate mortality statement for December.)		—
	Bánda	3,061	705	3,061	705	6,360	57,664	2,152	43,599	109,775	43,088	—	—	—	—	—	9·20	9·50	Do. do.		—
	Hamírpur	2,289	513	2,289	513	—	22,761	—	15,639	38,400	21,601	7·68	9·68	8·50	9·68	8·75	9·18	7·25	Do. do.		—
	Allahabad	2,852	1,549	2,428	1,272	Details not received				103,950 *5,502	47,311	7·62	9·75	9·06	9·62	11·50	9·56	7·81	3·4	1·88	—
	Jhánsi	3,587	683	3,587	683	509	22,375	—	11,700	34,584	6,696	8·18	—	—	10·31	—	9·75	—	Not available. (*See* separate mortality statement for December.)		—
	Jalaun	1,477	396	1,477	396	—	36,508	—	12,047	48,555	32,139	7·81	9·68	8·50	9·68	8·81	9·12	7·	3·11	3·15	1
	Total, Allahabad Division	15,629	5,056	14,061	4,031	7,057	167,094	2,152	97,844	383,599	177,877										1
Benares.	Mirzapur	4,100	643	4,100	643	6,627	4,047	3,546	440	14,660	5,947	8·12	10·06	9·62	9·56	9·18	9·	8·	2·56	2·25	—
	Jaunpur	1,550	1,265	271	214	293	28,054	—	2,811	31,158	11,426	7·56	10·37	9·75	10·	—	9·43	10·18	2·24	1·79	3
	Total, Benares Division	5,650	1,908	4,371	857	6,920	32,101	3,546	3,251	45,818	77,373										3

* On village works.

Monthly Famine Statement A. for the Five Weeks ending Saturday Evening, the 30th January 1897—*continued.*

Division.	District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on the last Day of the Period under Report.					Number on gratuitous Relief.	Prices of One or more Principal Food Grains in Sérs per Rupee.							Monthly Death-rate.		Deaths due to Starvation.
						Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Maize.	Barley.	Millets.		Pulses.		For the Period under Report.	For the corresponding Period of the previous Year.	
															Juár.	Other.	Gram.	Other.			
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.
Gorakhpur.	Gorakhpur -	4,580	2,994	2,630	1,727	—	4,833	4,415	5,131	14,379 *1,255	9,236	8·75	11·25	10·25	11·25	·10	·10	11·37	Not available. (*See* separate mortality statement for December.)		—
	Total, Gorakhpur Division	4,580	2,994	2,630	1,727	—	4,833	4,415	5,131	15,684	9,236										—
Lucknow.	Lucknow - -	967	774	967	774	759	6,963	7,298	26,493	41,513	14,795	8·37	10·50	9·50	10·50	9·25	9·50	11·	Not available. (*See* separate mortality statement for December.)		—
	Unao - -	1,736	953	1,736	953	808	6,302	—	21,494	28,604	11,836	8·	10·	8·	9·50	9·	9·	—	Do.	do. -	1
	Rae Bareli -	1,752	1,037	1,752	1,037	1,575	10,790	—	43,836	56,201	22,993	—	10·	—	10·	—	—	10·	Do.	do.	—
	Sitapur - -	2,255	1,075	1,328	625	706	7,064	—	24,113	31,883	5,503	8·75	11·	10·75	11·	10·	9·50	8·50	Do.	do. -	1
	Hardoi - -	2,325	1,113	2,325	1,113	1,406	13,846	—	50,231	65,483	111,092	8·	10·	9·	9·50	9·	9·	9·	Do.	do.	—
	Total, Lucknow Division -	9,035	4,952	8,108	4,502	5,254	44,965	7,298	166,167	223,684	166,219										2
Fyzabad.	Bara Banki -	1,740	1,131	1,740	1,131	570	4,926	—	15,792	21,288	5,209	8·	10·25	8·	10·	8·25	9·	10·	2·15	1·97	—
	Total, Fyzabad Division -	1,740	1,131	1,740	1,131	570	4,926	—	15,792	21,288	5,209										—
	Total, N.-W. P. and Oudh -	40,184	17,771	34,195	14,064	19,801	278,883	17,411	290,913	720,715	442,363										6

* On test works in portion of district not yet officially recognised as distressed.

REMARKS to accompany FAMINE STATEMENT A. for the Five Weeks ending 30th January 1897.

PRIVATE RELIEF, VILLAGE AND POOR-HOUSE RELIEF.

Agra.—Private subscriptions to the extent of Rs. 23,000 were collected or promised previous to the month under report, but during the month no further subscriptions were received. The Government contributes Rs. 2,500 monthly towards relief under Chapters V. and X. of the Famine Code in Agra city on condition that an equal amount is furnished by private charity. In villages and towns in the district relief under Chapters V. and X. is distributed by tahsil relief committees. There are five poor-houses open.

Etáwah.—A few wealthy men in Etáwah city and in the interior of the district distribute charity daily or afford relief to the people of their own villages by giving them employment as labourers. People of the middle class cannot afford to help the poor, as the prevailing distress has touched them also. Relief is being administered in villages under Chapters V. and X. of the Code. There is one poor-house at the head-quarters of the district, in which the number of inmates on 30th January was 93.

Cawnpore.—There are six poor-houses, two of which were opened during the month under report. The total number of inmates on 30th January was 2,033. Village relief has been developed and is now being systematically administered throughout the district, with the result that the number of inmates of poor-houses has sensibly diminished.

Bánda.—Very little private relief is afforded. The numbers in receipt of relief under Chapters V. and X. of the Code have increased considerably, owing to the general prevalence of distress. The number of poor-houses open was the same as last month, viz., seven, but the number of inmates increased from 5,024 on 26th December to 6,169 on 30th January.

Hamírpur.—A few well-to-do persons distribute doles indiscriminately to beggars. Clothing and blankets are supplied to inmates of poor-houses and other recipients of relief from the charitable fund referred to in the last report. There are five poor-houses, the numbers in which are increasing in spite of the regular weeding out of those fit to go on the relief works or to whom relief at their homes under section 54 of the Code is better fitted. The system of village relief is being extended. The number of persons in receipt of such relief on 30th January was 4,661 against 1,503 on 26th December.

Allahabad.—There are 10 poor-houses, containing 7,923 inmates. Efforts have been made to limit the numbers by drafting the paupers on to works as soon as they become fitted for work, and several thousands have passed through the poor-house in this way. A number have also been sent back to their villages to be relieved there. The village lists drawn up under Chapters V. and X. of the Code now include about 9,500 persons, who are given relief at their homes; and over 3,000 others are similarly relieved in the city of Allahabad by the Charitable Committee which has been formed there.

Jhánsi.—A considerable number of persons was relieved in Jhánsi city by private charity. The four poor-houses referred to in the last report are still open, and the number of inmates continues to increase, notwithstanding that large numbers are continually being drafted on to the relief works. Two new poor-houses are under construction and will be opened shortly.

Jalaun.—In a few villages zamindars have undertaken the carrying out of small works for the benefit of their tenants. Village relief was given liberally during the latter part of the month to many feeble persons who it was thought would not be able to bear exposure on the relief works owing to the weather being wet and cold. The poor-house population as they become fit are drafted to relief works or else sent to their villages and there relieved gratuitously.

Mirzapur.—Private relief is nowhere given except in Mirzapur city, where several persons distribute alms. A local committee has been formed and is raising funds with the object of affording relief of the nature described in Chapter X. of the Famine Code. The system of village relief was not in force during the period under report, but it is now being rapidly organised. Four poor-houses are open, which contain about 3,500 inmates.

Jaunpur.—Of private relief there is very little. Village relief is being given to *parda nashín* women and the poor inhabitants of municipal and Act XX. towns, and arrangements have been made to extend it generally during the current month. There are three poor-houses open.

Gorakhpur.—There is no organised private relief. Village relief has been undertaken on an extensive scale, and will tend to diminish the poor-house population.

Lucknow.—The village relief system has been generally extended, and the numbers in receipt of relief have increased largely. The poor-house population has also increased temporarily, but in view of the extension of village relief and of the fact that drafts are continually being sent on to the relief works, the numbers may be expected to fall very shortly.

Unao.—Village relief has been effectively organised. It is expected that the numbers that will require relief under Chapters V. and X. of the Code will not exceed 2 per cent. of the population.

Rae Bareli.—There are four poor-houses open, and village relief under Chapters V. and X. of the Code is being given throughout the district. Village to village inquiries are being made, which will probably result in a further extension of the system of village relief.

Sitapur.—Gratuitous relief under Chapter X. of the Code has been substituted for the private relief in Sitapur town which was referred to in the last report. Private subscriptions have been turned to account in supplying clothing to inmates of poor-houses. The system of village relief has been brought into force, and the number so relieved during the period under report was 6,186.

Hardoi.—No general relief from private funds has been organised. Village lists have been prepared, and relief is administered with the co-operation of taluqdárs, zamindárs, and members of Municipal Boards.

Bara Banki.—There are three private poor-houses, and many of the taluqdárs and zamindárs distribute food daily at their houses. The village relief system is in force, and doles are distributed through the agency of resident zamindárs or village headmen. Six poor-houses are open under proper control and with adequate establishments. They meet all present requirements.

General Character of Relief Works.

In all districts the large relief works in operation are under the management of the Public Works Department, and are conducted in strict accordance with the provisions of the Famine Code. The task and gang system is in force, and the wage is regulated in accordance with the price of the ordinary food grains of the people, being also graduated, as regards maximum rates, by the extent to which the prescribed tasks are performed by the workers. Children and adults who are unable to work, but who form part of the family of a worker, receive gratuitous relief in the form of a subsistence dole as "dependants." As a general rule, relief works consist of road work, but the deepening and improving of tanks within a reasonable distance of a road project are always carried on *pari passu* as part of the project. In some districts employment is being given through the agency of landholders by means of village works executed by means of advances from Government, which will be partly recoverable, and which are made on conditions that secure that work is given at fair wages to those classes of persons who are most in need of employment.

In Allahabad village tank work, chiefly under Public Works Department control, has been greatly extended and affords very wide employment near their homes to people of the distressed tracts.

Physical Condition of the People.

Agra.—The people who come to the relief works are fairly well nourished. They belong almost without exception to the labouring class, who at the present time can find but little work in the fields.

Etáwah.—The physical condition of the people is reported to be generally good.

Cawnpore.—The condition of the labourers on relief works is generally fair.

Bánda.—The people on relief works and in the poor-houses are generally in fair condition.

Hamírpur.—The labouring classes are much reduced, but otherwise the condition of the people is fair.

Allahabad.—No change is reported in the condition of the people.

Jhánsi.—There is no noticeable alteration in the physical condition of the people, but the mortality still continues high.

Jalaun.—In the more seriously affected parts of the district the condition of the poorer classes is noticeably weak, but the regular food and occupation on the relief works is doing much to restore them.

Mirzapur.—A considerable number are reported to be reduced.

Jaunpur.—Severe distress is very apparent among the beggars and some of the labouring class.

Gorakhpur.—The physical condition of the majority of the people is not such as to create alarm, though persons may be observed in all directions very reduced in physique.

Lucknow.—Condition of people on the works is very fair. Some cases of emaciation were discovered in villages and are now receiving relief at their homes.

Unao.—The condition of the people is generally good.

Rae Bareli.—The condition of the people is reported not to be satisfactory owing to pressure of prices.

Sitapur.—The people are not in a bad condition as a whole, though a good many cases of emaciation are reported from two works.

Hardoi. A certain proportion of the labouring classes is pulled down, and the small tenants and petty zamindárs are now feeling the pinch of distress.

Bara Banki.—The labourers on the relief works are reported to be generally in good condition.

Deaths from Starvation.

Three deaths are reported to have occurred during the period under report from actual starvation—one in Jalaun from exposure, aggravated by starvation, one in Unao, and one in Sitapur. In the last named district five deaths are reported to have occurred in December also. In Mirzapur and Jaunpur a few deaths have been reported, but do not seem to have been verified.

Food Stocks and Importation of Grain.

Food stocks are nowhere insufficient, private trade active, and imports considerable, including much Rangoon rice, which is now selling in the village *bázárs*. In Lucknow and Hardoi supplies are said to be short in the smaller villages, but in some parts the village supplies are drawn from the larger centres, as local stocks are being depleted.

General Condition and Prospects of the Affected Area.

Agra.—Judging from the attendance on the relief works, there is no extensive distress outside Agra city. Prices fell noticeably from about the 25th January and have not since again risen.

Etáwah.—The rain which fell in the district on the 21st and 27th January has tended to lower prices slightly. The affected area in this district is entirely dependent on rain, there being no well or canal irrigation. The *kharíf* harvest was poor, and the *rabí* sowings insignificant, and large numbers of the people have come on to the relief works. Considerable numbers also have migrated, and the relief works are largely swollen by immigrants from Gwalior. The prospects of the affected tract depend on the next autumnal rain.

Cawnpore.—The whole of the district is now affected by famine. The *rabí* prospects in the irrigated tracts are good, but high prices have depressed the condition of the labouring classes, who have been thrown out of employment owing to the recent rainfall having checked irrigation. Fresh relief works are being opened in the centre and north of the district, and the demand for employment is not likely to lessen until April next, when the *rabí* crop will be harvested.

Bánda.—The rain which fell in January was beneficial to the standing *rabí* crops. The prospects of the *mahua* crop are also better. Further barley sowings on an inconsiderable scale are reported. The general outlook has slightly improved, but the high prices prevailing still press very hard on the people.

Hamírpur.—There are six relief works in progress as against three in December, and the number of workers is increasing. The rain which fell on the 21st, 23rd, and 25th was beneficial to the crop sown late, but injurious in parts to those already in flower. Some damage was caused by hail in parts of the district.

Allahabad.—The rain which fell in January benefited the standing crops, but did not allow of any appreciable increase to the area sown.

Jhánsi.—With the exception of slight damage caused to the crops in flower in one tahsil, the rain which fell in January has been of incalculable benefit. The general prospects of the district are now much improved.

Jalaun.—The *rabí* crop as a whole promises excellently except in a few places, where it has been damaged by hail. Should the outturn realise the present expectations, it is hoped that the distress in the northern part of the district will almost entirely disappear. In the remaining four-fifths of the district, however, there is no hope of amelioration till the monsoon breaks.

Mirzapur.—The *rabí* crop promises well, but in the most distressed tracts it represents only a small per-centage of the average *rabí* area. The present condition of the district is distinctly unfavourable.

Jaunpur.—The rain which fell in January has improved the crop, and if no more falls, the *rabí* should be very fair. On the other hand, however, the rain stopped all demand for labour on irrigation, and labourers are consequently flocking to the relief works in large numbers.

Gorakhpur.—The *rabí* area sown is 61 per cent. of the average, and the crop promises well, but it is not anticipated that the distress will entirely cease among the lower classes, even after the harvest.

Lucknow.—The prospects of the district have been greatly improved by the recent rain. The *rabí* crop is expected to yield an excellent outturn.

Unao.—There was abundant rain in the beginning of the month, with the result of setting free all field labour. This led to a rapid increase in the numbers on relief works. The *rabí* is everywhere an excellent crop, and it is hoped that distress will begin to abate with the expiry of the present month.

Rae Bareli.—As in Unao, the rain, while benefiting the crops, deprived the field labourers of their employment.

Sitapur.—The prospects of the *rabí* are generally very favourable.

Hardoi.—The poorer classes are generally in a straitened condition, and there are no signs of abatement of the distress. The numbers on relief works are daily increasing. The prospects of the *rabí* are so far excellent where irrigation has been possible.

Bara Banki.—The crops are in most excellent condition. Such good *rabí* prospects have not been known for years. The harvest will be an early one, and with it the demand for employment on the relief works may be expected to abate very considerably, if not to cease altogether.

Changes in Rates of Wages.

The wages are regulated in accordance with the provisions of the Famine Code, having regard to the prices current of food grains.

North-Western Provinces and Oudh.

Monthly Famine Statement B. for the Five Weeks ending Saturday Evening, the 30th January 1897.

Division.	District.	Maximum Number (Daily Average for Three Months) for whom Relief is estimated to be required in case of serious Famine.	Number of Persons (Daily Average for Three Months) for whom Relief was provided in the last Programme of Relief Works.			Number for whom Relief can be provided on Works remaining on Programme on Date of Report.		Expenditure since 1st November 1896.			Advances since 1st November 1896 under—		Revenue suspended since 1st November 1896.
			Date of Publication of Programme.	On large Works.	On others.	On large Works.	On others.	Date up to which Account is made up.	On Relief Works.	On gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	Rupees in Thousands.
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
									Rs.	Rs.	Rs.	Rs.	
Agra	Agra	79,000	1st November 1896.	79,000	—	76,179	—	30th January 1897.	21,692	63	15,137	17,605	15,
	Etáwah	45,000		45,000	845	40,400	2,500		19,047	1,449	10,330	7,315	40,
	Total, Agra Division	124,000		124,000	845	116,579	2,500		40,139	1,512	25,467	24,920	55,
Allahabad	Cawnpore	70,000		95,000	8,558	93,534	14,500		67,808	40,048	5,016	15,090	3,72,
	Bánda	100,000		240,000	8,000	303,683	8,000		3,77,182	83,954	3,298	13,813	2,89,
	Hamírpur	75,000		147,000	6,000	178,903	6,000		90,658	48,386	8,043	10,738	1,87,
	Allahabad	150,000		84,000	50,000	243,808	50,000		(Figures not received)		1,65,000	2,00,000	6,76,
	Jhánsi	80,000		104,000	8,142	97,734	8,142		98,887	5,658	150	6,451	—
	Jalaun	60,000		115,000	20,914	112,000	17,115		1,18,086	27,365	1,222	5,947	2,75,
	Total, Allahabad Division	535,000		785,000	101,614	1,029,662	103,737		7,52,621	2,04,811	1,82,729	2,52,039	17,99,
Benares	Mirzapur	59,000		43,000	22,847	80,000	22,847		12,604	3,529	4,515	5,585	—
	Jaunpur	80,000		55,000	—	50,000	—		47,243	9,235	2,150	7,000	—
	Total, Benares Division	139,000		98,000	22,847	130,000	22,847		59,847	12,764	6,665	12,525	—
Gorakhpur	Gorakhpur	57,000		155,000	—	156,291	—		11,726	5,873	9,844	74,670	2,25,
	Tosal, Gorakhpur Division	57,000		155,000	—	156,291	—		11,726	5,873	9,844	74,670	2,25,
Lucknow	Lucknow	60,000		60,000	—	54,144	—		45,715	31,591	19,854	78,542	1,50,
	Unao	51,000		51,000	8,979	66,165	8,979		45,703	11,362	26,000	38,000	3,50,
	Rae Bareli	100,000		67,000	4,000	50,895	4,000		1,28,694	20,515	76,000	8,000	—
	Sitapur	100,000		108,000	67,586	114,565	67,586		92,034	7,085	5,300	5,095	2,77,
	Hardoi	110,000		37,000	11,000	46,722	11,400		1,40,161	1,05,028	36,301	46,211	1,55,
	Total, Lucknow Division	421,000		323,000	91,565	331,991	91,965		4,52,307	1,75,581	1,63,455	1,75,848	9,32,
Fyzabad	Bara Banki	30,000		44,000	14,449	38,000	17,481		56,469	7,883	29,625	18,403	3,51,
	Total, Fyzabad Division	30,000		44,000	14,449	38,000	17,481		56,469	7,883	29,625	18,403	3,51,
	Total North-Western Provinces and Oudh	1,306,000		1,529,000	231,310	1,802,523	238,530		13,73,109	4,08,424	4,17,785	5,58,405	33,62,

N.B.—In columns 6 and 7 are included works sanctioned since publication of last programme.

North-Western Provinces and Oudh.

Monthly (extra-Code) Statement C. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Test Relief Works under Civil Officers.				Test Relief Works under Public Works Department.				Poor-house Relief.				Other gratuitous Relief.		
	Number open during Period under Report.	Number of Labourers on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number open during Period under Report.	Number of Labourers on last day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number of Poor-houses open during Period under Report.	Number of Inmates on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number in receipt of gratuitous Relief on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
			Rs.	Rs.			Rs.	Rs.			Rs.	Rs.		Rs.	Rs.
Dehra Dún	4	304	2,514	5,064	—	—	—	—	—	—	—	—	—	—	—
Total Meerut Division	4	304	2,514	5,064	—	—	—	—	—	—	—	—	—	—	—
Muttra	—	—	—	2,123	2	6,578	12,670	16,352	2	255	774	1,298	777	663	663
Farukhabad	4	1,279	610	1,750	—	—	—	—	4	1,804	2,301	5,020	438	2,100	2,100
Mainpuri	2	389	756	2,552	1	37	165	249	2	159	370	1,281	541	1,166	1,166
Etah	6	1,657	2,977	4,162	2	463	1,459	1,459	3	274	1,139	1,557	2,442	6,294	6,741
Total, Agra Division	12	3,325	4,343	10,587	5	7,078	14,294	18,060	11	2,492	4,584	9,156	4,198	10,223	10,670
Bareilly	—	—	—	—	4	5,238	4,043	5,949	2	230	825	3,302	708	*	*
Bijnor	—	—	—	—	1	2,419	2,208	2,270	4	768	1,782	3,210	—	—	—
Budaun	3	2,071	3,255	7,570	—	—	—	—	1	142	295	637	—	—	—
Moradabad	1	446	698	928	2	1,892	3,459	3,459	3	315	755	1,331	184	101	101
Sháhjahánpur	4	2,431	3,030	8,842	—	—	—	—	3	965	2,181	11,205	1,430	2,262	2,262
Pilibhít	1	2,715	1,950	1,950	3	3,539	3,590	3,590	3	364	1,508	4,011	472	361	375
Total, Rohilkhand Division	9	7,663	8,933	19,290	10	13,088	13,300	15,268	16	2,784	7,346	23,696	2,794	2,724	2,738
Fatehpur	3	327	838	1,183	4	3,526	284	284	3	2,372	3,895	5,804	4,628	4,146	4,422
Total, Allahabad Division	3	327	838	1,183	4	3,526	284	284	3	2,272	3,895	5,804	4,628	4,146	4,422

* Met from private subscriptions.

MONTHLY (EXTRA-CODE) STATEMENT C. for Five Weeks ending Saturday Evening, the 30th January 1897—*continued.*

District.	Test Relief Works under Civil Officers.				Test Relief Works under Public Works Department.				Poor-house Relief.				Other gratuitous Relief.		
	Number open during Period under Report.	Number of Labourers on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number open during Period under Report.	Number of Labourers on last day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number of Poor-houses open during Period under Report.	Number of Inmates on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number in receipt of gratuitous Relief on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
			Rs.	Rs.			Rs.	Rs.			Rs.	Rs.		Rs.	Rs.
Benares	—	—	—	—	4	951	868	1,128	3*	950	—	—	2,677	3,323	3,487
Total, Benares Division	—	—	—	—	4	951	868	1,128	3	950	—	—	2,677	3,323	3,487
Basti	6	1,049	1,844	2,464	2	1,981	1,758	1,758	4	1,210	2,915	6,104	1,526	1,817	1,817
Azamgarh	3	228	322	1,488	7	2,905	3,634	4,074	6	1,370	7,762	12,533	3,871	1,076	1,079
Total, Gorakhpur Division	9	1,277	2,166	3,952	9	4,886	5,392	5,832	10	2,580	10,677	18,637	5,397	2,893	2,896
Kheri	5	2,185	1,678	1,833	—	—	—	—	3	190	200†	200†	109	236	236
Total, Lucknow Division	5	2,185	1,678	1,833	—	—	—	—	3	190	200	200	109	236	236
Fyzabad	14	6,271	6,130	6,883	6	3,021	7,913	9,154	4	1,620	5,358	6,384	1,652	2,837	3,235
Gonda	‡32	4,316	7,706	7,706	4	2,973	6,126	6,552	3	2,021	4,297	8,757	251	164	164
Sultánpur	4	780	2,200	5,216	6	8,994	9,546	9,594	4	1,059	3,487	5,789	1,235	1,171	1,665
Partábgarh	3	600	2,366	4,687	4	2,933	4,123	6,214	3	1,028	1,545	2,833	540	325	325
Total, Fyzabad Division	53	11,967	18,402	24,492	20	17,921	27,708	31,514	14	5,728	14,687	23,763	3,678	4,497	5,389
Total, North-Western Provinces and Oudh.	95	27,048	38,874	66,471	52	47,450	61,846	72,086	60	17,096	41,389	80,356	23,481	28,042	29,838

* Maintained from municipal and private funds.

† Expenditure on poor-houses hitherto met from private subscriptions.

‡ Village works.

SEPARATE MORTALITY STATEMENT.

District.	Monthly Death-rate— For December. 1896.	Monthly Death-rate— For the corresponding Period of the previous Year.
Agra	2·31	3·33
Etáwah	2·39	2·19
Cawnpore	2·82	2·58
Bánda	4·71	4·66
Hamírpur	5·35	2·57
Jhánsi	5·29	3·45
Gorakhpur	2·82	2·98
Lucknow	3·34	2·19
Unao	2·6	1·76
Rae Bareli	3·71	2·77
Sitapur	2·61	3·22
Hardoi	3·49	2·61

Telegram dated the 18th March 1897.

From LUCKNOW to CALCUTTA.

From NORTH-WESTERN PROVINCES, Scarcity, to REVENUE.

Your telegram 833. No epidemic. Excess mortality, January, shown by Sanitary Commissioner due to fever.

No. 783, dated Allahabad, the 20th March 1897.

From the SECRETARY TO THE GOVERNMENT OF THE NORTH-WESTERN PROVINCES AND OUDH to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

I am directed to submit, for the information of his Excellency in Council, the accompanying statement showing the death-rate for February in all districts where distress exists or is apprehended. The returns for five districts are still overdue and will be submitted when received.

2. The death-rate in the worst districts only amounts to 58 per mille per annum, and for the distressed districts averages only 38·76. The excess above normal is sufficiently explained by the character of the year.

STATEMENT showing DEATH-RATE in DISTRICTS in which DISTRESS exists or is apprehended during the Month of February 1897, with AVERAGE DEATH-RATE for the previous years of the same Month.

District.	Death-rate of the Month.	Average Death-rate of the Month in Ten previous Years.	Remarks.
I.—*Distressed Districts.*			
Agra	1·72	2·04	
Etawah	2·01	2·13	
Cawnpore	2·47	2·16	
Lalitpur	4·84	2·40	
Banda	4·81	2·22	
Hamirpur	3·64	2·39	
Allahabad	3·48	1·93	
Jhansi	4·16	2·42	
Jalaun	2·75	2·49	
Mirzapur	3·80	1·81	
Jaunpur	2·25	1·59	
Gorakhpur	2·84	1·67	
Azamgarh	—	1·48	
Lucknow	3·33	2·12	
Unao	3·31	1·81	
Rai Bareli	4·38	2·00	
Sitapur	—	1·87	
Hardoi	—	1·66	
Bara Banki	1·95	2·05	

District.	Death-rate of the Month.	Average Death-rate of the Month in Ten previous Years.	Remarks.
II.—*Districts under Observation.*			
Dehra Dun	1·85	1·78	
Muttra	—	2·23	
Farukhabad	2·69	2·35	
Mainpuri	1·90	1·87	
Etah	2·36	2·16	
Bareilly	—	1·84	
Bijnor	2·36	2·12	
Budaon	3·19	1·86	
Moradabad	2·59	2·25	
Shahjahanpur	3·00	1·90	
Pilibhit	2·02	2·18	
Benares	2·48	2·00	
Basti	2·65	1·73	
Kheri	2·16	2·20	
Fyzabad	2·35	1·76	
Gonda	3·20	1·90	
Sultanpur	3·27	1·84	
Partabgarh	3·84	1·90	

No. 784 of 1879, dated Allahabad, the 22nd March 1897.

From the SECRETARY TO GOVERNMENT, North-Western Provinces and Oudh, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT.

SIR,

I AM directed to submit the monthly Famine Statements A. and B for these Provinces, which give details of the relief operations up to 27th February 1897 in 19 districts officially recognised as distressed. Since the submission of the last report the districts of Fatehpur and Azamgarh have been added to the list, and the prescribed maps for these districts are accordingly submitted. The additional extra-Code Statement C., containing particulars in regard to the districts which were under observation during the period under report, though not officially declared distressed, is also submitted. The entries in columns 11, 12, and 13, Statement B., still seem defective and fail to show the whole of the sums actually advanced or suspended. Further measures have been taken to secure a more complete return.

I have, &c.
T. STOKER,
Secretary to Government, North-Western Provinces and Oudh.

North-Western Provinces and Oudh.

Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, the 27th February 1897.

Division.	District.	Area.	Population in Thousands	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on the last day of the Period under Report.					Numbers on gratuitous Relief.	Price of One or more principal Food Grains in sérs per Rupee.							Monthly Death-rate.		Deaths due to Starvation.
						Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Maize.	Barley.	Millets.		Pulses.		For the Period under Report.	For the corresponding period of the previous Year.	
															Juár.	Other.	Gram.	Other.			
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.
Agra.	Agra	1,856	1,003	744	285	—	18,541	—	—	18,541	7,032	8·75	11·	10·50	10·50	10·25	9·75	11·	2·11	3·58	—
	Etáwah	1,694	727	285	65	—	12,540	—	2,176	14,716	4,470	8·50	10·	9·50	9·50	9·50	9·	8·	Not available (*see* separate mortality statement for January).		—
	Total Agra Division	3,550	1,730	1,029	350	—	31,081	—	2,176	33,257	11,502	—	—	—	—	—	—	—	—		—
Allahabad.	Cawnpore	2,363	1,210	2,363	1,210	1,558	52,793	148	31,541	86,040	36,098	8·81	10·37	9·43	10·50	9·75	9·68	10·56	Not available (*see* separate mortality statement for January).		—
	Fatehpur	1,633	699	582	226	139	1,280	—	5,799	7,218	15,050	7·50	9·75	8·50	9·50	—	8·75	7·25	4·84	1·29	—
	Bánda	3,061	705	3,061	705	3,363	75,986	8,091	55,856	143,296	57,742	—	—	—	—	—	9·75	10·49	Not available (*see* separate mortality statement for January).		—
	Hamírpur	2,289	513	2,289	513	—	29,771	—	6,761	36,532	23,950	8·06	9·93	8·93	10·	9·37	9·50	7·43	3·64	2·15	—
	Allahabad	2,852	1,549	2,428	1,272	—	37,727	—	82,002	119,729	61,065	8·37	10·12	9·81	8·31	11·	9·75	10·06	Not available (*see* separate mortality statement for January).		—
	Jhánsi	3,587	683	3,587	683	749	33,190	146	15,395	49,480	11,078	8·75	—	—	10·50	—	9·93	—	Do.	do.	—
	Jalaun	1,477	396	1,477	396	—	57,452	—	14,728	72,180	29,941	8·37	9·93	9·43	10·31	10·18	10·06	7·25	2·62	3·25	1
	Total, Allahabad Division	17,262	5,755	15,787	5,005	4,809	288,199	8,385	212,082	514,475	234,924	—	—	—	—	—	—	—	—	—	1
Benares.	Mirzapur (including family domains of the Mahárája of Benares).	5,223	1,161	4,326	714	3,649	31,494	4,058	5,426	44,627	20,983	8·25	10·12	10·00	9·75	9·43	10·06	9·06	3·89	2·24	—
	Jaunpur	1,550	1,265	271	214	755	38,399	—	5,561	44,715	26,434	7·87	10·18	9·87	10·	—	9·50	9·69	2·39	1·84	—
	Total, Benares Division.	6,773	2,426	4,597	928	4,404	69,893	4,058	10,987	89,342	47,417	—	—	—	—	—	—	—	—	—	—

Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, the 27th February 1897—*continued*.

Division.	District.	Area.	Population in Thousands	Affected Area.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on the last Day of the Period under Report.					Number on gratuitous Relief.	Prices of One or more principal Food Grains in sérs per Rupee.							Monthly Death-rate.		Deaths due to Starvation.
						Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Maize.	Barley.	Millets.		Pulses.		For the Period under Report.	For the corresponding Period of the previous Year.	
															Juár.	Other.	Gram.	Other.			
1.		2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.
Gorakhur.	Gorakhpur -	4,580	2,994	2,630	1,727	2,008	12,141	10,688	13,623	38,460 *797	6,164	9·37	10·	10·56	11·25	10·	10·81	13·50	2·84	2·16	—
	Azamgarh -	2,148	1,729	1,130	914	138	4,703	—	2,054	6,895 *296	9,063	7·93	10·	9·87	10·	—	9·81	10·06	Not available (*see* separate mortality statement for January).		—
	Total, Gorakhpur Division.	6,728	4,723	3,760	2,741	2,146	16,844	10,688	15,677	46,548	15,227	—	—	—	—	—	—	—	—	—	—
Lucknow.	Lucknow -	967	774	967	774	1,208	13,558	17,473	37,182	69,421	21,047	8·50	10·50	10·	10·50	10·25	9·50	10·75	Not available (*see* separate mortality statement for January).		—
	Unao -	1,736	953	1,736	953	1,170	7,514	—	28,430	37,114	22,977	8·18	9·25	9·	10·25	9·25	8·75	8·	Do.	do.	—
	Rae Bareli -	1,752	1,037	1,752	1,037	1,660	11,240	—	48,796	61,696	29,162	8·75	10·	—	10·	—	10·50	—	Do.	do.	—
	Sitapur -	2,255	1,075	1,520	703	893	8,330	—	29,616	38,839	28,868	8·50	10·25	10·	10·	10·	9·	8·50	Do.	do.	—
	Hardoi -	2,325	1,113	2,325	1,113	2,154	19,217	—	72,181	93,552	51,262	9·	10·	9·50	10·	9·50	9·50	10·	Do.	do.	—
	Total, Lucknow Division	9,035	4,952	8,300	4,580	7,085	59,859	17,473	216,205	300,622	153,316	—	—	—	—	—	—	—	—	—	—
Fyzabad.	Bara Banki -	1,740	1,131	1,740	1,131	288	1,451	—	7,628	9,367 †5,492	6,750	9·	9·75	10·25	9·75	8·	9·	9·50	1·95	2·27	—
	Total, Fyzabad Division -	1,740	1,131	1,740	1,131	288	1,451	—	7,628	14,859	6,750	—	—	—	—	—	—	—	—	—	—
	Total, North-Western Provinces & Oudh	45,088	20,717	35,218	14,735	19,732	467,327	40,604	464,755	999,103	469,136	—	—	—	—	—	—	—	—	—	1

* On test works in portion of district not officially recognised as distressed.

† Village works.

REMARKS to accompany FAMINE STATEMENT A. for the Four Weeks ending 27th February 1897.

Private Relief, Village and Poor-house Relief.

In the distressed tracts private charity is restricted by the poverty of the people, and the restriction is in direct proportion to the acuteness of the distress. In all distressed districts there are local committees under the presidency of the district officer working in connexion with the Indian Famine Charitable Relief Fund. They administer such subscriptions as are locally raised, and such funds as are from time to time allotted by the provincial committee. These latter allotments up to date amount to Rs. 1,56,000 in the North-Western Provinces and Rs. 99,350 in Oudh, and are employed to supplement the State aid.

The system of village relief is in full operation. There was a tendency in some districts to undue extension or contraction of this form of relief; but the necessary steps have in every case been taken to counteract this tendency, which was due chiefly to eccentricities of the native staff, and the arrangements, which are carefully watched by Government, are now working smoothly.

There are a sufficient number of poor-houses in every district, and the management is satisfactory. Outbreaks of cholera in several poor-houses of the Allahabad and Benares Divisions have been successfully treated. In view of such outbreaks measures are taken to keep the poor-house population in the larger institutions as low as possible. Inmates as soon as they become fit to work or travel are drafted to relief works or transferred to the village relief lists.

General Character of Relief Works.

In all districts the large relief works in operation are under the management of the Public Works Department, and consist in the acutely distressed tracts of works conducted under strict Famine Code rules. In some districts where distress is less severe, the intermediate form of works which was devised in this famine to meet the case where relief to dependants is not necessary is in force. These intermediate works are under direct management, *i.e.*, without the intervention of contractors. It is intended to gradually extend the latter system as the demand for field labour increases and the numbers requiring relief are reduced. The number of village works executed through the agency of landholders, by means of partly recoverable advances from Government, has increased. Projects for village works in large numbers are being drawn up and held in reserve in case outbreaks of cholera, or the failure of water supply, or the advance of the hot weather renders it necessary to break up the large works and find employment for the people on smaller and isolated works in the neighbourhood of their homes.

So far as possible, regular relief works under the Public Works Department will be maintained in all the worst districts.

Physical Condition of the People.

The physical condition of the people is reported as generally good in spite of the admitted prevalence of distress among the lower classes. The worst condition is found among the inmates of poor-houses, which attract the wandering beggars and those unfitted for labour by physical defects, and serve to supplement the dispensary or hospital accommodation. The death-rate statistics are being dealt with in separate correspondence. It is sufficient to note here that even in the worst district the death-rate only reaches 58 per mille per annum, while the provincial average is very much lower. The figures indicate that the distress is effectively met by the relief.

Deaths due to Starvation.

Reports of such deaths generally want verification and are shown to be usually erroneous. One wandering stranger in Jalaun is reported to have died from want of food immediately on his arrival at a poor-house.

Food Stocks and Importation of Grain.

Stocks are still sufficient as kept up by importation. They are now receiving an accession from the *rabi* harvest.

General Condition and Prospects of the Affected Area.

The numbers on relief reached their highest point on the last day of the period under report. In some of the earlier districts the advent of the *rabí* harvest had begun to attract away labourers from the works, and this movement has since spread considerably. It is probable that the highest point has been reached, and a substantial fall may be expected while harvest is in operation. But prices still keep unexpectedly high, and the small area of the crops contracts the usual field of employment. High winds which prevailed in the middle of the month have seriously injured the crops in the later sown and unirrigated lands and have somewhat affected even the better fields, thereby causing depression of prices. A return of labourers to relief works may be expected as soon as the harvest is over, and it is feared that the numbers on relief may remain higher than was at one time expected, even the better class of cultivators are themselves doing unwonted work in the fields in order to save the wages of labourers. In the Bundelkhand districts and a few others where the crop failure has been greatest, distress is likely to intensify, and relief operations on a large and increasing scale must be expected till the arrival of the monsoon rains.

North-Western Provinces and Oudh.

Monthly Famine Statement B. for the Four Weeks ending Saturday Evening, the 27th February 1897.

Division.	District.	Maximum Number (Daily Average for Three Months) for whom Relief is estimated to be required in case of serious Famine.	Number of Persons (Daily Average for Three Months) for whom Relief was provided in the last Programme of Relief Works.			Number for whom Relief can be provided on Works remaining on Programme on Date of Report.		Expenditure since 1st November 1896.			Advances since 1st November 1896 under—		Revenue suspended since 1st November 1896.
			Date of Publication of Programme.	On large Works.	On others.	On large Works.	On others.	Date up to which Account is made up.	On Relief Works.	On gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	Rupees in Thousands.
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13
									Rs.	Rs.	Rs.	Rs.	
Agra.	Agra	25,000	1st November 1896.	79,000	—	102,197	—	27th February 1897.	60,820	2,214	16,087	17,640	15,
Agra.	Etáwah	20,000		45,000	845	35,500	2,399		50,567	6,004	14,461	10,815	40,
	Total, Agra Division	45,000		124,000	845	137,697	2,399		111,387	8,218	30,548	28,455	55,
Allahabad.	Cawnpore	70,000		95,000	8,558	93,128	14,364		2,07,880	90,900	9,046	15,090	3,70,
Allahabad.	Fatehpur	32,000		47,800	—	42,000	—		13,997	28,735	7,980	25,930	2,50,
Allahabad.	Bánda	200,000		240,000	8,000	309,000	8,000		5,99,394	1,36,677	3,298	13,818	2,89,
Allahabad.	Hamírpur	75,000		147,000	6,000	241,059	16,000		1,85,610	80,408	9,468	10,738	1,88.
Allahabad.	Allahabad	175,000		84,000	50,000	207,400	50,000		6,32,832	1,80,825	4,051	48,767	7,20,
Allahabad.	Jhánsi	75,000		104,000	8,142	112,800	8,142		1,85,977	10,063	944	6,451	65,
Allahabad.	Jalaun	100,000		115,000	20,914	150,000	17,115		2,64,613	61,835	1,622	5,947	2,75,
	Total, Allahabad Division	727,000		832,000	101,614	1,155,388	113,621		20,90,303	5,89,443	36,409	1,26,741	21,57,
Benares.	Mirzapur, including Family Domains of the Mahárája of Benares).	60,000		43,000	22,847	*190,000	*25,247		†67,195	†14,896	†4,515	†7,441	—
Benares.	Jaunpur	60,000		55,000	—	71,000	1,099		1,53,823	38,076	2,150	7,000	—
	Total, Benares Division	120,000		98,000	22,847	261,000	26,346		2,21,018	52,972	6,665	14,441	—

N.B.—In columns 6 and 7 are included works sanctioned since publication of last programme.

* No regular programme of works has been published for the family domains of the Mahárája of Benares, but the Mahárája can provide work for 50,000 persons for three months on agricultural improvements, &c.

† Exclusive of expenditure incurred by the Mahárája of Benares.

Monthly Famine Statement B. for the Four Weeks ending Saturday Evening, the 27th February 1897—*continued.*

Division.	District.	Maximum Number (Daily Average for Three Months) for whom Relief is estimated to be required in case of serious Famine.	Number of Persons (Daily Average for Three Months) for whom Relief was provided in the last Programme of Relief Works.			Number for whom Relief can be provided on Works remaining on Programme on Date of Report.		Expenditure since 1st November 1896.			Advances since 1st November 1896 under—		Revenue suspended since 1st November 1896.
			Date of Publication of Programme.	On large Works.	On others.	On large Works.	On others.	Date up to which Account is made up.	On Relief Works.	On gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	
	1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
									Rs.	Rs.	Rs.	Rs.	
Gorakhpur.	Gorakhpur	40,000	1st November 1897.	155,000	—	172,001	—	27th February 1897.	61,940	22,818	4,515	22,396	2,25,
	Azamgarh	15,000		253,000	10,000	262,567	*10,000		14,785	25,798	5,925	8,600	4,75,
	Total, Gorakhpur Division	55,000		408,000	10,000	434,568	10,000		76,725	48,116	10,440	30,996	7,00,
Lucknow.	Lucknow	80,000		60,000	—	73,178	—		1,61,274	59,318	23,000	80,000	1,50,
	Unao	50,000		51,000	8,979	75,177	8,979		1,30,981	33,867	76,458	49,890	1,50,
	Rae Bareli	85,000		67,000	4,000	45,865	7,400		2,56,981	50,081	86,000	9,000	3,00,
	Sitapur	40,000		108,000	67,586	89,600	67,586		1,84,509	30,658	6,550	5,344	2,77,
	Hardoi	150,000		37,000	11,000	117,246	11,400		3,24,317	1,71,772	36,498	46,211	1,55,
	Total, Lucknow Division	405,000		323,000	91,565	401,064	95,365		10,58,062	3,47,696	2,28,506	1,90,435	9,32,
Fyzabad.	Bara Banki	10,000		44,000	11,449	31,550	16,098		1,07,515	16,734	32,325	18,443	2,00,
	Total, Fyzabad Division	10,000		44,000	11,449	31,550	16,098		1,07,515	16,734	32,325	18,443	2,00,
	Total, N.W. Provinces and Oudh	1,862,000		1,829,000	238,320	2,421,267	263,829		36,65,010	10,63,179	3,44,893	4,09,511	31,12,

* The programme of small works in the Azamgarh district has been further supplemented, but the complete figures have not been submitted.

North-Western Provinces and Oudh.

Monthly (extra-Code) Statement C. for the Four Weeks ending Saturday Evening, the 27th February 1897.

District.	Test Relief Works under Civil Officers.				Test Relief Works under Public Works Department.				Poor-house Relief.				Other gratuitous Relief.			Remarks.
	Number open during Period under Report.	Number of Labourers on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number open during Period under Report.	Number of Labourers on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number of Poor-houses open during Period under Report.	Number of Inmates on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number in Receipt of gratuitous Relief on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
			Rs.	Rs.			Rs.	Rs.			Rs.	Rs.		Rs.	Rs.	
Dehra Dún	5	343	1,318	6,382	—	—	—	—	—	—	—	—	—	—	—	
Total, Meerut Division	5	343	1,318	6,382	—	—	—	—	—	—	—	—	—	—	—	
Muttra	1	494	493	493	1	17,823	36,326	51,936	2	210	429	930	8,484	9,206	10,611	
Farukhabad	2	137	334	2,084	3	409	5,042	5,042	5	897	2,364	7,384	10,007	12,700	14,800	
Mainpuri	3	233	663	3,215	1	132	607	856	2	165	376	1,657	669	2,119	3,285	
Etah	5	237	524	4,686	2	960	1,705	3,163	3	275	1,284	2,840	3,739	4,462	12,384	
Total, Agra Division	11	1,101	2,014	10,478	7	19,324	43,680	60,997	12	1,547	4,453	12,811	22,899	28,487	41,080	
Bareilly	—	—	—	—	5	3,316	11,938	15,981	2	227	291	3,593	846	1,190	1,190	
Bijnor	—	—	—	—	2	3,723	7,222	9,492	4	1,423	3,365	6,575	—	—	—	
Budaun	2	254	1,173	4,255	1	706	2,775	2,775	1	294	452	1,088	10	2	2	
Moradabad	1	77	459	1,387	3	5,481	5,298	10,694	4	1,499	1,884	3,215	277	186	287	
Sháhjahánpur	4	800	3,603	12,450	6	3,317	2,879	2,879	3	1,187	2,651	13,856	707	1,745	4,007	
Pilibhít	1	—*	4,547	6,497	5	5,164	10,913	14,503	3	246	659	4,670	1,056	1,144	1,519	* The work was closed on 19th February 1897.
Total, Rohilkhand Division	8	1,131	9,787	24,589	22	23,707	41,025	56,324	17	4,876	9,302	32,997	2,896	4,267	7,005	

MONTHLY (EXTRA-CODE) STATEMENT C. for the Four Weeks ending Saturday Evening, the 27th February 1897—(*continued*).

District.	Test Relief Works under Civil Officers.				Test Relief Works under Public Works Department.				Poor-house Relief.				Other gratuitous Relief.			Remarks.
	Number open during Period under Report.	Number of Labourers on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number open during Period under Report.	Number of Labourers on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number of Poor-houses open during Period under Report.	Number of Inmates on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	Number in Receipt of gratuitous Relief on last Day of Period under Report.	Expenditure during Period under Report.	Expenditure from Outset to Date.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Benares	—	—	Rs. —	Rs. —	3	243	Rs. 986	Rs. 2,115	3*	742	Rs. —	Rs. —	3,081	Rs. 5,146	Rs. 8,632	* Maintained from municipal and private funds.
Total, Benares Division	—	—	—	—	3	243	986	2,115	3	742	—	—	3,081	5,146	8,632	
Basti	6	1,048	2,077	4,541	2	2,919	3,813	5,571	4	817	2,207	8,311	953	2,771	4,588	
Total, Gorakhpur Division	6	1,048	2,077	4,541	2	2,919	3,813	5,571	4	817	2,207	8,311	953	2,771	4,588	
Kheri	—	—	—	—	2	330	250	250	3	353	359	559	120	2,060	2,296	
Total, Lucknow Division	—	—	—	—	2	330	250	250	3	353	359	559	120	2,060	2,296	
Fyzabad	51	3,375	13,224	20,107	6	1,725	10,156	19,310	4	1,006	3,690	9,292	4,086	3,744	6,979	
Gonda	36	3,312	5,818	13,524	5	1,489	5,929	12,481	4	2,836	†2,359	†7,246	367	116	282	† Excluding expenditure in connection with two poor-houses on the Balrámpur Estate.
Sultánpur	4	182	671	5,887	6	5,031	21,462	31,056	4	1,127	2,840	8,630	2,073	2,462	4,127	
Partábgarh	—	—	249	4,935	4	11,940	20,312	26,526	3	1,094	2,626	5,459	4,563	4,739	5,064	
Total, Fyzabad Division	91	6,869	19,962	44,453	21	20,185	859	89,373	15	6,063	11,515	30,627	11,039	11,063	16,452	
Total, North-Western Provinces and Oudh.	121	10,492	35,158	90,443	57	67,208	90,613	2,14,630	54	14,298	27,836	85,395	40,988	53,794	80,053	

SEPARATE MORTALITY STATEMENT.

District.	Monthly Death-rate.	
	For January 1897.	For the corresponding Period of the previous Year.
Etáwah	2·71	2·49
Cawnpore	2·86	2·52
Bánda	4·79	2·18
Allahabad	3·4	1·88
Jhánsi	4·92	4·32
Azamgarh	2·89	—
Lucknow	3·83	2·59
Unao	3·65	—
Rae Bareli	4·81	2·13
Sitapur	2·60	2·79
Hardoi	4·39	2·22

BENGAL.

No. 288 Agri. (Famine), dated Calcutta, the 1st February 1897.

From M. FINUCANE, Esq., C.S., SECRETARY TO THE GOVERNMENT OF BENGAL, REVENUE DEPARTMENT, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

I am directed by his Honour the Lieutenant-Governor to submit herewith a copy of a letter No. A., dated 25th January 1897, from the Commissioner of Patna, with enclosures. Sir W. B. Hudson, K.C.I.E., of Seeraha Factory, Champaran, applies for a loan of Rs. 30,000, which sum he wishes to again advance on mortgage to substantial but temporarily impecunious raiyats connected with his estates for the support of themselves and their families. The Commissioner urges in support of this application that it will be cheaper to adopt this method of relief than to relieve gratuitously the families of the raiyats, and that at the same time the raiyats will be saved from the loss of their holdings. Moreover, there will be no risk to Government, as Sir W. B. Hudson will be entirely responsible for the repayment of the loan.

2. Sir Alexander Mackenzie concurs in this recommendation; and considers that loans made on this principle should be made free of interest, and recoverable at the end of two years. I am therefore to request that the Government of India may be moved to sanction an advance of Rs. 30,000 to Sir W. B. Hudson on these terms, as well as the grant of any similar advances which it may be found desirable to make to other carefully selected zamindars and planters as proposed by the Commissioner in paragraph 4 of his letter.

I am to request that the Lieutenant-Governor may be favoured with a very early reply to this reference.

No. A., dated Camp Darbhanga, the 25th January 1897.

From J. A. BOURDILLON, Esq., Officiating Commissioner of the Patna Division, to the SECRETARY TO THE GOVERNMENT OF BENGAL, Revenue Department.

I have the honour to forward herewith, for the consideration and orders of the Lieutenant-Governor, copy of a letter from the Collector of Champaran (No. 155 F. of the 20th instant), recommending that a sum of Rs. 30,000 may be advanced to Sir W. B. Hudson of Seeraha Factory, to be again advanced on mortgage to substantial but temporarily impecunious raiyats in his *dehat*.

2. I am aware of what happened in 1873-74*, when grain was advanced to raiyats for their subsistence, and to the strong objections that exist to making advances merely for maintenance, one of the strongest being the dimension which the measure may attain if it is once inaugurated.

* *Vide* Famine Commissioner's Report, Part III., paragraphs 88-95.

3. But I consider that in this case the circumstances are special, and for the reasons given, both by Sir W. B. Hudson and Mr. Macpherson, I strongly recommend that the proposal be adopted. In the first place Government will run no risk, as Sir W. B. Hudson is responsible, and I could make the advance in his name only. It is for consideration whether it should be under the ordinary terms of the Agriculturists' Loans Act, or be made without interest on the analogy of loans to be given under the new draft temporary rules of the Land Improvement Act (*vide* your letter No. 76 Agri. of the 31st ultimo). Secondly, as Mr. Macpherson shows, it will be far cheaper to adopt this method of relief than to relieve the families of the raiyats gratuitously. We shall certainly get back this money if advanced to Sir W. Hudson, but even if we lost the whole of it, that would be cheaper than gratuitous relief. Thirdly, the advantage is considerable of saving these raiyats from sinking into abject poverty while their holdings fall into the hands of the banyas. Lastly, the proposal is analogous to, though not identical with, that of granting loans to large zamindars to buy food for their raiyats, which has now been accepted by the Government of India in their letter No. 298 F. of the 20th instant.

4. For all these reasons I strongly support the proposal, and I would ask that orders may be communicated by telegram. I should also like to be informed whether Government would be disposed to grant advances on similar terms in other parts of Champaran and in other districts of the division to carefully selected zamindars and planters.

No. 155 F., dated Motihari, the 20th January 1897.

From the Collector of Champaran to the Commissioner of the Patna Division.

I have the honour to forward herewith a letter, dated the 15th instant, received from Sir William Hudson of Seeraha applying for an advance of Rs. 30,000 to be made to a number of his tenants who, on account of their status, are, he fears, likely to starve to death rather than come on to relief works or publicly solicit relief. The matter, you will remember, was talked over when you and I were at Seeraha last week, and I need not therefore enter into full details now. I have since ascertained from Sir William Hudson that his lists show an average of eight persons in each household, of whom six may be taken as women and children. The census statistics show 7·3 persons per house in thana Dhaka, where Sir William's villages are situated. In consequence of the large size of the families, he considers that Rs. 6 per mensem will be needed for each. He assures me that the Rs. 30,000, for which he is willing to be responsible, will relieve all the families coming under the category referred to in his villages. Assuming that the relief would be for three months, this would give 1,666 families or 13,328 individuals to be relieved. Of these 10,000 persons would be women and children; to relieve these 10,000 under the Famine Code at 1 anna a head for three months would cost Rs. 57,000. Having regard to the probable range of prices, I do not think the cost could be taken at less than that. Under all the circumstances, I beg to recommend that Sir William Hudson's application may be granted under the Agriculturists' Loans Act. He mentions to me that it is now a matter of urgency that many of the families referred to should be relieved, and hopes that early orders will be passed.

Dated Seeraha, the 15th January 1897.

From Sir W. B. Hudson, K.C.I.E., Seeraha, to D. J. Macpherson, Esq., Collector of Champaran.

I believe the Commissioner of Patna and Mr. Glass expressed their approval of the arrangements made by me for gratuitous relief for the two circles comprising my *dehat*, covering 70 square miles, with a population of about 49,000.

2. The Government relief works at present in operation, as you of course know, provide for all those who are able and willing to work for the Famine Code wage.

3. But there is a class whom this form of relief will not reach—the *purda-nashin* women and children of the high caste raiyats—and judging from former experience of famine of 1866 and 1874, these will die in their houses rather than come on the works or publicly solicit relief.

4. It is true that a certain number of these raiyats are so deeply in debt, their holdings being already mortgaged to their full value, that it seems hopeless to attempt to reach their families except by specially organised charitable relief.

5. But there is a large percentage of this class with their holdings unmortgaged, who in consequence of three consecutive bad harvests are now in dire straits and will soon be famine-stricken.

6. The village mahajans, who in ordinary times would come to their assistance, have neither money nor grain in hand to make them advances on the security of their holdings. In the few cases where they have made them small grain advances, they have charged them at the rate of 87½ per cent. for six months' accommodation.

7. They have come to me as their landlord for help, which I consider I am bound to give them.

8. Unfortunately a bad indigo season, and increased expenditure in consequence of the scarcity already experienced, precludes my affording it to them now, and their case will not brook delay.

9. A return prepared for each village shows that a sum of Rs. 30,000 will be required to meet the really urgent cases in this tract of 70 square miles. I am afraid it will be useless to ask Government to advance this on security of their unencumbered lands, from the opinions given me by the Commissioner and yourself on the point.

10. I therefore propose that I should be responsible for the above amount if advanced to raiyats of whom I approve, a list of whose names and holdings will be forwarded to you if sanction is given.

11. I will have the money paid into their hands, will collect it within two years, and make good any losses.

12. The advantages would be—

(1.) The *purda-nashin* women and children would be relieved through their natural protector, the head of the household, and the relief would actually reach them.

(2.) The expenditure would be recouped.

(3.) No establishment required.

(4.) The man would be a respectable tenant, instead of becoming an outcasted pauper.

13. The value of the right of occupancy in this tract is from Rs. 60 to Rs. 120 per acre. I would limit the advance to Rs. 10 per acre.

No. 488 F., dated Calcutta, the 9th February 1897.

From T. W. HOLDERNESS, Esq., C.S., Deputy Secretary to the Government of India, Department of Revenue and Agriculture, to the CHIEF SECRETARY TO THE GOVERNMENT OF BENGAL.

I am directed to acknowledge the receipt of your letter No. 288 Agri. (Famine), dated 1st February, with enclosures, in which a recommendation is made that a loan of Rs. 30,000 should be granted to Sir W. B. Hudson, K.C.I.E., of Seeraha Factory, Champaran, to enable him to make advances to raiyats connected with his estates for the support of themselves and their families.

2. In reply I am to refer the Government of Bengal to the remarks made on this head in the Famine Commission's Report, Part III., pages 142 and 143, and in Part I., page 56. It appears to the Government of India that all the objections to which the advances for subsistence made in the Behar Famine of 1873–74 were open, apply with equal force to the advances which the Commissioner of the Patna Division would now make through the agency of Sir W. B. Hudson. The Government of India cannot accept the view of the Commissioner of the Patna Division that in the present case the objections are deprived of their force by special circumstances. The two great objections to advances for subsistence are that they dispense with tests of distress, and that they offer to an improvident peasantry an irresistible temptation to borrow. These objections are really untouched by the considerations urged by the Commissioner of the Patna Division. If the proposed loan were sanctioned in the present case, a general precedent would be established for all estates under European management; and it would be extremely difficult to refuse to extend the same system

to ordinary zemindari estates under native management. The Government of India are therefore of opinion that it is wiser not to accede to Sir W. B. Hudson's application.

3. I am to remark that if the Commissioner of Patna is satisfied that a case for gratuitous relief by means of loans free of interest or otherwise is made out by these raiyats, he might be advised to apply on their behalf to the Provincial Committee of the Indian Famine Relief Fund.

Agriculture—No. 440 Agri. (Fam.), Calcutta, the 15th February 1897.

From M. FINUCANE, Esq., Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

I am directed to acknowledge the receipt of Mr. Holderness' letter No. 488 F.—86-2, dated the 9th February 1897, in which the Government of India express their opinion upon the recommendation made in my letter No. 288 Fam., dated the 1st February 1897, that a loan of Rs. 30,000 should be granted to Sir W. B. Hudson, K.C.I.E., of Seeraha Factory, Champaran, to enable him to make advances to respectable but temporarily impecunious raiyats connected with his estate for the support of themselves and their families. Sanction was further requested in my letter of 1st February to the grant of similar advances in the future to other carefully selected zamindars and planters.

2. The Government of India, in declining to accede to Sir W. B. Hudson's application, which was supported by the Collector, Commissioner, and this Government, and in implicitly conveying their disapproval of the more general proposal made by the Government of Bengal, refer to the remarks contained in the Famine Commission Report, Part III., pages 142 and 143, and Part I., page 56, and state that in their opinion all the objections to which the advances for subsistence made in the Bihar famine of 1873-74 were open apply with equal force to the advances which it is now proposed to make through the agency of Sir W. B. Hudson. The following are the passages in the Famine Commission Report to which the Government of India refer :—

Extract from Part III., pages 142 *and* 143, *of the Famine Commissioners' Report.*

On the whole, considering the hurry and confusion of the time, the impossibility of investigating the security offered by the applicants and even the fact of their necessity, and the profuse way in which advances were given, or, according to some accounts, forced on the people, it must be admitted that the extent to which they have been repaid is creditable to the honesty and self-respect of the raiyats. But this should not blind us to the danger of the precedent, or to the cost at which this relief was given. The grain advanced cost the Government Rs. 1,45,40,000, and out of this about Rs. 61,00,000 have been recovered, making a loss to Government of Rs. 84,00,000; it cost, therefore, Rs. 21 per head to relieve 400,000 cultivators. If they, including their families, were all in grievous want or in danger of starvation, and if they received relief in no other form, this would be no excessive expenditure; but it is clear from the reports that many of them received relief in other forms also, and that the theory of personal knowledge taking the place of any test to some extent broke down. The cultivators in their turn had to pay a severe penalty for their readiness to apply for advances; if they were forced to sell grain at 30 seers to repay what they had borrowed at 18 seers, they have sold 165,000 tons in order to repay the loan of 95,000 tons. The danger of offering to an improvident people too tempting opportunities for getting advances which they will have to repay at a great sacrifice is one that should be seriously thought of on any recurrence of similar circumstances. * * * *

Extract from Part I., pages 55 *and* 56, *of the Famine Commissioners' Report.*

The suspension of revenue may be an adequate relief to the more substantial landowner, who, when this drain on his resources is removed, has enough left to

struggle through the time of hardship; but it does not entirely provide for the case of the small agriculturist who finds himself without the necessary means either of subsistence or of preparing his lands for tillage, and who, if he is obliged to have recourse to the money-lender, can only obtain a loan on ruinous terms. It is, moreover, desirable that in times of famine reasonable help should be given to landholders to enable them to undertake works on their estates by which employment may be offered to the poorer tenants or labourers. It should, therefore, be the policy of the Government to advance money freely and on easy terms on the security of the land, whenever it can be done without serious risk of ultimate loss. The experience of the Bengal famine of 1874, and other less conspicuous instances, have shown how faithful the landed classes are, as a rule, in repaying such advances, and how inappreciable is the risk attending them when they are judiciously made. The rules under which such advances are given should admit of their being devoted to the purchase of seed grain and bullocks, and to the employment of agricultural labour. They should be made under the general supervision of the Agricultural Department, and when famine has set in, through the inspecting officer in charge of the relief circle. The grant of such loans should be regarded as of primary importance among the measures adopted for meeting distress, and should receive early and sedulous attention on the part of the local Government. No undue pressure should be used to induce the people to accept such loans, nor should they be given unless the applicant is able to show that he is in serious need of such assistance. On the other hand, after these advances have been made, care must be taken not to check the recovery of the country by a too prompt demand for their repayment.

3. I am desired by his Honour the Lieutenant-Governor to submit that the advances to which the Famine Commissioners referred in the first of the above extracts are not analogous to the advances which it was now proposed to make. The Famine Commissioners' remarks upon the evil effects of advances related to advances which in 1873–74 were profusely given, or forced upon the raiyats by Government officers, in order that they might get rid of the excessive quantities of grain which Government had itself imported. These advances, it was said, the raiyats were afterwards compelled to repay at a great sacrifice.

In the present case it was proposed that Government should make advances to landholders of the highest character (such as Sir W. B. Hudson), who have no intention of forcing loans upon an improvident peasantry to be repaid at a great sacrifice. The Famine Commissioners stated that in connexion with the advances which were made on so profuse a scale by Government officers in 1873–74, the "theory of personal "knowledge taking the place of any test (of the necessity for relief) to some extent "broke down." In the present case there can be no danger of such a breakdown. Sir W. B. Hudson knows personally the people to whom he wishes to make the loans; and in selecting other landholders, to whose applications for advances it would be willing to accede, this Government would be careful to choose only those who have a personal knowledge of their tenants and a *bonâ fide* desire to help them in their troubles. Nor is there any danger that the tenants would have to repay the loans at great sacrifice. On the contrary, there is great danger that if they are not helped by their landlords in this way, numbers of respectable tenants, whether they resort to relief works or do not, will be reduced to the condition, as Sir W. B. Hudson says, of "outcasted paupers." Sir W. B. Hudson has been borrowing at high interest to lend to his raiyats, and cannot be expected to continue to do so indefinitely. He has in fact spent already as much as he feels himself warranted in giving. The Famine Commissioners, in pointing out the danger of giving loans such as were given in 1873–74, laid stress on the loss to Government resulting from failure to realise the whole of the amount advanced to cultivators and the consequent expensiveness to the State of such a method of affording relief. In the present instance there is no risk of any loss to Government. On the contrary, this method of giving relief is, so far as Government is concerned, the cheapest that can be imagined. Even in 1873–74 the recoveries of cash loans from cultivators were remarkably good. On the present occasion the loans were to have been given to substantial zamindars who would be responsible for their repayments.

4. The second extract quoted would, I am to submit, appear to point to a conclusion different from that reached by the Government of India. The Famine Commission in that passage refer to the case of the "small agriculturist who finds himself without "the necessary means either of subsistence or of preparing his lands for tillage, and "who, if he is obliged to have recourse to the money-lender, can only obtain a loan

" on ruinous terms ;" and they appear, in the sentences which follow that just quoted, to recommend that advances should be given by Government to landholders, to be again advanced by them to the poor agriculturists whose condition is described. It is true that the Commissioners speak, "*moreover*," of "reasonable help" being given " to landholders to enable them to undertake works on their estates by which employ- " ment may be offered to the poorer tenants or labourers ;" but it cannot be assumed that they intended by these words to preclude help being given to landholders to enable them to make loans to their tenants, by means of which the latter could support themselves without recourse to the money-lender. Without a loan of some kind, it is difficult to see how the cultivators referred to by Sir W. B. Hudson are to live while engaged in preparing their lands, and therefore unable to attend relief works on which the wage, moreover, is so regulated as to give them a mere sustenance only while they are employed on the works, thus providing nothing for them to live on while engaged in preparing their lands.

5. In Mr. Holderness' letter No. $\frac{298}{45-22}$ F., dated the 20th January 1897, the Government of India said :—

"In the Despatch in which they reviewed the Famine Commission's Report, the Government of India wrote: 'The fulfilment of their duties to their dependants by 'large landowners should be strongly insisted on;' and the Secretary of State concurred. It is the duty as well as the interest of large landlords to do all that can be done to assist their raiyats in struggling with the troubles that are before them; and if in any case such a landlord is unable to do his duty in this matter for want of funds, and the Bengal Government is satisfied that the security for repayment of an advance is sufficient, and that the advance will be *bonâ fide* applied to the relief of distress, the Government of India are ready to consider proposals for such advances. They would, however, prefer to give them in general aid of the estate's expenditure on relief, rather than for any specified purpose, such as the purchase of grain."

I am to inquire what class of advances the Government of India had in view in this paragraph. Advances to landlords for the purchase of grain are viewed with disfavour. Advances for the execution of relief works are within the competence of the Local Government, and require no special reference to the Government of India. Advances for the purchase of seed and cattle are similarly admissible under the Agriculturists' Loans Act. The only other class of advance that the Lieutenant-Governor could think of is that which has now been negatived.

6. In their letter under reply the Government of India say :—

"If the proposed loan were sanctioned in the present case, a general precedent would be established for all estates under European management; and it would be extremely difficult to refuse to extend the same system to ordinary zamindari estates under native management."

The Lieutenant-Governor proposed, in my letter of the 1st February, that advances should be made only to carefully selected zamindars and planters; and Sir Alexander Mackenzie would respectfully submit that he and his local officers might have been trusted to see that applicants were selected with that care which the circumstances of the case require. The Lieutenant-Governor regrets that both in their letter of the 4th January, and in their present communication, the Governor of India should attribute to his proposals far-reaching effects which he never contemplated. In the former letter he was described as presenting a blank cheque for the signature of the Governor-General in Council. His last strictly limited proposal is expanded into the creation of a precedent for open loans to any zamindar or planter in Bengal.

7. The Lieutenant-Governor is at a loss to understand the meaning of the suggestion contained in paragraph 3 of the Government of India's letter under reply, that the Commissioner of Patna might apply for loans on behalf of the raiyats of Sir W. B. Hudson and other landlords to the Provincial Committee of the Indian Famine Relief Fund. Apart from the improbability of the Provincial Committee being able to provide funds for the subsistence of cultivators and their families, it appears to his Honour to be altogether impracticable for the Committee to embark on a system of money-lending. That would be an operation which, in Sir Alexander Mackenzie's opinion, is altogether outside their function.

8. In conclusion, I am to say that Sir Alexander Mackenzie considers loans of the kind now applied for to be quite the most unobjectionable form which the assistance of landholders by Government can take, and specially suitable in a Province where

landlords are getting no remission or even suspension of their land revenue; and he desires to press the matter once more on the consideration of the Government of India. It is understood that the Bettiah Raj and other zamindars are awaiting the result of the present application.

9. The Lieutenant-Governor has no desire to dictate to the Government of India, but he feels it specially unfortunate that that Government should find themselves compelled once more to negative proposals which the Lieutenant-Governor, on full consideration and with an intimate personal knowledge of the arrangements of 1873–74, has felt it his duty to put forward. He would not for his part think it necessary on every occasion to be absolutely bound by the suggestions and criticisms of the Famine Commission, though he is generally prepared to bow to their authority; but, as a matter of fact, he believes that he has submitted no proposal up to date which would not have met with their full approval. His Honour, while regretting that the Government of India's reading of the views of the Commission should on any matter differ from his, will of course give effect to any orders which he may ultimately receive.

I have, &c.

M. FINUCANE,
Secretary to the Government of Bengal.

No. $\frac{754}{86-4}$ F., Calcutta, the 8th March 1897.

From T. W. HOLDERNESS, Esq., C.S., Deputy Secretary to the Government of India, to the SECRETARY TO THE GOVERNMENT OF BENGAL.

Dept. of Rev. & Agri.
Famine.

Sir,

I am directed to acknowledge the receipt of your letter, No. 440 Agri. (Fam.), regarding the proposed grant of a loan of Rs. 300,000 to Sir W. B. Hudson, K.C.I.E., of Seeraha Factory, Champaran, to enable him to make advances to tenants on his estate for the support of themselves and their families during the present season of distress. It is stated that his Honour the Lieutenant-Governor is also in favour of granting similar advances to other carefully selected zemindars and planters.

2. The Government of India have given to the proposal the most careful consideration, as they are satisfied that his Honour the Lieutenant-Governor would not have supported the application made in the particular case of Sir William Hudson's estate, nor would have recommended the extension of the same principle of famine relief to other similar estates, were he not of the opinion that by thus aiding the landlords he would be able to relieve in an unobjectionable and an economical manner large numbers of cultivators who otherwise might, on the exhaustion of their resources, be expected to come upon the State for support. If the consideration which they have given to the question lead the Government of India to still doubt the propriety of the method of relief proposed, the grounds of this divergence of opinion must be sought, not in any doubt on their part of the philanthropy and single-mindedness of Sir William Hudson's proposal or of his desire to surround the advances to his tenants with due checks and precautions, but in the rigorous limits which at this present juncture and in view of the great calls upon the public purse they are compelled to set to the methods of famine relief. They say this with the knowledge that his Honour the Lieutenant-Governor is as fully impressed as they are with the necessity for vigilantly scrutinizing all matters of famine expenditure, and that one great merit in his eyes of the proposal under discussion is its economy. But they must look at the proposed method of relief in the light of its ultimate principle; and they find that to accept it would commit them to responsibilities outside the acknowledged scope of famine relief, and beyond their financial capacity.

3. This will appear from an examination of Sir William Hudson's scheme. In describing to the Collector of Champaran the condition of the raiyats on his estate, Sir William Hudson broadly divided them into two groups, one of which he proposed to leave to direct State relief, and the other to assist by means of subsistence advances. The first group comprised the impoverished tenants who could offer no tangible security, who had exhausted their resources, and who were in actual distress. The second group were comparatively well-to-do tenants of high caste with unmortgaged

holdings, who had managed as yet to support themselves, and could still, if through caste prejudices they preferred not to submit themselves to the prescribed test of distress and go on the relief works, raise money on their property in the market, though possibly at usurious rates were it not that the village mahajans have neither money nor grain in hand to make advances. The essence of Sir William Hudson's scheme is to provide these men with a source from which they can borrow at reasonable rates and thus save them from the necessity, on the exhaustion of their borrowing capacity, of coming on the relief works, and so becoming outcast paupers. With these objects the Government of India have, it is scarcely necessary to say, the greatest sympathy; and they fully appreciate the motives of a landlord who endeavours, so far as lies in his power, to keep the holdings of his tenants intact. They are willing to that end to assist in many ways a landlord in the management of his estate and in helping his tenantry, as indeed has been rightly pointed out by the Lieutenant-Governor himself. They are willing to help him to provide his tenants with employment and wages regulated on famine relief principles and with seed grain and cattle at ploughing time. They are also willing to assist him in gratuitously relieving the aged, the infirm, or others who are unable to work, on the same principles on which such relief is distributed under the Famine Code. And they will not object to a portion of any loan that may be made to him being applied to the purchase of grain, subject to the limitation indicated in paragraph 4 of my letter No. 298 of 20th January 1897; though, in order to guard themselves against the suspicion of evading their pledge to abstain from purchase by employing landlords as their agents for the purpose, they would prefer not to advance money for this specific purpose. But when it comes to the question of lending money for subsistence to tenants who are not actually destitute, and who, were they destitute, could work either on improvements on their landlord's estate or on the public relief works, then the Government of India are obliged to say that this is beyond the limits of responsibility for the relief of the people in time of scarcity which they have ever accepted. They also think that it is a mistake to encourage in any way the natural inclination of the raiyat to borrow rather than support himself by labour in an unaccustomed form. On this point they agree with the Government of Bombay in the orders contained in the proceedings of which a copy is enclosed.

3. This statement of the difficulties which the Government of India find in accepting his Honour the Lieutenant-Governor's recommendation will also serve to reply to the question raised in paragraph 5 of your letter under reply. It is there asked to what class of advances did the Government of India refer when in a former letter they said that if a landlord was unable from want of funds to assist his tenants in the present emergencies, and sought an advance from the State for this purpose, they would be ready to consider such a proposal. They had under consideration at the time the case of a landlord wishing to procure food-grain for his tenants. Their meaning would, they admit, have been clearer, had they in the sentence cited below* said "rather than for the specific purpose of the purchase of grain" instead of the words italicised, and I am to express regret that the Lieutenant-Governor has in consequence been led into any misapprehension of their meaning. Other modes of expenditure on relief which the Government of India had in contemplation have been indicated in the preceding paragraph of this letter. But I am to explain that, when Government is asked to make an advance in aid of an estate's expenditure on relief, the relief which the landlord proposes to administer and the distress which he wishes to relieve should broadly fall within, or at any rate should not clearly fall without, the lines of relief and the definition of distress which the State has marked out for itself. The State cannot undertake to relieve persons from the necessity of borrowing in a difficult market, and consequently it cannot make loans to landlords for this purpose.

4. The above remarks will, it is trusted, remove any misunderstanding which may exist as to the intention of paragraph 4 of my letter of the 20th January. The Government of India will leave it to his Honour the Lieutenant-Governor to satisfy himself, in each case in which an application for a loan for the relief of distress among his tenants is made by a landlord, as to whether the proposed method of relief is consistent with the principles laid down in this letter; and to grant or refuse to grant an advance accordingly. A separate reference in each case to the Government of India is not necessary, provided that the probable requirements of the Government

* "They would however prefer to give them advances in general aid of the estate's expenditure on relief, *rather than for any specific purpose, such as the purchase of grain.*"

of Bengal for loans of this kind are first stated and general sanction given to the proposed outlay.

5. In conclusion I am to remark that the Government of Bengal have somewhat misunderstood the suggestion contained in paragraph 3 of my former letter, that if the Commissioner of Patna was satisfied that a case for gratuitous relief by means of loans or otherwise was made out by the high caste raiyats in question and their families, he might apply to the Provincial Famine Relief Fund. The Government of India meant that the application might be for a grant of money, and not necessarily for a loan. It is stated in your letter that the Provincial Committee would not entertain such applications. It does not, however, appear that they have yet been consulted, and if his Honour the Lieutenant-Governor sees no objection, it might be well that they should be given the opportunity of considering the matter.

I have, &c.

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

Agriculture—No. 447 Agri. (Fam.), Calcutta, the 6th February 1897.

From M. FINUCANE, Esq., Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

I am directed to acknowledge the receipt of your letter No. 447—F./7–3, dated the 6th February 1897, on the subject of estimates of expenditure on famine relief in Bengal, and in reply to submit the following forecast, in which the opportunity has been taken to show the present extent of distress and the probability of its spreading over other tracts.

2. With my letter No. 5259 Agri., dated the 16th December 1896, reporting on famine relief in the Patna Division, and on the prospects of corps and probability of distress in the other divisions of Bengal, a Memorandum, drawn up by Mr. Bourdillon, was submitted for the information of the Government of India, showing the numbers which were then considered likely to need relief in the Patna Division, and the probable cost of relieving them. This estimate did not, however, include various items of famine relief administration. Mr. Bourdillon, therefore, subsequently revised it on the 21st December 1896. A copy of the later Memorandum is herewith enclosed for the information of the Government of India. When it was drawn up relief operations had only recently been commenced in the Patna Division, and the situation in other Divisions was not such as to render it possible for any forecasts to be prepared of the areas and the numbers likely to be affected, and of the probable expenditure on famine relief under different heads. Another estimate, dated the 19th January 1897, has therefore been obtained from the Commissioner of the Patna Division, and I am directed now to submit a copy of it, together with a tabular statement showing the requirements of that and other divisions of Bengal. The figures in this statement are based on the estimates furnished by local officers which, after such modification as Government was, with the information then before it, able to make, were sent to the Accountant-General, Bengal, on the 20th January 1897. These are the figures referred to in your letter of the 6th instant above quoted. Alterations necessitated by later information are now made in them. In revising the estimates submitted by the local officers, the Lieutenant-Governor has kept in view the desire of the Government of India to be informed of only the least amounts that are probable, and not the maximum possible amounts likely to be required.

3. It has not been found possible to divide the estimates now submitted under the several heads laid down in paragraphs 5 and 6 of the Finance and Commerce Department Resolution No. 5299 A., dated the 16th December 1896. The three main heads of the present estimates approved by the Lieutenant-Governor are as follows:—

(*a.*) *Relief Works and gratuitous Relief.*—The requirements of the Patna Division have been estimated by Mr. Bourdillon in the manner shown in his Memorandum, dated the 19th January 1897, by taking the total number of persons to be relieved for one day and multiplying it by the estimated average cost per head per diem. This estimate, therefore, represents the anticipated expenditure on gratuitous relief, and relief works to be conducted by the Public Works Department as well as by civil

officers. In the accounts the actual expenditure incurred will be shown under respective heads, as required by the Finance and Commerce Department Resolution above quoted.

(*b.*) *Advances for Village Relief Works.*—These advances are to be given without interest under the modified rules under the Land Improvement Loans Act, XIX. of 1883, a copy of which was submitted to the Government of India with my letter No. 126 Fam., dated the 16th January 1897. The works on which these advances are to be spent will consist of the excavation of tanks and other petty village works intended to give employment to labourers who would otherwise come on to the Government relief works, and it is provided in the rules that if the work is carried out to the satisfaction of the Collector, one-third of the advance will be remitted.

(*c.*) *Bounties for digging Wells.*—The amount entered under this head refers to the contribution of one rupee for each *kutcha* well, sanctioned in paragraph 12 of this Government's Resolution No. 5133 Agri., dated the 10th December 1896, and is now put down at one lakh of rupees for the Patna Division. Small sums have been provided under this head for certain other divisions in the present estimates.

The estimate of the local officers include another head, viz., advances for grain and cattle, the total amounts provided under which are Rs. 97,000 for 1896-97 and Rs. 13,72,000 for 1897-98. Such advances are given under the Agriculturists' Loans Act. XII. of 1884, and provision for them ought to be made in the ordinary Loans Budget: but that budget, so far as the Bengal Government was concerned, having been closed, a provision of Rs. 10,00,000 (ten lakhs) made for the Patna Division under the head in question, was included in the estimates furnished to the Accountant-General on the 20th January. A reference on this subject will be made to the Board of Revenue, Lower Provinces, and if it is found necessary to provide any amount in excess of the provisions already made in the Loans Budget to meet the requirements of distressed tracts, a further application will be made to the Government of India.

The following paragraphs deal with the estimates of each division separately.

4. *Patna Division.*—Mr. Bourdillon's estimate relates to the four districts of North Bihar, where failure of crops has been greatest, and the consequent distress is most widespread. In South Bihar prospects in the district of Gaya continue excellent, and distress is not at present apprehended in that district. In Patna an area of 229 square miles, with a population of 420,000 persons, is still regarded as affected by scarcity, and distress has lately been declared to exist in an area of 400 square miles, with an estimated population of 11,500 persons in the Bhabhua subdivision of the district of Shahabad, although the recent rainfall, amounting to ·35 inches, is reported to have materially improved the prospects of the *rabi* crops. In Shahabad two other areas aggregating 280 square miles, with a total population of 29,000, in the Sasaram subdivision, are likely to be affected. On the whole, the Lieutenant-Governor thinks that any relief operations which may be found necessary in the districts of Patna and Shahabad will not be on such a scale as to require the provision of funds by Government other than what is provided for North Bihar. The District Boards are in a position to meet the greater part of the cost under the head of relief works in these districts.

5. As regards North Bihar, Mr. Bourdillon, in his first Memorandum, submitted to the Government of India with my letter No. 5259 Agri., dated the 16th December 1897, following the principles laid down in the Famine Commission's Report, estimated the numbers likely to require relief gratuitously and on relief works by taking 8 per cent. of the total population of the areas affected or likely to be affected, except in the case of Champaran, for which he reduced the percentage to 5. On this basis he estimated the numbers to be as follows:—

District.	December.		January.		February.		March.		Total Numbers for the Four Months in Terms of One Day
	Daily Number.	Total Number for the Month.	Daily Number.	Total Number for the Month.	Daily Number.	Total Number for the Month.	Daily Number.	Total Number for the Month.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.
Saran - -	—	—	53,266	1,597,980	53,266	1,597,980	53,266	1,597,980	4,793,940
Champaran - -	13,570	407,100	53,036	1,591,080	66,118	1,983,540	66,118	1,983,540	5,965,260
Muzaffarpur - -	—	—	132,800	3,984,000	132,800	3,984,000	132,800	3,984,000	11,952,000
Darbhanga - -	—	—	137,600	4,128,000	137,600	4,128,000	181,200	5,436,000	13,692,000
Total -	13,570	407,100	376,702	11,301,060	389,784	11,693,520	433,384	13,001,520	36,403,200

From April to the end of September the total numbers, given in Mr. Bourdillon's Memorandum, were as follows:—

	Daily Number.	Total Numbers for the Six Months in Terms of One Day.
Saran	53,266	9,587,880
Champaran	73,463	13,223,340
Muzaffarpur	161,028	28,985,040
Darbhanga	196,000*	34,836,000
Total	483,757	86,632,260

Taking one anna per head per diem as the probable cost, he estimated the total cost in round numbers from December 1896 to September 1897 at Rs. 76,90,000. His first estimate was for relief works and gratuitous relief, and, as already observed, did not include any other items.

In his second Memorandum of 21st December 1896, Mr. Bourdillon proceeded on the same principles, and estimated the total cost of relief works and gratuitous relief at Rs. 77,70,000, the difference of Rs. 80,000 between this and the previous estimate being due to the area likely to be affected in Saran having been raised from 766 to 880 square miles, and the daily numbers from 53,266 to 58,376. In his second Memorandum Mr. Bourdillon submitted estimates under three additional heads as noted below,† which, added to the estimate for relief works and gratuitous relief, brought the total estimated cost of famine relief in the Patna Division up to Rs.94,70,000.

In his third and final Memorandum, dated the 19th January 1897, the estimates of numbers have been made on the assumption that the features of the famine of 1873-74 will repeat themselves. The actual numbers on relief works during that year have been taken month by month, and the ratios which they bore to the population of the district and to the total relieved have been applied to the population of the present day. But as relief was overdone in 1873-74, an allowance based on conjecture has been made in the case of each district, and to the figures thus reduced 20 per cent. has been added as representing the numbers likely to require gratuitous relief. In the case of Champaran, Mr. Bourdillon adds that, on further consideration, he thinks that his first estimate (framed on the basis of 5 per cent. of the total population) was too low.

The following comparative statement shows the numbers relieved and the expenditure incurred in North Bihar in 1873-74, and the estimates for the present season, as previously and now submitted by the Commissioner:—

District.	Numbers in Terms of One Day.			Expenditure.				
	Relieved in 1873-74.	Previous Estimate by the Commissioner.	Present Estimate by the Commissioner.	In 1873-74.	Previous Estimate by the Commissioner.	Present Estimate by the Commissioner.		
						Financial Year 1896-97.	Financial Year 1897-98.	Total.
1.	2.	3.	4.	5.	6.	7.	8.	9.
				Rs.	Rs.	Rs.	Rs.	Rs.
Saran	35,647,284	14,381,820	25,000,000	31,53,939	8,98,863	3,12,500	12,50,000	15,62,500
Champaran	17,187,600	19,188,600	25,000,000	16,80,966	11,99,287	4,90,375	11,72,125	16,62,500
Muzaffarpur	39,970,772	40,937,040	35,000,000	26,81,372	25,58,565	4,37,500	17,50,000	21,87,500
Darbhanga	78,743,304	48,528,000	60,000,000	61,64,319	30,33,000	10,37,500	28,12,500	38,50,000
Total for relief works and gratuitous relief.	171,548,960	123,035,460	145,000,000	1,36,30,596	76,89,715	22,77,875	69,84,625	92,62,500
Advances for village works.	—	—	—	—	—	3,00,000	5,00,000	8,00,000
Advances for grain and cattle.	—	—	—	—	—	—	10,00,000	10,00,000
Bounties for wells	—	—	—	—	—	1,00,000	—	1,00,000
Grand total	—	—	—	—	—	26,77,875	84,84,625	1,11,62,500

* 1,81,200 for six months from April to September - - 32,616,000
14,800 from May to September - - - 2,220,000
34,836,000

† (1.) Advances for village works Rs. 5,00,000
(2.) Advances for grain and cattle - 10,00,000
(3.) Bounties for digging wells - 2,00,000

The Commissioner's present estimates, based on the assumption that relief will be required till the end of September at 1 anna per head per diem, show an increase of about 2,000,000 in the total number of persons to be relieved for one day, and of about Rs. 15,73,000 in the total estimated cost of relief works and gratuitous relief. Mr. Bourdillon, however, observes that if the outturn of the *rabi* crop is good and if the monsoon rains fall early and are seasonable, the numbers on relief works and gratuitous relief will fall rapidly from the end of June, and may not increase much after the 1st April. The figures, shown in column 4 of the table above, are therefore intended by the Commissioner as outside figures.

6. The following table shows the actuals of numbers and cost under the head of relief works and gratuitous relief for the months of December and January:—

District.	Numbers in Terms of One Day.			Cost.		
	December 1896.	January 1897.	Total.	December 1896.	January 1897.	Total.
1.	2.	3.	4.	5.	6.	7.
				Rs.	Rs.	Rs.
Saran - -	27,509	303,854	331,363	1,860	23,903	25,763
Champaran -	380,318	2,458,608	2,838,926	24,753	1,53,638	1,78,391
Muzaffarpur - -	3,117	200,956	204,073	650	13,954	14,604
Darbhanga - -	108,353	2,456,575	2,564,928	6,903	1,50,424	1,57,327
Total - -	519,297	5,419,993	5,939,290	34,166	3,41,919	3,76,085

It will be observed that the actual numbers in Champaran are far in excess of the Commissioner's estimates given in the first table in paragraph 5 above, while in Saran, Muzaffarpur, and Darbhanga they are, for January, far less. The total actual numbers for the two months, December and January, in terms of one day, amount to 5,939,290, against 11,708,160, as estimated in Mr. Bourdillon's first Memorandum, and the actual cost is Rs. 3,76,085, against Rs. 7,31,760, arrived at according to his estimate.

The following table shows approximately the daily numbers on relief works and gratuitous relief in the four northern districts of Bihar in 1873–74, month by month from December, and the corresponding numbers for the months of December, January, and February of the present year:—

NUMBER shown in THOUSANDS.

District.	December.		January.		February.		March.	April.	May.	June.	July.	August.	Sept.	Remarks.
	No. in 1873-74.	Average for the Month in the current Season.	No. in 1873-74.	Average for the Month in the current Season.	No. in 1873-74.	Actual Number on 6th February 1897.	No. in 1873-74.	No. in 1873-74.	No. in 1873-74.	No. in 1873-74.	No. in 1873-74.	No. in 1873-74.	No. in 1873-74.	
1.	2	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	
Saran - -	—	1	20	10	87	29	107	167	200	229	148	119	106	The Champaran figures for 1873-74 do not include the numbers on gratuitous relief, as they are not clearly given in the records.
Champaran -	5	13	12	82	25	116	53	83	160	80	73	9	2	
Muzaffarpur -	1	1	1	7	13	22	65	182	345	329	173	137	53	
Darbhanga -	—	4	3	82	45	189	251	576	665	440	258	256	121	
Total -	6	19	36	181	170	356	476	10,08	13,70	10,78	652	521	282	

It will be observed that the numbers in December, January, and February of the present year are far in excess of the numbers for the corresponding months of 1873–74, the actual numbers in receipt of Government relief on the 6th of February being 356,000, against 170,000 in February 1874. If the numbers should increase in the coming hot weather and rains in anything like the same proportion as they did in 1873–74, when in May they reached a maximum of 1,370,000, and were more than eight times those of February of that year, they in May of the present year would be overwhelming, being 2,850,000, and for the subsequent months would be as follows:—

June - - - -	2,136,000
July - - - -	1,424,000
August - - -	1,068,000
September - - -	712,000

Mr. Bourdillon, in his Memorandum of 21st December 1896, estimated the maximum numbers in May and subsequent months at 489,000.

Looking to the present numbers and those of 1873–74, and having regard to the facts that the extent of crop failure in the present year closely approximates to that of 1873–74, that prices are higher, and that the *rabi* crop of 1874 was a fairly good one, though not as good as that of the present year is expected to be, and that the population has largely increased since 1873–74, the Lieutenant-Governor can feel no assurance that Mr. Bourdillon's figures will not be largely exceeded. Inasmuch as the pinch of distress was, owing to high prices, felt this year at an earlier period than in 1873–74, and as, on that account, a larger proportion of those who are likely to feel the distress will probably have come on to relief works at an earlier period than in the year 1873–74, his Honour hopes that the numbers in March and April and subsequent months will not increase in anything like the same proportion as in 1873–74. The numbers in Saran may continue to be moderate, but a large increase is inevitable in Champaran and Darbhanga, and particularly in Muzaffarpur. Sir Alexander Mackenzie hopes, however, that the daily numbers on relief works and gratuitous relief in the four districts, taken together, may not exceed those shown below:—

February	400,000
March	500,000
April	600,000
May	750,000
June	600,000
July	400,000
August	300,000
September	200,000

Estimating on this basis for the coming months, taking the actuals up to the end of January, and allowing $1\frac{1}{3}$ annas, the rate given in your present letter as the probable average cost per head, the estimates for the two years excluding the cost of establishments, &c., stand as follows:—

1896–97.

	Rs.
Actual expenditure up to the end of January in round numbers	3,76,000
Total numbers in terms of one day for February and March— 2,67,00,000 * at $1\frac{1}{3}$ annas per head	22,25,000
Total	26,01,000

1897–98.

Total numbers in terms of one day from April to September— Rs. 8,69,50,000 † at $1\frac{1}{3}$ annas per head, in round numbers	72,46,000
Grand total	98,47,000

As the numbers above given are the estimated total numbers likely to be on relief works or on the gratuitous relief lists, the estimated cost includes the advances to be given for village relief works undertaken by private individuals, which will employ labourers who would otherwise come on to the Government relief works. It being anticipated that a sum of Rs. 1,74,000 this year and Rs. 2,85,000 in 1897–98 will be

* February	4,00,000 × 28 =	1,12,00,000
March	5,00,000 × 31 =	1,55,00,000
Total		2,67,00,000
† April	6,00,000 × 30 =	1,80,00,000
May	7,50,000 × 31 =	2,32,50,000
June	6,00,000 × 30 =	1,80,00,000
July	4,00,000 × 31 =	1,24,00,000
August	3,00,000 × 31 =	93,00,000
September	2,00,000 × 30 =	60,00,000
Total		8,69,50,000

available from the funds of the District Boards, the net expenditure to be borne by Government in the Patna Division as above estimated is—

1.	1896–97. 2.	1897–98. 3.	Total. 4.
	Rs.	Rs.	Rs.
Relief works and gratuitous relief - - - -	21,27,000	64,61,000	85,88,000
Advances for village works - - - -	3,00,000	5,00,000	8,00,000
Bounties for wells - - - - - -	1,00,000	—	1,00,000
Total - -	25,27,000	69,61,000	94,88,000

7. With regard to the Patna Division, it is observed in paragraph 3 of your letter that the numbers on gratuitous relief in Darbhanga * on the 23rd January 1897 were very large in comparison with the numbers on relief works, and seem to show that the absence of a work test and inaccurate classification reported as existing in this district in my letter No. 118 Fam., dated the 15th January 1897, have not yet been remedied, and that so long as such conditions exist, an increasing number of admissions does not necessarily show increasing distress. The Lieutenant-Governor does not think that the temporary disorder which was inevitable in the beginning of the operations, arising from the fact that numbers rushed to relief works far in excess of those of 1873–74, can be taken to indicate absence of distress, for the figures below, subsequently reported, do not show any great reduction in the proportion of the numbers relieved gratuitously.

1.	On Relief Works. 2.	On gratuitous Relief. 3.	Per-centage of Column 3 to Column 2. 4.
30th January - - - - - -	135,644	55,283	40
6th February - - - - -	122,276	66,496	54

The numbers on gratuitous relief in Darbhanga are larger than elsewhere, because the organisation for the preparation of village lists was in a more advanced state, because children and weakly persons, who are properly entered on the gratuitous relief lists, were not allowed to be entered as workers when they were unable to do any real work, and also because the local officers, owing to the rush on relief works, were unable to scrutinise the relief lists as closely as they would wish. But the percentage on gratuitous relief in Darbhanga, although large, does not appear from the following figures, published in the "North-Western Provinces Gazette" of 30th January and 6th February, to be larger than the proportion of gratuitous relief to relief works in those provinces:—

1.	Relief Works. 2.	Other Heads. 3.	Per-centage of Column 3 to Column 2. 4.
Week ending 27th January - - -	618,355	333,894	54
„ 3rd February - - -	729,298	407,698	56

It appears to the Lieutenant-Governor that the amount of task work exacted, and the rate of wage allowed on relief works, are the real tests of distress. Sir Alexander Mackenzie has been unable to obtain information as to the tasks exacted and the rates per thousand cubic feet of earthwork allowed in other provinces; but his Honour observes that the rates in Bihar, even at the worst period when discipline was at its weakest, compare not unfavourably with those attained in Bundelkhund last year

	On Relief Works.	On gratuitous Relief.
* Darbhanga - - - - -	103,581	51,534

where there was no doubt of the acuteness of distress, and relief works were admittedly well managed. The comparative figures stand thus:—

Bundelkhund:—

Works under the Public Works Department—

Earthwork on roads	- - -	Rs. 11 per 1,000 c. ft.
,, tanks	- - - -	5·40 ,, ,,

Works under district officers—

Earthwork on roads	- - - -	Rs. 12 per 1,000 c. ft.
,, tanks and wells	- - - -	,, 3 ,, ,,

—	Week ending 26th December 1896.	Week ending 9th January 1897.	Week ending 23rd January 1897.	Week ending 30th January 1897.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Bihar—				
Saran - - - -	3 1 7	2 5 6	2 15 5	2 12 4 per 1,000 c. ft.
Champaran - - -	5 6 3	7 12 4	5 14 8¾	4 14 4 ,, ,,
Muzaffarpur - - -	1 2 1	1 0 2	1 0 10	1 1 6 ,, ,,
Darbhanga - - -	4 3 6	3 6 3	2 9 2	2 14 7 ,, ,,

Chota Nagpur Division.—Palamau.—Since the date of this Government's last report on famine relief operations, No. 118 Fam., dated the 15th January 1897, paragraph 15 of which dealt with the Chota Nagpur Division, further communications have been received from the local officers, which have materially altered previous anticipations. Distress has shown itself in the district of Palamau, and it is reported that the whole district, comprising 4,912 square miles, with a total population of 596,770, will be affected. It has also been reported that there are signs of failure of the local food supply. The district is at a great distance from railways, and amongst the local traders there are no substantial men who are able or accustomed to import grain from Calcutta or elsewhere. Efforts have been made by the local officers to induce traders in adjoining districts and Calcutta to send grain to Palamau, which, however, have not yet met with much success. A separate letter on this question has been submitted for the orders of the Government of India.

The Deputy Commissioner estimates that 8 per cent. of the population may come to relief works for seven months from February to August, and that the cost will be Rs. 1,20,000 in the present and Rs. 5,10,000 during the following year. For advances for village works he estimates that Rs. 50,000 will be required this, and one lakh next, year, and Rs. 1,000 for bounties for wells; total Rs. 7,81,000. The Commissioner hesitates to reduce this estimate, but hopes that the expenditure will not amount to more than one-half, or at most, two-thirds of the Deputy Commissioner's estimates, under the head of gratuitous relief and relief works. The Lieutenant-Governor agrees with the Commissioner in thinking that the Deputy Commissioner's estimates are excessive. The total cash expenditure in Palamau in 1873–74 amounted to only Rs. 2,03,000. It is impossible with the data available to form anything like an accurate estimate of expenditure. The reported crop outturns are not so bad as in 1873–74, and the numbers at present on relief works, and in receipt of gratuitous relief are, according to a recent report, only 1,700 against 5,000 in the corresponding period of 1873–74. The numbers never rose beyond 25,000 in 1873–74. Assuming that the food supply in the district does not fail, or that any deficit there may be is supplied under the stimulus suggested in a separate letter No. 381 Fam., dated the 11th February 1897, and that the numbers are not artificially swollen by difficulties in procuring grain elsewhere than on Government relief works, the Lieutenant-Governor thinks that the number for the present month may be taken at 2,500, for March at 5,000, and for the months of April to July at 10,000. On this basis the estimated expenditure on relief works and gratuitous relief would be about Rs. 15,000 this year and Rs. 75,000 in 1897–98; to this being added Rs. 25,000 for subsidies to stimulate importations, the total estimate will stand at Rs. 1,15,000. The Lieutenant-Governor accepts the Commissioner's estimates under the head of "Advances for village works" and bounties for wells, except that he would reduce the amount provided under the former head from Rs. 50,000 to Rs. 25,000 for 1896–97. The district board will provide Rs. 15,000 in this and Rs. 10,000, next year, so that the net outlay by Government is estimated at Rs. 50,000 and Rs. 1,66,000 during the two years respectively.

Singhbhum and Lohardaga.—As regards the other districts, except Singhbhum, which is still considered safe, much depends on the success of the *mahua* fruit crop. In Lohardaga scarcity may be felt in a tract known as the Panch Parganas, comprising an area of about 600 square miles, on the eastern edge of the district adjoining Manbhum, with a population of about 120,000. It is reported that the people of the tract are having recourse in an unusual degree to the use of jungle fruits, &c. The population is sparse, and there are extensive forests which constitute a large resource to fall back upon. The Lieutenant-Governor does not think that it will be necessary to provide for any expenditure by Government in this district.

Hazaribagh.—In Hazaribagh the local officers think that if the *mahua* crop fails, one-third of the district, which has an area of 7,021 square miles and a population of 1,164,000, will at once be in a state of famine, but the present estimate for this crop is only something below the average. Apart from this, the high prices, coupled with a short winter rice crop, will probably render relief measures necessary in the thanas noted below.* In parts of these thanas the winter rice crop was not above five annas, and the Deputy Commissioner thinks that an area of 1,100 square miles, with a population of 140,000, will need relief. For similar reasons tracts in other thanas, aggregating 650 square miles, with a population of 60,000, are considered likely to require assistance, but to a slighter extent. In 1873–74 the total expenditure incurred in this district was, in round numbers, Rs. 1,41,000 in charitable relief and wages on relief works, and Rs. 1,27,000 in loans. On the present occasion the Deputy Commissioner states that the necessity for regular relief measures has not yet been fully proved, but thinks that it will be advisable to provide for the relief of an average of 10,000 persons from 15th April to 15th August, and he estimates the cost of relief works and gratuitous relief at Rs. 1,00,000 at the outside, of which Rs. 30,000 will be supplied by the district funds. He also estimates that Rs. 50,000 will be required this year and Rs. 50,000 next year for loans. Having regard to the high prices and the comparatively isolated position of the district, the Commissioner, Mr. Forbes, is inclined to take a more serious view of the position. The Lieutenant-Governor is disposed to think that the district funds will suffice to meet the wants of the district for relief works, and that Rs. 25,000 this year and Rs. 25,000 next year will be enough for loans for village works.

Manbhum.—In my letter of 15th January 1897, it was stated that there was no reason for any apprehension for Manbhum. There can be no doubt that this district is in a much better position now than in 1873–74, although in that year the *mahua* crop gave a very abundant outturn; but it is reported that one-fourth of the population subsists on the earnings of unskilled labour, and, as these people have no stocks in hand, they will suffer from the high prices now prevailing. Moreover, the outturn of the winter rice, according to a revised estimate, averaged about five annas in thanas Gobindpur, Tundi, Nirsha, Chas, and Chandil, comprising 1,280 square miles, with a population of 361,000 persons. With the exception of thana Chandil, this area includes the greater part of the tracts affected in 1873–74. In that year the total expenditure incurred by Government was 14½ lakhs. The present Deputy Commissioner, Mr. Luson, is of opinion that if the *mahua* crop fails, two-thirds of the district, with a population of about 800,000 will be affected; and taking 8 per cent. as the proportion likely to need relief, and five months as the period of relief, he estimates the cost at five lakhs for relief works and gratuitous relief, two lakhs for advances for village works, and two lakhs for wells. Mr. Luson adds that if the *mahua* crop is a thoroughly good one, these estimates may be reduced by one-half under each head. There is no reason to think that the *mahua* crop will not be a good one, and the Lieutenant-Governor does not apprehend distress on an extensive scale in Manbhum. The district funds available will probably suffice for relief works in the present year, and his Honour is inclined to think that an allotment of one lakh for relief works and gratuitous relief next year, and of Rs. 10,000 this year and Rs. 73,000 next year for advances for village works, will be sufficient for this district.

It will thus be seen that the local estimates of the money required from Government for this division have been reduced from Rs. 19,41,000 to Rs. 4,50,000.

9. *Presidency Division.*—The districts of the Presidency Division, in which distress exists, are Khulna, Nadia, and Jessore.

Khulna.—The worst tract in the district of Khulna comprises thanas Asasuni, Magura, and Kaliganj in the Satkhira sub-division, and a portion of thana Paikgacha

* Barhi, Bagodar, Dumri, Chauparan, Koderma.

in the Sadar sub-division. The area now affected is 442 square miles, with a population of 262,000 persons, in which relief operations have been in progress since the 16th December 1896; and in an area of 60 square miles, with a population of 46,000, in thanas Satkhira and Magura, distress is apprehended from the middle of March. To these must be added an area of 201 square miles, with a population of 96,000, in thanas Mollahat and Morelganj of the Bagerhat sub-division, where distress requiring relief measures is considered likely to appear after the close of the current financial year and to continue till September. In the Satkhira and Sadar tract there are practically no *rabi* and *bhadoi* crops, and the local officers think that relief will be required up to the middle of November 1897. Assuming that 8 per cent. of the population will have to be relieved by Government, and the average cost per head per diem will be one anna, the local officers have estimated the total cost of relief works and gratuitous relief at Rs. 5,76,000. Having regard to the fact that, although relief operations are reported to have commenced in the middle of December, the numbers hitherto on relief works and gratuitous relief have been small, and that from the commencement of the rains the numbers will probably diminish, his Honour is of opinion that, for this tract, the District Board Funds will be able to meet the requirements of the present and next year for relief works and gratuitous relief, and that Rs. 50,000 this year and Rs. 50,000 next year will be sufficient for advances for village works.

Nadia.—In the district of Nadia a total area of 528·5 square miles was affected in 1873–74, and the expenditure in grain and cash was:—

	Rs.
Grain 863 tons, at Rs. 110 per ton - -	94,390
Cash - - - - - -	3,15,374
Total - -	4,09,764

During the present year the whole of the Kaliganj thana and parts of eight other thanas,* with a total area of 1,076 square miles, are likely to be affected. Allowing for the stricter system now in force, the Lieutenant-Governor thinks that, as the area is more than double the distressed area in 1873–74, the expenditure on relief will probably be larger. The total cost estimated by the local officers under this head is Rs. 5,84,000. A sum of Rs. 50,000 has already been granted, and the Lieutenant-Governor hopes that for the present this amount will be more than sufficient, and that one lakh will suffice for relief works and gratuitous relief and half-a-lakh for advances for village works for 1897–98.

Jessore.—Distress has already made its appearance in a tract of about 106 square miles in thanas Mahammadpur and Magura, in the district of Jessore. Another tract of about 168 square miles in thana Bangaon will, it is reported, shortly be in a similar condition. The total estimate of the local officers under the head of Relief Works and Gratuitous Relief is Rs. 1,18,000 (Rs. 48,000 in 1896–97 and Rs. 70,000 in 1897–98), out of which Rs. 19,000 will be provided by the District Board. The Lieutenant-Governor is of opinion that the District Board should be able to provide all that is needed for relief works, and that Rs. 10,000 divided equally between the two years will suffice for advances.

24-*Parganas and Murshidabad.* — Of the remaining districts in the Presidency Division, the Lieutenant-Governor considers the 24-Parganas to be safe so as to require no provision of funds by Government. In the district of Murshidabad there is some probability of distress, especially in the tract which borders on the affected area in the north-west of the district of Nadia. But the estimates of the local officers, given in the statement annexed, and amounting to Rs. 3,70,000, for relief works, gratuitous relief, and advances for village works, seem to the Lieutenant-Governor to be out of all proportion to the probable requirements of the district. Actual relief operations are not considered likely to be required until the beginning of the next financial year. The District Board is reported to be able to provide Rs. 40,000, and a lakh of rupees will be expended through the Public Works Department on the Bhagwangola retired line of embankment. His Honour does not think it necessary to make any further provision under this head. The Collector asks Rs. 40,000 for advances for village works. The Lieutenant-Governor thinks Rs. 10,000 might be provided for this and Rs. 30,000 for next year.

* Nakashipara, Teyhatta, Chapra, Meherpur, Gangni, Karimpur, Daulatpur, Nowpara.

10. *Orissa Division.*—The estimates as submitted by the Commissioner are shown in the accompanying tabular statement, but he states that he himself has little faith in the figures furnished. The failure of the crops and the high prices render it certain that there will be distress more or less acute in parts of the division, but no actual distress has yet made its appearance, and there are no sufficient data for the preparation of any reliable estimates of the numbers to be relieved and the cost to be incurred. The Commissioner reports that in Angul and Balasore there will be little more than local scarcity in small isolated areas. In Cuttack distress will, it is thought, begin to manifest itself in March, and will continue till September, when the beali or early rice crop is reaped; but from the commencement of the rains most labourers will find employment on ordinary agricultural operations. Puri is the worst district in Orissa, and it is reported that cases of distress have already come to the notice of local officers. In the great Orissa famine of 1866, this was the district where distress first made its appearance in the neighbourhood of the Chilka Lake. The following comparative table shows the estimates communicated by this Government to the Accountant-General, and those since received from the Commissioner:—

	As communicated to the Accountant-General, Bengal.		Estimates now received from the Commissioner.	
	1896–97.	1897–98.	1896–97.	1897–98.
1.	2.	3.	4.	5.
	Rs.	Rs.	Rs.	Rs.
Relief works and gratuitous relief:—				
To be met by Government - - -	14,000	4,04,000	73,000	9,21,000
„ „ the District Boards - - -	78,000	13,000	80,000	92,000
Advances for village works - - -	50,000	1,69,000	—	1,00,000
„ „ grain and cattle - - - -	—	—	—	2,00,000
Bounties for wells - - - -	—	—	—	—
Total - - -	1,42,000	5,86,000	1,53,000	13,13,000

The Lieutenant-Governor is of opinion that the estimates of the local officers are excessive. The District Boards have a sum of Rs. 80,000 available for relief works in the present year and Rs. 92,000 in the year 1897–98. The Lieutenant-Governor thinks that it will, for the purposes of budget estimate, be sufficient to provide one lakh for relief works and gratuitous relief in 1897–98 and one lakh for advances for village works.

11. *Bhagalpur Division.—Sonthal Parganas.*—No distress has yet made its appearance in any of the districts of the Bhagalpur Division. But prices are very high, and there can be little doubt that the poorer classes will soon feel the pinch of distress. The requirements in Purnea, Malda, and Monghyr should, in his Honour's opinion, be fully met by such measures as the District Boards are able to take. In the Sonthal Parganas there is no District Board, and distress is likely to be more widespread there than in the other districts above named. The Lieutenant-Governor does not, however, think that relief operations will be necessary before the end of March, when the Commissioner apprehends a sudden outbreak of distress as in 1873–74. His Honour is not inclined to accept the provision of Rs. 6,000 made by the local officers for the current year; nor does he consider it necessary to provide funds in the present estimates for the grant of advances in this district. An allotment of Rs. 1,00,000 for relief works and gratuitous relief during 1897–98 will, Lieutenant-Governor hopes, be sufficient, and for advances for village works he would provide Rs. 10,000 in the present and Rs. 30,000 in the following year.

Bhagalpur.—In the district of Bhagalpur the total area threatened with scarcity is 1,110 square miles with a population of about 609,500 persons. With the exception of 150 square miles in the Colgong thana south of the Ganges, the whole of the threatened area, comprised in the Madhipura and Supaul sub-divisions, lies on the north of the Ganges. Taking 5 per cent. of the total population as the proportion likely to need relief, the Collector estimates 30,475 as the number to be provided for. In the Supaul sub-division a test work has recently been opened, but is not largely attended. It is generally estimated that there will be no need of real relief works until March;

and assuming that relief will be required up to the end of September, the Collector (Mr. McIntosh) arrives at 3,270,000 as the total number to be relieved in terms of one day. The total estimated cost of gratuitous relief and relief works at one anna per head per diem is Rs. 2,04,000, of which Rs. 15,000, to be provided by the District Board, are for the current year, and the remainder, Rs. 1,89,000, for 1897–98, out of which Rs. 50,000 will be available from the Board's funds. Having regard to the fact that in the threatened tracts there are several estates belonging to wealthy landholders who have expressed their willingness to undertake relief measures, the Lieutenant-Governor does not think it necessary for Government to make budget provision for more than a lakh of rupees in 1897–98. The estimates of the local officers also provide Rs. 10,000 for the current year and Rs. 60,000 for 1897–98 for advances for village works. The Lieutenant-Governor accepts the local officers' estimates under this head.

12. *Rajshahi Division.*—The only two districts of the Rajshahi Division in which signs of distress have appeared are Rajshahi and Pabna, but relief measures may also be required later on in other districts. Looking to the generally prosperous condition of the people of these districts, the Lieutenant-Governor thinks that it is possible that no relief works other than those paid for by District Boards may be required. He does not, therefore, propose to make any provision for such works in the present estimates. A sum of one lakh may be provided for advances for village works in the whole division, viz., Rs. 20,000 for this and Rs. 80,000 for next year.

13. *Burdwan Division.—Burdwan.*—It is reported that no money is required for the districts of Birbhum and Hooghly (including Howrah). In the remaining districts no distress has yet declared itself, but in consequence of the high prices prevailing everywhere in the country, and local failure of crops, it is apprehended that relief measures necessitating the provision of funds will be required for the labouring and the poorer agricultural classes. In Burdwan certain tracts in thanas Ausgram, Budbud, Sahebganj, Monteswar, Ketugram, and Purbasthali, comprising an area of 454 square miles, with a population of about 228,000, is likely to be affected. No provision of funds under the head of relief works and gratuitous relief is considered necessary by the local officers for the current financial year, but their estimate for 1897–98 amounts to Rs. 2,00,000, including Rs. 25,000 to be provided by the District Board. The Lieutenant-Governor does not think that such a large allotment is called for, and has reduced the amount to be provided by Government to Rs. 1,00,000. His Honour also thinks that the estimate of the local officers under the head of "Advances for village works" may also be safely reduced from Rs. 75,000 to Rs. 50,000 for each year.

Bankura.—In Bankura some distress is apprehended in parts of thanas Sonamukhi, Gangajalghati, and Raipur, and in the independent outpost Simlapal. The total population at present considered likely to be affected is about 180,000 over an area of about 474 square miles. The Collector thinks that 5 per cent. of this population will require relief from the middle of February, and his total estimate for the current year amounts to Rs. 25,000, out of which Rs. 13,000 will be available from the funds of the District Board. As regards next year, the Collector has taken 12 per cent. of the population as the proportion likely to require relief from 1st April to 15th June, when the monsoon is expected to set in, and 4 per cent. from that time to the end of September. On this basis the cost under the head of relief works and gratuitous relief for 1897–98 has been estimated at Rs. 1,48,000, out of which Rs. 25,000 are to be furnished by the District Board. The Lieutenant-Governor considers 12 per cent. much too high, and on the whole is of opinion that Rs. 10,000 during this year and Rs. 50,000 in 1897–98, in addition to the contributions of the District Board, ought to be sufficient under this head.

Midnapore.—In Midnapore relief is considered likely to be needed only for 2,000 people in thana Binpur, from 15th February to 15th June, and the estimated requirements, as shown in the accompanying statement, being moderate, are accepted by Sir Alexander Mackenzie.

14. *Chittagong and Dacca Divisions.*—The Lieutenant-Governor does not apprehend any acute distress requiring relief measures on a considerable scale in any parts of the Chittagong and Dacca Divisions, and no funds are required beyond what can be provided by the District Boards.

15. The following table shows in thousands of rupees the amounts now estimated, and those previously reported to the Accountant-General, Bengal, to be required from the general revenues :—

Items.	1896-97.		1897-98.		Total.	
	As reported to the Accountant-General, Bengal.	As now approved by the Lieutenant-Governor.	As reported to the Accountant-General, Bengal.	As now approved by the Lieutenant-Governor.	As reported to the Accountant-General, Bengal.	As now approved by the Lieutenant-Governor.
1.	2.	3.	4.	5.	6.	7.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(1.) Relief works and gratuitous relief	22,38	22,12	81,69	71,76	1,04,07	93,88
(2.) Advances for village works -	4,30	5,45	7,44	11,78	11,74	17,23
(3.) Advances for grain and cattle -	—	—	—	—	10,00	—
(4.) Bounties for wells - -	1,00	1,00	10,00	3	1,00	1,03
Total - - -	27,68	28,57	99,13	83,57	1,26,81	1,12,14
Add salaries and establishment -	2,60	2,85	8,87	8,35	11,47	11,20
Grand total - -	30,28	31,42	1,08,00	91,92	1,38,28	1,23,34

The estimated contributions from the District Funds amount to Rs. 450,000 for 1896-97 and Rs. 827,000 for 1897-98.

The above are the minimum amounts which are likely to be required. They are, it will be observed, far less than the local officers have estimated. Sir Alexander Mackenzie hopes that they may be found to be sufficient. No effort has been spared or will be spared by this Government to keep expenditure down to the lowest point that is consistent with the saving of life, but it is necessary to warn the Government of India that the estimate now submitted may have to be largely exceeded.

I have, &c.

M. FINUCANE,

Secretary to the Government of Bengal.

Agriculture, No. 455 Agri. (Fam.), Calcutta, the 16th February 1897.

From M. FINUCANE, Esq., Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

In continuation of this office letter No. 118 Fam., dated the 15th January 1897, I am directed to submit herewith the monthly report required by section 29 of the Bengal Famine Code for the period ending 30th January 1887. The districts most severely affected continue to be the four northern districts of the Patna Division; but since the last monthly report was submitted, reports under Part II. of the Famine Code have been received from other districts in which distress requiring relief measures exists, and the particulars required for a general report under section 29 (8) of the Bengal Famine Code have been incorporated in my letter No. 447 Agri. (Fam.) of this date, in which the conditions and prospects of other divisions are reported in detail. I am, therefore, in this letter to deal only with the Patna Division, submitting, with respect to it, the information required by section 29 (6) of the Bengal Famine Code, together with a copy of the reports of the Commissioner of the Patna Division, No. 55 F.G., dated 20th January, and No. 283 F.G., dated the 6th February, with enclosures.

2. *Rainfall and Prospects of the Crops.*—The month of January was marked by unsettled weather, and the rainfall continued to be of the character described in paragraph 2 of my letter of the 15th January. The following table shows the total of rainfall for each district of the division in the three months, November and December

1896, and January 1897, compared with the rainfall of the corresponding period of 1873–74, and with the normal :—

——	November.	December.	January.
	1873–74.	1896–97.	Normal.
Patna - - -	0·52	0·87	0·92
Gaya - - -	0·92	1·24	1·10
Shahabad - - -	0·54	1·38	1·24
Saran - - -	0·26	0·65	1·08
Champaran - - -	0·27	0·85	0·90
Muzaffarpur - -	0·40	0·48	0·86
Darbhanga - -	0·44	0·75	0·81

NOTE.—The figures shown are the mean totals of the district; the normals are as calculated by the Meteorological Department.

The rainfall in every district was greater than during the corresponding period of 1873–74, and except in Saran and Muzaffarpur, approximated closely to the normal. Mr. Bourdillon is therefore able to report that "crop prospects are good everywhere"; the prospects of *rahar* (*cajanus indicus*), sugar, cane, mustard, and poppy being especially favourable.

3. *Estimates of Area and Population affected.*—In the Patna, Muzaffarpur, and Darbhanga Districts no change has been made in the estimates of affected area and population since my report of the 16th December.

Shahabad District.—During the period now under report, distress has become acute in the area of the Bhabhua sub-division of Shahabad (400 square miles with a population of 115,000), which was described in paragraph 3 of my letter of 15th January, though at the time that letter was written it was not considered that there was an urgent demand for work in this tract. Mr. Marindin, the Collector, now reports that an additional tract of 60 square miles, with a population of 27,000, being the Chenari outpost in the south-west corner of the Sasaram sub-division, requires relief at once; and that he also anticipates distress in a portion of the sparsely populated Rhotas plateau, the area of which he estimates at 220 square miles and the population at 2,000 only.

Saran District.—In my letter of the 15th January, the area immediately affected in Saran was provisionally estimated at 880 square miles, with a population of 779,705. There are peculiar difficulties in forming an approximate estimate of the areas affected in this district, because the purely rice-producing tracts are in it much scattered, and do not form, as in the other districts of North Bihar, large homogeneous areas. The detailed scarcity map which was being prepared by the Settlement Department has now been completed; and the result has been to raise the estimate of area affected to 1,426 square miles with a population of 1,341,000; but in this area the amount of distress varies from village to village, even more than is usual. Mr. Earle, the Collector, does not anticipate that distress will spread greatly beyond the area now affected, and his present estimate may therefore be taken as a final one, unless unforeseen developments should occur.

Champaran District.—In my letter of 15th January, the area then immediately affected was estimated at 1,242 square miles with a population of 729,120. The area affected has again increased, as in the previous month, and is now estimated at 1,620 square miles with a population of 972,000.

A revised famine map of the Patna Division is annexed to this letter.

4. *Relief Works.*—The numbers on relief works have continued to rise in all four districts of North Bihar, the increase having been greatest in Darbhanga and Muzaffarpur. Darbhanga had, at the close of the period now under report, the largest number of labourers on relief works. Both in that district and in Champaran the great rush of labourers, which was noticed in paragraph 4 of my letter of 15th January, has been brought under control, and discipline has been restored. The transfer of large works to the charge of the Public Works Department was commenced towards the close of the period under report, and is now actively proceeding. During the month instructions were issued for the guidance of officers engaged in the management of relief works under the Public Works Department which are in details

based upon the instructions issued by the Government of the North-Western Provinces and Oudh, but differ from them, amongst other matters, in the following important particulars. In the North-Western Provinces and Oudh it was found necessary to exact a task from able-bodied men-diggers only, the numbers of this class being in the proportion of one to three to the numbers of women, children, and weakly persons who are employed as fillers and carriers; but in Bengal these conditions do not prevail and a task will be exacted not alone from diggers but from the gang as a whole, the task being calculated with due regard to lead and lift. The responsibility of the Collector for the administration of famine relief in his district generally, and the subordination to him, except in matters of purely professional detail, of all officers of every department engaged in administration of it has been maintained as laid down in the Famine Code. I am directed to append a copy of the instructions referred to, which were circulated with the resolution of this Government in the Public Works Department, No. 420 M.P.I., dated the 25th January 1897. They will be followed in carrying out smaller works under the direct control of civil officers also, so far as possible.

The following statement shows the average wages paid to the male unit in each district at the close of the period :—

—	On Task-work.	Irrespective of Task.
	A. P.	A. P.
Saran	1 2	1 2
Champaran	1 3	1 8
Muzaffarpur	1 4	1 9
Darbhanga	1 5	1 4
Patna	2 4	2 3
Shahabad	1 7	1 7

In Patna the wage given was too high, and the Commissioner's attention has been directed to effecting a reduction of it.

The following statement shows the reported cost per 1,000 cubic feet of earthwork :—

Week ending—	5th December.	12th December.	19th December.	26th December.	2nd January.	9th January.	16th January.	23rd January.	30th January.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Saran	2 5 10	2 2 0	2 15 2	3 14 10	3 1 7	2 5 6	2 12 4	2 15 5	2 12 4
Champaran	1 10 6	2 0 11	3 5 8	5 15 3	5 6 3	7 12 4	6 5 7	5 14 8½	4 14 4
Muzaffarpur	1 5 7	1 5 1	1 4 6	1 1 5	1 2 1	1 0 2	1 3 4	1 0 10	1 1 6
Darbhanga	2 4 7	2 2 6	2 2 0	2 7 10	4 3 6	3 6 3	3 0 11	2 9 2	2 14 7
Patna	1 14 3	2 1 6	1 15 4	1 15 9	1 15 9	2 1 0	2 1 7	2 1 0	1 13 9
Shahabad	1 10 8	1 9 1	1 9 11	1 13 0	1 12 7	1 15 10	2 7 8	2 15 1	3 7 2

It will be seen that at the end of the period under report the cost rate was moderate in all the districts except Champaran where, however, the Collector reports that the relief works are many of them tanks with long leads, averaging 150 feet. There was a great improvement in Champaran during the last week of the period under report. In Muzaffarpur the rate per 1,000 cubic feet was extremely low and appears to show that the task exacted is excessive. The Collector's attention has been called to the matter.

The number of relief works open at the close of the period under report was 191, and on the 9th February 194.

5. *Private Relief Works.*—The private works which were mentioned in paragraph 5 of my letter of 15th January, and in paragraph 7 of my letter of 16th December, as being carried on by indigo-planters and zamindars in the Champaran District, have now been mostly closed, and the Government organisation has taken their place; but a few works still remain open. In Saran six works continue to be provided by the Hatwa Raj; and the Maharaja of Darbhanga has relief works open in Muzaffarpur, and on a large scale in the Darbhanga District. The information regarding the private relief works is still incomplete; but, so far as reports received show, it would appear that about 13,000 people were employed on the Maharaja's works in Darbhanga on Saturday, 30th January. There are also smaller private relief works open in a few places.

6. *Poor-houses and Village Relief.*—There were eight poor-houses open under Government at the end of January, and more have since been opened. Private poor-houses and kitchens are reported to have been opened by zamindars and indigo-planters, and relief committees were formed at various places in all the districts except Patna. It has not yet been found necessary to provide artizans with relief in their own house; but stocks of cotton have in Champaran and Darbhanga been laid in, so as to provide work for women.

7. *Charitable Relief.*—At the close of the period under report the number of adult units in receipt of gratuitous relief was 4,798 in Saran, 4,255 in Champaran, 2,418 in Muzaffarpur, and 41,942 in Darbhanga: in the first named and last named districts the numbers gratuitously relieved were 57·84 and 58·74 per cent. respectively of the numbers relieved on works. As regards Saran, Sir Alexander Mackenzie has already, in paragraph 4 of my letter of the 15th January, expressed his concurrence with the view of the Commissioner and Collector, that the organisation of poor-houses and charitable relief was, in the peculiar circumstances of that district, more important than the provision of relief works. In Darbhanga the dependants of labourers on relief works are fed chiefly in their own homes and not at the works; and the Collector and his officers were so fully occupied in controlling the rush to the relief works that they had no time to give close attention to the classification and scrutiny of recipients of gratuitous relief. The village organisation for distribution of gratuitous relief is also reported to have been completed earlier in this district than elsewhere.

8. *Physical Condition of the People.*—The public health continues to be unusually good, and there is very little fever considering the season of the year. The only sign of deterioration to be found is in the slightly inferior physique of the persons admitted to some of the gaols. From Darbhanga it is reported that two beggars died of starvation, and in Saran five deaths among waifs and strays are reported to be due to want of nourishment combined with cold and illness, but, as the Collector remarks, such cases occur in ordinary years.

9. *Loans.*—The liberal offers of Government with regard to loans for village works have not met with a very ready response, although district officers have made them widely known. Only in Saran have many applications for the loans been received. Rs. 88,000 odd have been advanced under the Agriculturists' Loans Act.

10. *Food-stocks and Importation of Grain.*—During the five weeks under report the imports of food-grains into the Patna Division amounted to 7,71,186 maunds, and the exports to 3,75,650 maunds, leaving a balance of 3,96,536 maunds in favour of the division. There were large imports of Burma rice, which has, it is reported, found its way to almost every large mart in the division, but the statements submitted do not distinguish it from other kinds of rice. Prices have not risen recently, but show rather a tendency to fall; and the Commissioner now hopes that private trade will not allow stocks to run out.

11. Statements A. and B. are appended, giving the information required for the districts of the Patna Division; similar statements regarding the distressed districts of the Presidency Division will be submitted to the Government of India with a separate letter as soon as they are received.

I have, &c.

M. FINUCANE,

Secretary to the Government of Bengal.

FORM 10.

[*See* section 27 (i.) of the Code.]

MONTHLY FAMINE STATEMENT A. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Area in Column 4.	Numbers on Relief Works on last Day of Month.					Number on gratuitous Relief.	Price of One or more Principal Food Grains in Seers per Rupee.						Monthly Death-rate.		Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Indian Corn.	Gram.	Wheat.	Khesari.	Marua.	In the District.	In the Affected Area.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.
	Sq. m.		Sq. m.								Seers.	Seers.	Seers	Seers.	Seers.	Seers.			
Patna - -	2,082	1,772	229	420	515	72	—	—	527	23	8⅓ to 11½	10 to 12	10¾ to 12	—	—	—	1·93	2·21	1*
Shahabad -	1,301	2,063	680	144	914	672	—	—	1,586										
						688	On daily wages.		688										
									2,274	574	8	—	—	—	11½	—	1·97	2·31	Nil.
											S. CH.	S. CH.				S. CH.			
Saran - -	2,651	2,466	1,426	1,342	3,466	5,283	2,985	978	12,712	7,353	9 2	8 5	—	—	—	10 3	2·41	2·35	Nil.
Champaran -	3,531	1,860	1,620	972	11,688	60,687	6,866	15,789	97,349	6,919	8 12	10 11	S. CH. 10 8	S. CH. 8 5	—	12 0	2·84	2·6	Nil.
Muzaffarpur -	3,005	2,713	1,851	1,660	4,853	3,581	—	—	8,434	318	9 0	10 0	—	—	—	13 0	2·37	2·37	Nil.
Darbhanga -	3,335	2,801	2,766	2,284	—	135,644		—	135,644	62,119	9 8	11 0	—	—	—	S. CH. 12 13	2·1	2·06	Nil.
Total -	15,905	13,675	8,572	6,772	21,436	216,478		16,767	256,940	76,406	—	—	—	—	—	—	—	—	—

* The case is of one woman from the North-Western Provinces. Her death is reported to be due to pneumonia and starvation.

FORM 11.

[*See* section 27 (ii.) of the Code.]

MONTHLY FAMINE STATEMENT B. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Maximum Number for whom Employment on Relief Works is estimated to be required in case of Serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.		Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since 1st April 1896.			Advance since 1st April 1886 up to end of Month under Report.		Revenue suspended.
		On large Works.	On small Works.	On large Works.	On small Works.	Date up to which Account is made up.	On Relief Works.	On gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
Patna	—	—	—	—	—	30th January 1897	Rs. A. P. 3,144 10 3	Rs. A. P. 26 0 9	Rs. A. P. —	Rs. A. P. —	—
Shahabad	—	—	—	—	—	Ditto	7,345 8 9	283 3 5	5,170 0 0	20,129 0 0	—
Saran	—	—	—	—	—	Ditto	17,209 2 7	8,553 13 2	2,475 0 0	31,962 12 0	—
Champaran	—	—	—	—	—	26th January 1897	170,417 9 8	7,973 13 9	300 0 0	26,442 12 0	—
Muzaffarpur	—	—	—	—	—	30th January 1897	13,577 0 2	1,026 10 8	1,900 0 0	9,775 0 0	—
Darbhanga	—	—	—	—	—	Ditto	134,886 15 11	22,439 15 1	—	—	—
Total	—	—	—	—	—	—	346,580 15 4	40,303 8 10	9,845 0 0	88,309 8 0	—

Agriculture (Famine)—No. 381, Calcutta, the 11th February 1897.

From M. FINUCANE, Esq., Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

I am directed by his Honour the Lieutenant-Governor to submit herewith, for the consideration and orders of the Government of India, three letters* from Mr. A. Forbes, C.S.I., Officiating Commissioner of Chota Nagpur, regarding the anticipated failure of food supplies in the district of Palamau. That district is remote from any line of railway (Gaya, the nearest railway station, being 101 miles distant by road from Daltonganj), and such trade as it has is in the hands of small local dealers, chiefly Bunjaras, who have neither the capital nor the intelligence to import rice in larger quantities or from places other than those to which they are accustomed. The importation of grain from the Tributary States which adjoin Palamau has been prohibited by the Chiefs; and imports from the Lohardaga district have, according to the Commissioner, entirely stopped. These are, the Commissioner reports, the only sources from which the district of Palamau draws its food supplies in ordinary years. For these reasons the local officers fear a sudden failure of supplies, and the Commissioner is strongly of opinion that Government should intervene promptly to prevent such a calamity.

2. Mr. Forbes at first recommended that the intervention of Government should take the form of direct importation, or at least of a contract for the importation of sufficient grain to secure the adequacy of supplies on relief works, Government guaranteeing the importer against loss. He now, however, proposes as the outcome of a visit to Gaya, where he conferred with the Collector, Mr. Savage, and some of the principal grain dealers of that city, that Government should stimulate imports by paying to these latter a sum of 8 annas for every maund of Burma rice which they bring to Daltonganj. The Gaya merchants have promised, if this subsidy is allowed, to forthwith establish agencies at Daltonganj and to import Burma rice there. It is understood that 8 annas per maund represents the actual cost of carriage from Gaya to Daltonganj.

The proposal is described in detail in paragraphs 7, 8, and 9 of Mr. Forbes' letter of the 8th February, and in the note attached to that letter, and Sir Alexander Mackenzie, after discussing the whole situation personally with Mr. Forbes, considers that, if it is adopted, the difficulty of securing a food supply in Palamau, both for workers on relief works and for the population generally, will, so far as possible at present have been met. I am therefore directed by the Lieutenant-Governor to request that the Government of India may be moved to sanction Mr. Forbes' proposal to stimulate traders to import Burma rice from Gaya or Barun (the only places from which it can come) by granting a subsidy of 8 annas a maund for all imported rice passing through Maharajganj before the end of March. It is proposed that the subsidy should be given only to the end of March, by which time it will be possible to gauge the effects of the scheme, and it is estimated that the quantity which can be imported by that time will not exceed half a lakh of maunds.

3. I am to ask the favour of a very early reply to this reference, and to say that a general report on the state and prospects of the district of Palamau will be submitted to the Government of India, together with the monthly report under the Famine Code for the period ending 30th January.

I have, &c.
M. FINUCANE,
Secretary to the Government of Bengal.

No. 389 $\frac{\text{T.}}{\text{M.R.}}$, dated Camp Daltonganj, the 21st January 1897.

From A. Forbes, Esq., C.S.I., Officiating Commissioner of the Chota Nagpur Division, to the Secretary to the Government of Bengal, Revenue Department.

In continuation of my letters* I much regret to say that I now consider it my duty to submit the following report, under section 9 of the Famine Code, in regard to the

* No. 389 T.—M.R., dated the 21st January 1897. No. 412 T.—M.R., dated the 27th January 1897. No. *nil*, dated the 8th February 1897.

† 1. This Office No. 827 M.R., dated the 11th January 1897. 2. This office No. 828 M.R., dated the 11th January 1897.

district of Palamau. I had been hoping for the last few weeks that it would not be necessary for me to do so, but the sudden falling off in the imports of rice from the Lohardaga district, which has occurred within the past week, now threatens to bring matters to a serious crisis. On this subject I beg to refer particularly to the accompanying copy of my tour diary* for the last few days, which I have employed in visiting the mart of Lohardaga and in making inquiries in villages near my line of march from Chundwa (in the Tori pargana) to Daltonganj in regard to the stocks in the hands of the cultivators. It will be seen, as regards stocks, that while in some villages the supplies are quite sufficient for both food and seed, in others they fall very short of actual requirements. But even in these cases, having regard to the considerable profits from the large lac trade of the district and to the use of forest fruits and roots for food, to which many of the people are accustomed, there would not have been any real cause to apprehend danger had the supply of rice from the Lohardaga district not suddenly failed. It is not the high prices that I fear (for these can always be met by rateable wages on relief works), but the isolated position of the Palamau district and the unmistakeable signs of the approaching cessation of imports from all sides.

2. This is especially apparent in the marked shrinkage in the quantities offered for sale at the different *hâts* which have come under my observation as noted below.† The supplies at four out of these five *hâts* came chiefly from Lohardaga, and it is to be noted that in the case of the *hâts* held last week, they were obtained before the sudden falling off of exports (which began about the 15th instant, viz., the date of the *hât* held at Lohardaga on the day before my visit). I should mention also that the prices at these different *hâts* show a marked advance during the week (viz., from between 8 and 9 to about 7½ seers per rupee), as under the circumstances was to be expected.

3. Since my arrival here, on the evening of the 18th instant, I have held consultations with the Deputy Commissioner, the leading zamindars of the district,‡ and the local dealers. The opinion of all is that immediate assistance by Government is necessary in the matter of importing rice from Calcutta or elsewhere, as the neighbouring districts can no longer be drawn upon; and there are no large traders in Palamau who can possibly undertake the business of importing from further afield. It is considered by the best judges of the position here that one lakh of maunds should be sent by rail and canal to Baroon with as little delay as possible, and be forwarded from there by bullock carts to Maharajganj (34 miles) on the border of the Gaya district, whence it can be distributed by the district *biparies* to the different principal marts. Maharajganj is 42 miles from Daltonganj, and this would be a reasonable division of labour between the pack-bullocks§ of this district and carts from the other side. It would take about 2,000 carts to transport the above-mentioned quantity from Baroon to Maharajganj in one month (allowing 10 maunds per cart and five trips backwards and forwards in the month). It would take about 10,000 to 12,000 bullocks one month to carry the lakh of grain on from Maharajganj as far as Daltonganj (allowing 2 to 2½ maunds per bullock-load and four trips backwards and forwards in the month).

4. What I would suggest is that Government should at once contract with a Calcutta firm for the supply of a lakh of maunds of rice to be forwarded to Baroon, and depute a special officer to engage carts in the Shahabad and Gaya districts and to superintend its carriage to Maharajganj. Arrangements can at the same time be made by the local authorities here for its immediate transport onwards. Judging from the steadily rising prices in this district, the rice will, I have very little doubt, be readily taken up at Maharajganj by the district trade at a price which will cover the costs to Government. I may also mention that the zamindars whom I have consulted (*see* paragraph 3 above) are all anxious to take advances to considerable amounts under the conditions laid

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* Not reprinted.

† Quantity of rice for sale (all of which was really sold):—
1. Talini Hât } Monday, 11th { 110 maunds } Monday, 18th { 57 maunds.
2. Mandar Hât } { 20 maunds } { 1 maund.
3. Daltonganj, Wednesday, 13th, 640 maunds; Wednesday, 20th, 191 maunds.(*a*)
4. Latiyahar, Thursday, 14th, 34 maunds.
5. Herin, Friday, 15th, 200 maunds.

(*a*) Besides 135 maunds condemned rice rejected by the Superintendent of the jail.

‡ 1. Rai Thakurai Bhagawat Dyal Singh Bahadur, of Chainpur. 2. Kunwar Laljiwan Singh of Ladi. 3. Babu Kishenbux Rai of Deogan. 4. Babu Bhagwatbux Rai of Bisrampur. 5. Bhya Drigaj Deo of Utari. 6. Rai Thakurai Gobind Perashad Singh Bahadur, of Ranka. 7. Thakurai Jadunath Singh of Ranka.

§ The supposed number is between 10,000 and 15,000. The Deputy Commissioner is collecting the figures.

down in the Government orders,* and they assure me that they will willingly take the loans granted to them in grain thus imported at the cost incurred by Government, instead of in cash, if so desired. Hitherto it has not been necessary to open relief works or to arrange for charitable relief, but both measures, especially the latter, will, owing to the sudden stoppage of supplies, very shortly have to be undertaken.† For both of these grain will be required. I have no doubt whatever but that in these different ways, viz., by sale to the trade, on relief works, and in charitable relief, and, if necessary, in loans under the Land Improvement Loans Act, the quantity mentioned above will be used up in the district without any loss to Government; and I think it not improbable that it will be expended within two months or less from the time of its receipt. One measure of this is afforded by the exports from the Chainpur and Lohardaga thanas (both in the Lohardaga district) during the month of December last, which (*see* entry in my diary dated the 16th instant) have been estimated at 15,700+1,500=17,200 bullock-loads, or about 43,000 maunds, the bulk of which was sent to this district.

5. If, however, Government think it advisable to act with greater caution in this matter, then I would at least ask that arrangements be made to at once supply half a lakh of maunds in the manner indicated, preparations being at the same time made for this to be followed by a further immediate supply on receiving information of the reception met with by the first consignment. I must, however, in this connexion, state that the Deputy Commissioner and the zamindars with whom I have conferred agree in declaring that the transport of grain during the hot-weather months from Baroon into this district will be a matter of great difficulty and expense, if possible at all, owing to the scarcity of water and fodder at that time of year along nearly the whole route. If, then, on receipt of the first consignment, its rapid consumption gives proof of the district needs being greater than at present suspected (which will certainly be the case if the outturn of the *rabí* is disappointing or the *mahua* crop fails), it may then be too late to make good the threatened deficit. On the whole, therefore, I prefer to recommend the early despatch of a full lakh of maunds as suggested in the preceding paragraph; and I think that there is the greater need for this, and for its concentration at Maharajganj *as speedily as possible*, in view of the contingency of a failure in the *mahua* crop. And in any case the amount of importations during December go to show that the district will probably require at least half a lakh of maunds a month (or even more) during the four months, May to August, after the consumption of the *rabí*. It will be the safest plan, therefore, to concentrate the first lakh of maunds as speedily as possible at Maharajganj, in order to give time for the concentration of another two or three lakhs, if the rate of depletion of the first supply indicates the necessity of this, by the middle of April. And I would in this view of the case recommend that arrangements should be made for the employment of 4,000 bullock carts in the Shahabad and Gaya districts, in order to transport the first consignment of one lakh to Maharajganj, if possible, within a fortnight of its arrival at Baroon.

6. The particulars required to be submitted by paragraph 9 of the Famine Code with this report are contained in the accompanying copy of Mr. Renny's letter No. 1681 R,, dated the 18th instant, with my marginal notes. Regarding the Statements B. and C. attached to Mr. Renny's report, containing proposals for the division of the district into relief charges, I will address Government in another letter, after discussing this question more fully with that officer.

7. In conclusion, I beg that Government will press upon the Telegraph Department the urgent necessity of at once completing the telegraph line from Aurangabad to Daltonganj, the want of which is very severely felt in an emergency such as the present one.

No. 412 T.—M.R., dated Camp Daltonganji, the 27th January 1897.

From A. FORBES, ESQ., C.S.I., Officiating Commissioner of the Chota Nagpur Division, to the SECRETARY TO THE GOVERNMENT OF BENGAL, Revenue Department.

Since writing my No. 389 T.—M.R., dated 21st instant, I have been making further inquiries regarding stocks of food-grains and the requirements of this district (Palamau). On the 25th instant I received your demi-official, dated 22nd idem, with its enclosures,

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* Government Order No. 76 Agri., dated the 31st December 1896.

† This is now being done.

and also your telegram, dated 23rd instant, informing me that it is impossible for Government to arrange to send rice to Maharajganj, as recommended in my letter of the 21st. The orders referred to in that telegram, as having been issued on the 22nd, concerning advances for purchase and importation of grain, have not yet reached me.

2. *State of Stocks in Villages.*—I have had further inquiries into village stocks made during the past few days by Mr. D. Sunder (Settlement Officer) and Mr. Fullerton (District Superintendent of Police) in a number of villages to the north and north-west of Daltonganj, within a radius of 15 or 16 miles of that place. Appended is a list* showing the results of those inquiries in 23 villages. They are not dissimilar to those which I obtained on my way here, in pargana Tori and elsewhere, viz., they go to show that there are still stocks in the country quite sufficient, in some places, taken with the use of jungle products, to last at least until the *rabi* and the *mahua* come in, *if they (the stocks) were evenly distributed;* but that they are very *unevenly* distributed amongst different villages and individuals, and that we must therefore expect a very considerable number of labourers on the relief works which are now being opened. I may mention that the bulk of the people in the part of the country where the above inquiries were made belong to the labouring classes—Ahirs, Dusadhs, Chamars, Kharwars, Bhuias, Kahars, Gareris, and others of the Kamia class—who are usually helped through, during slack times between harvests, by their zamindars and other employers. But at present, owing to the excessively high prices of grain and especially to the shrunken state of the markets, help of this kind is *very sparingly given, and must not be relied upon.*

3. *Supplies and Prices at Hâts.*—On the 21st instant I visited, with the Deputy Commissioner, the large weekly *hât* at Garwa, 20 miles north-west of this place. We found about 60 maunds of rice and 80 maunds of *makai* for sale, at $8\frac{1}{2}$ and $10\frac{1}{4}$ seers per rupee, respectively, as compared with 9 and $10\frac{1}{2}$ seers, the prices ruling at the previous week's market. About 150 pack-bullocks had come from Singrauli (in Mirzapur) for grain. Of these 48 obtained supplies, and the rest departed empty. We found that some of the rice exposed for sale had come from Nasriganj and Daudnagar, from tracts in Shahabad and Gaya irrigated by the Sone Canal, and the *makai* from Ranka and Katri in this district. There were also some 20 maunds of *marwa* for sale from villages in the neighbourhood. All food-stuffs in the *hât* were readily disposed of, the demand apparently being considerably in excess of the supply.

On the 23rd we visited another of the principal weekly *hâts* of the district, viz., that held at Chainpur, 2 miles from this place. There were 99 maunds of rice for sale, as compared with 100, 83, and 80 maunds reported to us as having been brought for sale in the three preceding weeks, but prices had gone up from 9 and $9\frac{1}{2}$ seers to 8 and $8\frac{1}{2}$ seers per rupee, and every ounce was eagerly snapped up at these high prices. We arrived as the last quantities were being sold; they were of very indifferent quality, and had come from the Lohardaga district. Of *makai* there were about 20 maunds for sale at 11 seers per rupee as compared with 13 seers per rupee on the preceding market day. The *hât* was attended by large crowds, all eagerly interested in the question of the food-supply.

4. The weekly price list from a number of different *hâts*, with which I am now supplied by the Deputy Commissioner, exhibits for the two past weeks the following results:—

—	Week ending 16th instant.	Week ending 24th instant.
Number of *hâts* at which rice was selling at less than—		
8 seers per rupee	4	7
8 „ and under 9 seers per rupee	13	26
9 „ „ 10 „	58	40
10 „ „ 11 „	10	6
11 „ or over	1	0
Total *hâts* from which price lists were received	86	79

The rapid and general rise in prices is only too apparent.

5. *Imports from Lohardaga.*—The export trade from the central mart of Lohardaga is reported to me daily by the Police Inspector of that place. The operations during the

* Not reprinted.

week following the date of my visit there (on the 16th) are shown in the following statement :—

Date.	17th.	18th.	19th.	20th.	21st.	22nd.	23rd.	Remarks.
1.	2.	3.	4.	5.	6.	7.	8.	9.
Number of pack-bullocks remaining from previous day.	189	123	87	72	Nil	34	275	These bullocks came from different places in the Palamau district, and also from Chatra, Hazaribagh, and Sherghatty.
Number of pack-bullocks which came for supplies.		235	88	Nil	67	587	166	
Number of bullocks which left with supplies.	41	37	49	44	16	97	88	The selling price of rice at Lohardaga is reported at 16 kutcha seers from 17th to 20th, 17½ seers on 21st and 22nd, and 17 seers on 23rd.
Number of bullocks which left without supplies.	25	234	54	28	17	249	265	
Number remaining in hope of getting supplies.	123	87	72	Nil	34	275	88	

The Inspector's returns do not show the quantity of stocks available for sale on each day, but from the fall in rates after the 20th it seems probable that there were some unsold stocks in hand and that the price declined on the 21st owing to the continued refusal of the exporting *biparis* to pay so high a rate as 16 kutcha seers (=9 seers pucca) per rupee. Be this, however, as it may, the great and sudden constriction in the export trade from Lohardaga is unquestionable ;* and the large number of empty pack-bullocks which are daily leaving that mart shows that that constriction continues.

6. *Supplies of Grain for Relief Works.*—For the present, as I mentioned in my No. 401 T.—M.R., dated 24th instant, rice is being supplied for the relief works which are now being opened by certain of the leading zamindars, and I have advised the Deputy Commissioner to make payment to the labourers one-half in rice and one-half in cash. We are driven to this expedient in view of the great scarcity of the rice in the public market, for even if we succeeded in purchasing supplies there or (which would in effect amount to the same) in contracting for them with a local dealer, we should only succeed in completely draining the *hâts* for miles round, which would greatly intensify the prevailing scarcity, and probably drive the whole of the population on to the relief works. As it is, however, we are forced to give part payment in cash in order to spin out our small stock of rice, the only alternative being the prospective sudden closure of the relief works, owing to our inability to comply with the requirements of sections 79 and 80 of the Famine Code and the orders in paragraph 4 of Government Order No. 76 Agr., dated 31st ultimo. The Deputy Commissioner has received so far, promises of 3,000 maunds of rice from the zamindars noted below.† This, expended in the above manner, will last for about 8,000 persons for 30 days, or for 12,000 persons for 20 days, and the Deputy Commissioner's aim must be to keep down the numbers to these figures for the present, until he can see his way to securing a constant supply from outside of the district, preferably, of course, of Burma rice from Calcutta.

7. *The Steps to be taken to keep up the Food Supply of the District generally.*—I find, on further inquiry, that the difficulties of importing supplies from Barun during the hot weather are not so insuperable as I was at first led to suppose, and I gather from a re-perusal of the reports of the then Sub-divisional Officer that in 1874 the *biparis* bullocks were working throughout the hot-weather months. I also now learn from the District Engineer (who was not here when I wrote my letter of the 21st) that between this place and Maharajganj there are several river-beds in which a sufficient supply of water may be obtained if sufficiently large and deep reservoirs are prepared in them; and I have instructed the Deputy Commissioner to have this work at once taken in hand and pushed on vigorously. The *rabi* crops will also give supplies of fodder for at least six weeks, and the Deputy Commissioner is also taking steps, with the aid of the zamindars, to collect further supplies at halting places on the route, for sale to such *beparis* as may be unable to supply themselves. On the whole, I see reason to think that if Burma rice can be obtained in sufficient quantities and at a reasonable

* From paragraph 4 of my letter of the 21st it will be seen that the number of bullock loads of rice exported in December was reported to be 15,700.

† Rai Thakurai Bhagbat Dyal Singh Bahadur of Chainpur; Bhyia Dirguj Deo, of Untari; Babu Krishna Bux Rai of Nawa; Rai Thakurai Govind Prasad Singh Bahadur of Runka; Babu Bhagbat Bux Rai of Bisrampur; Babu Ram Charn Singh of Bhamandih; Kuwar Lal Jiwan Singh of Ladi; Thakur Jugdishwar Deo Singh.

cost *at Barun*, the local traders will be able to bring it on, in sufficient quantities, to feed the district. They did so in 1874, when a considerable portion of the consignments had to come much longer distances, and they should be able to do so now. The Daltonganj traders whom I have questioned on this point agree that this will be feasible.

8. The questions for solution are—(1) how is sea-borne rice to be got to Barun? and (2) at what price should it be laid down there? As to (1), I have had several long interviews with the local traders, and must pronounce it impossible to hope for any material help from them. They are all petty local dealers whose ideas of trade in food-stuffs have never gone beyond the distances their bullocks can travel. Only one of them has an agent in Calcutta, and this is in connexion with a small business in cotton goods. They know nothing about the Calcutta market, and, as I have before brought to your notice, they in common with all of us here, are heavily handicapped by being 59 miles from the telegraph office and 101 miles from the nearest post office on the railway (viz., Gaya). Any idea of such men, in face of such difficulties, being able to meet the present emergency must be at once laid aside. They are perfectly helpless in the matter, and the evidence afforded by the numerous droves of their empty pack-bullocks wandering about the country, from one *hât* to another, in all directions, on a fruitless search for grain, is sufficient to show this at once, and to give proof, if any were needed, of their very limited capabilities. It is clear that the requisite supply of grain *must* be kept up at Barun by some outside powerful agency, if we are to avoid the risk of a serious disaster; and we require the first consignment without a day's loss of time.

9. As to the price at which the Burma rice should be obtainable at Barun, in order to bring it at all within the means of the people, I beg to make the following observations. The dealers here tell me that it costs from 5 to 6 or 7 annas per maund to transport rice from Barun to this place. The dealers at Gurwa laid the cost at 6 annas per maund. This, taking 6 annas, seems not unreasonable. One bullock cart, carrying 15 or 20 maunds, will, I am told, take six days each way from here to Barun. The charge thus comes to from Rs. 5 to Rs. 7–8 per cart for 12 days. What the dealers say is that one seer per rupee covers their expenses between Barun and this place, and gives them ordinary profits. Thus, if they can get rice at 10 seers per rupee at Barun, they can retail it here at 9 seers. Lately a few driblets have been brought here from the tracts along the Sone Canal in Shahabad and Gaya. The rice was purchased there at 17½ kutcha seers per rupee* (about 10 seers pucca weight, and the retail price here to-day is 15 kutcha seers (= 8 seers 7 chitaks pucca). Now Burma rice, I am informed, sells at about 1 seer per rupee cheaper than the country rice, the difference being due to its being a less substantial article of food. It follows, therefore, that unless the rate for country rice in this district is to be kept up to under 9 seers per rupee, the Burma rice must be laid down at Barun at not higher rate than 11 seers per rupee. It appears to me incumbent on Government to come to the aid of this helpless district in this matter by arranging for the requisite supplies at not more, if possible, than the selling price indicated above, to be forthcoming at Barun—thus being brought within reach of the district trade—*without the least delay.*

10. *Supplies of Grain for Relief Works.*—From what I have said in paragraph 5 above, it will be apparent that, irrespective of the question of the supply of food for the district generally, it is *absolutely necessary* for the Deputy Commissioner to be provided with a supply of some 10,000 maunds of rice at Daltonganj within, at latest, the next three weeks for the use of the labourers on the relief works. I have done my best to arrange with the local dealers here for this limited quantity of Burma rice. They have come to me at the last moment, while I write this, like a pack of children, with a statement of their terms, as noted in the Appendix II.† to this letter. They premise that they have no agents in Calcutta, and that one of themselves will have to go there and do his best to arrange the purchase and despatch of the rice; that they have never entered upon this business before, but would like to speculate now if they can assure themselves against loss and are certain of a reasonable profit; and this they certainly seem to provide for in the terms they demand. I have no idea at what rate a dependable Calcutta firm, like Messrs. Jardine, Skinner, and Company (who have

* It would have been sold at 9 seers had the market not been depleted.
† Not reprinted.

large lac dealings in this district), would undertake the contract; but, having regard to the absolute necessity of punctuality in its performance, I have no hesitation in recommending the employment of some reliable agency of the kind, and in strongly deprecating a first experiment being tried with a body of inexperienced petty dealers in a matter of such vital importance.

P.S.—Please note that a letter posted in Calcutta on Monday does not reach Daltonganj until Wednesday afternoon, while the reply, if posted here next day (viz., Thursday), will not reach Calcutta until the following Sunday. A telegram despatched from Calcutta on Monday (any time) will not reach Daltonganj until Tuesday afternoon; a telegram in reply, despatched from here before 6 p.m. the same day, reaches Aurangabad (the telegraph office) on Wednesday afternoon (and Calcutta the same day), but if not despatched from here till the following (Wednesday) morning will not reach Calcutta until Thursday.

No. , dated Calcutta, the 8th February 1897.

From A. FORBES, ESQ., C.S.I., Officiating Commissioner of the Chota Nagpur Division, to the SECRETARY TO THE GOVERNMENT OF BENGAL, Revenue Department.

In my No. 412 T.—M.R., dated 27th ultimo, I addressed you on the subject of the necessity of providing supplies of food-grains for (1) the labourers on relief works and recipients of gratuitous relief, and (2) for sale to the general public, in the district of Palamau. Since then, in conformity with the orders conveyed in your telegram of the 2nd instant, I have visited Maharajganj (in Gaya) which adjoins Harihargani (on the north-east border of Palamau) in company with the Collector of Gaya, and have interviewed the grain-dealers of both Maharajganj and Gaya.

2. The isolated position of the Palamau district will be understood by reference to the accompanying skeleton map. It is bounded on the west by the district of Mirzapur, North-Western Provinces, and the Sirguja Tributary State; on the south by Lohardaga; on the north by the Sone river, and the range of Kymore hills in Shahabad; on the east by Hazaribagh and Gaya. Its usual source of supply is from the Native States on the west, and from Lohardaga to the south. These sources, as explained in my last letter, are now practically closed. Sirguja, Udaipur, Jashpur, and Gangpur have for some time past forbidden the export of food-grains, and Lohardaga (see paragragh 4 of my previous letter) is closing its doors. Hazaribagh cannot assist. It has itself been importing hitherto from Lohardagga, and is now turning for help to Calcutta *viâ* the railway station at Giridih. Giridih is about 135 miles from the eastern confines of Palamau (at Loharsee), about 30 miles of which is a mere mountain track, traversable only by pack-bullocks. The only hope for the district at present is in supplies at its north-east corner from Shahabad and Gaya by the road passing through Maharajganj. The distance by this road from the railway station at Gaya to Daltonjganj is 101 miles; from Barun (at the end of the Sone Canal) 73 miles. The 101 miles are kutcha; so are 59 of the 73. The 42 miles from Maharajganj to Daltonganj lie through a hilly difficult country. The distance is done by bullock carts in eight days from Gaya, and in six from Barun, the return journey taking one to two days less.

3. I reproduce the following figures showing the prevailing rates at the Palamau *hâts* during the second and third weeks of January. The return for the fourth week has not yet reached me, owing to the uncertainty of my movements during the last few days and the long distances the post has to travel on foot:—

—	Week ending 16th January.	Week ending 24th January.
Number of *hâts* at which rice was sold at under 8 seers per rupee -	4	7
Number of *hâts* at which rice was sold at 8 seers and under 9 seers per rupee.	13	26
Number of *hâts* at which rice was sold at 9 seers and under 10 seers per rupee.	58	40
Number of *hâts* at which rice was sold at 10 seers and under 11 seers per rupee.	10	6
Number of *hâts* at which rice was sold at 11 seers and over - -	1	0
Total number of *hâts* from which price-lists were received - -	86	79

The *hâts* from which the returns were received are shown in red on the accompanying map. It will seem that they are fairly sprinkled over the whole district. It will be further noticed by a comparison of the map with the enclosed list of *hâts* that those where the prices ranged lowest (viz., under 8 seers) are in the tracts bordering on Lohardaga, Hazaribagh, and Gaya, in the south and east.

4. As I have before explained, it is extremely difficult, owing to the irregular formation of the country, to form any reliable estimate as regards stocks. But it is very certain that the supplies in the public *hâts* are quickly running short. Either the stocks are not there, or they are beginning to be very closely held. In either case the position must be relieved with as little delay as possible. If it be that the requisite stocks do not exist, the Government must be prepared for a serious calamity if further time is lost before applying a remedy. My own belief is that a certain number, probably the majority, of the mahajans and landholders have stocks just sufficient to carry their debtors and raiyats on, with the assistance of the *mohwa* and *rabí* if both are good, until the next *bhadoi* harvest. But I cannot say as a fact that this is so, and it would not be right for Government to assume it; and in any case it is unquestionable that there are many villages with practically no resources in the way of stocks at all. Take, for instance, the 23 villages visited by Mr. Sunder (*see* Appendix I. to my last letter). He found in all 4,157 kutcha maunds = 2,806 pucka maunds of different kinds of grain (including paddy) amongst 2,545 adults and 1,724 children. It is clear that the people in the tract Mr. Sunder visited will very soon even after eating up their seed have nothing to go on with. I wish to again impress upon Government the serious risk we are running if immediate steps are not taken to bring grain into the Palamau markets.

5. My first suggestion in my No. 389 T.—M.R., dated 21st ultimo, was that the district in view of its isolated position should be treated on the system adopted in 1874, viz., that Government should itself import, to begin with, one lakh of maunds of rice. In modification of this in my last letter I recommended that Government should lay down rice at Barun to be sold to the Palamau dealers at a certain minimum price. The difficulty all through has been this, viz., that the Palamau dealers, one and all, are merely petty bazar *bunniahs*, accustomed only to deal in bullock loads with the surrounding villages, almost extending their operations to the immediately adjacent districts. Indeed, even this is overstating their case; practically it is the bullock-drivers who are the real traders. They wander about picking up supplies wherever they can find them, then taking them from one *bunniah* or from one *hât* to another until they can get rid of their loads at a small profit. The dealers at Maharajganj (Harihargani), whom Mr. Savage and I interviewed three days ago, are men of equally humble views. They eke out a living by buying paddy by the bullock-load from the *beparis*, employing their own and other women to husk it, and then retailing their purchases in the form of rice. I can assure Government that it is perfectly useless to look for any material help in the present circumstances from the Palamau dealers.

6. The adjoining district of Hazaribagh presents a marked contrast to Palamau in this matter. At Hazaribagh there are several firms of wealthy Marwaris trading directly with Calcutta. As regards shortness of stocks and high prices, the two districts are very much on a par, Hazaribagh if anything being worse off in these respects than Palamau. But for Hazaribagh I am under no apprehension, for these Marwari traders are fully alive to the position, and although the railway station at Giridih is over 70 miles from the Sadar station by road, yet imports of rice from Calcutta and other places down country are going on briskly. I have figures before me showing importations by these men by rail amounting to nearly 2½ lakhs of maunds between January and October last. Figures for the subsequent three months have not yet been obtained; but when I was at Hazaribagh a week ago they informed me that they then had from 8,000 to 10,000 maunds, just arrived, at Giridih, including a consignment of between 300 and 400 maunds of Burma rice. This may be taken as an example of what would now be happening in Palamau if we had dealers there to do the work for us.

7. And I now find that we can furnish ourselves with such dealers if we offer a reasonable inducement. Several of the large Gaya dealers to whom I yesterday spoke on the subject are willing to at once establish agencies at Daltonganj for the importation of Burma rice, if Government will consent to give a certain bounty per maund on such rice laid down there. I strongly recommend this scheme for favourable consideration. The rate I would suggest is 8 annas per maund. This

will about cover the cost of cartage from Gaya, and will go towards placing the Palamau *hâts*, as regards selling prices, more on a level with the districts of Bihar which are all traversed by the railway. There will still be an advantage in the case of the latter districts, as they are all much better off as regards interior communications than is Palamau, but the great inequality which now exists will in part, at least, be removed. In a year or two after the branch railway to Daltonganj has been constructed, there will be no need of any artificial aid of this kind. Meanwhile, however, Palamau is exceptionally situated, and a remedy of an exceptional kind is necessary.

8. The scheme I have ventured to suggest has to my mind the following advantages:—

(1.) It makes the trade do what we shall otherwise have to do ourselves. The alternative is to force everyone who cannot find food in exchange for his money on to our relief works, where he knows that he can find a supply. We shall have to make correspondingly large imports, and to undertake the whole work of distribution. It is true that we may be able to do this by means of contractors. But, as will be gathered from what I have before said, Palamau is particularly unfortunate in this respect, and we may find that we shall have to import the contractors as well as the rice. We shall at any rate give ourselves and a certain proportion of the persons we relieve a great deal of quite unnecessary harassment.

(2.) There seems no reason why Government should incur the entire cost of feeding (on its relief works) a more or less large residuum, who would prefer to feed itself at a cost to Government of only one-eighth or one-tenth of such entire cost.

(3.) If, as I propose, we leave the work to the trade, it will feel the pulse of the market much better and more quickly than we can do so. Matters will speedily adjust themselves. If there is *no* real scarcity of stocks, prices will at once fall, and imports, notwithstanding the bounty of 8 annas, will forthwith cease; for immediately the price at Daltonganj falls to that at Gaya, the risk and trouble (though we practically pay the carriage) will turn the scale. If there *is* real scarcity, prices at Daltonganj will continue to rule higher than at Gaya, and imports will go on. These are the exact results we wish to get, and the trade can get them for us much better than we can do ourselves.

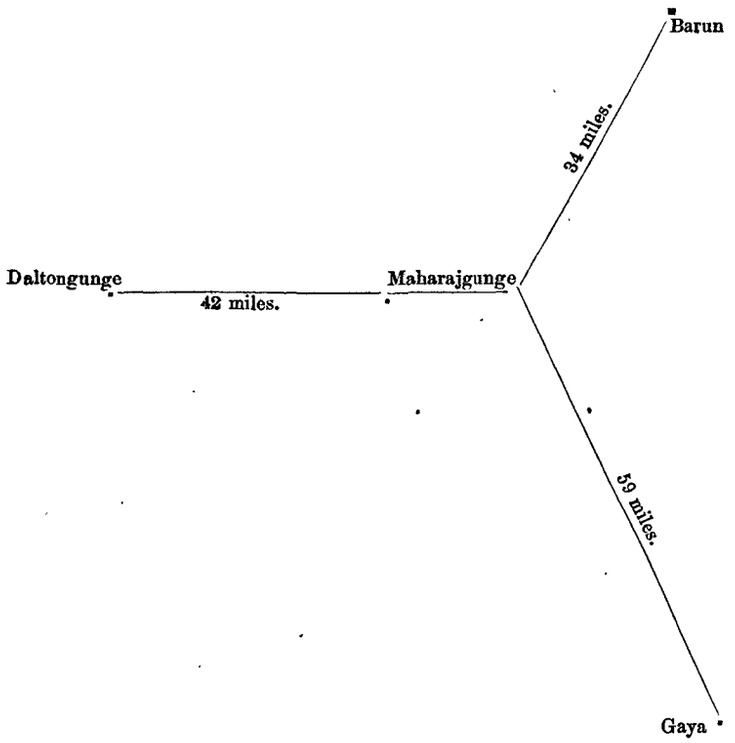
(4.) The tendency amongst traders is to buy supplies as close at hand as possible. Palamau is now draining the outlying parts of Gaya district near to its borders. Our object is to introduce a stream of sea-borne food *through* these affected tracts. The Collector of Gaya very reasonably objects strongly, in the interests of his own district, to what is going on. I entirely agree with him, and my proposal will help to put a stop to it.

9. I consider that Government will be perfectly safe, as regards being in any way "rushed," in adopting my present proposal. As pointed out in paragraph 8 (3) above, claims on account of bounty will very soon disappear, if it is not needed. It will quickly die a natural death; moreover, the means of transport are limited. If the traders are able to engage 1,500 carts they will do better than I expect. At 15 maunds per cart and two trips in a month, some 45,000 maunds per mensem will be their outside achievement. The great advantage, however, will be that the test of what we have to expect will be an unfailing one. Within a couple of weeks or so we shall, for the time at least, have gauged the situation. Afterwards, as scarcity increases or subsides, so will the operations expand (so far as means permit) or contract. In conclusion, I beg very respectfully to press upon Government the risk of further delay in gauging the situation and applying the requisite remedy. The scheme I propose will do both more quickly and cheaper, and with less disturbance to trade than any other plan that I can think of.

10. As regards a provision of supplies for relief works, I beg to submit a note (Appendix III.) of the communications I have held with the dealers at Daltonganj, Hazaribagh, and Gaya, and with Messrs. Radford and Company, the steamer agents at Dehri. I note that it was said, in conversation with yourself this morning, that I might conclude a contract with Messrs. Ganesham Dass and Chuni Lall of Gaya for the immediate supply of 10,000 maunds of Burma rice, on the terms settled with them yesterday by the Collector of Gaya and myself, for the supply of grain for payment of wages on relief works in kind, if necessary.

If the proposals now submitted are accepted it will, in my opinion, be unnecessary for Government to import at all; and I think it preferable that they should *not* do so, as their doing so will no doubt act in checking all hope of a private trade springing up between Daltonganj and the railway at Gaya, and this is what we wish to establish and stimulate.

NOTE.—My method of checking the import of Burma rice for payment of bounty at Daltongunge will be as follows:—



This sketch shows relative positions of Daltongunge, Maharajgunge, Barun, and Gaya. The Burma rice can only be imported *viâ* Barun or Gaya. By either route it passes through Maharajgunge to get to Daltongunge. At Maharajgunge an officer of the rank of Sub-Deputy Collector or kanungo will be stationed. The merchants will be notified that each consignment of Burma rice on which they intend to claim bounty must be checked by this officer. He will send the advice of each consignment, giving number of bags and weight (one rule will be that the bags must be uniform and hold two maunds each) to Deputy Commissioner of Palamau. As each consignment reaches Palamau, it will be reported by the merchants' agent to the Deputy Commissioner, who will be responsible for seeing that the consignment agrees with the advice, and, on being so satisfied, will pass the bill for payment of the bounty.

If considered necessary, the officer at Maharajgunge can mark the bags with a stamp, and stencil-plate the date, and the Deputy Commissioner at Daltongunge can erase stamp and date with a paint brush.

I apprehend no practical difficulty. The distance (42 miles of difficult road) between Maharajgunge and Daltongunge is too great to make it worth any one's while to take rice all the way back again from Daltongunge to Maharajgunge and in again to Daltongunge in order to get bounty twice on the same package.

No. 577 F., dated Calcutta, the 15th February 1897.

From T. W. HOLDERNESS, Esq., C.S., DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE, to the SECRETARY TO THE GOVERNMENT OF BENGAL.

I am directed to acknowledge the receipt of your letter No. 381 (Famine), dated the 11th February 1897, in which the approval of the Government of India is asked, for reasons stated, to the proposed grant, by the Government of Bengal, of a subsidy to traders of 8 annas a maund for all rice imported into the Palamau District and passing through Maharajgunj between now and the end of March.

2. Inquiry has convinced his Honour the Lieutenant-Governor of Bengal that in the Palamau District there is a real danger that the local supply of food will run out owing to the inaccessibility of the district and to the inertness and inexperience of the local traders, and his Honour is satisfied that some action in assistance of the local machinery is necessary. The case therefore falls within the conditions which in paragraph 159 of the Famine Commission Report are held to justify intervention, and, as stated in paragraph 10 of the Government of India's letter No. 104 F., dated 4th January 1897, the Lieutenant-Governor has full discretion to take such measures as may in his opinion be necessary to stimulate trade. The action proposed to be taken on the facts reported by the Commissioner of the Division has the concurrence of the Government of India.

Agriculture—No. 609 (Fam.), Calcutta, the 1st March 1897.

From M. FINUCANE, Esq., Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

In continuation of this Government's letter No. 455 Agri. (Fam.), dated the 16th February 1897, reporting on relief operations in the Patna Division, I am directed to submit famine statements A. and B. for the districts of Nadia and Khulna, together with the following report on the condition and prospects of the Presidency and other divisions in Bengal.

2. *Presidency Division.*—*24-Parganas and Murshidabad.*—Of the districts in the Presidency Division there is nothing new to report with regard to the 24-Parganas, in which there is no distress at present, nor any immediate prospect of necessity for relief. In Murshidabad, as reported in paragraph 9 of my letter No. 447 Agri. (Fam.), dated the 16th February 1897, there is some probability of distress, especially in a tract bordering on the affected area in the north-west of the district of Nadia. Test works have been opened, and the situation is being carefully watched.

Jessore.—In the district of Jessore the worst tracts are an area of 103 square miles in the north east of the Magura sub-division, situated mostly in thana Muhammadpur but partly in thana Magura and outpost Salikha, and an area of 163 square miles in thana Bangaon. The total population of the two tracts is about 163,000. The most important crop in these tracts is *amun* or winter rice, which, in consequence of deficient rainfall from July to November, was a total failure, the average outturn, except in *bils* or swamps, being estimated at about two annas. The crop next in importance is the *aus* or autumn paddy, the outturn of which last season was only about six annas; the *rabi* crops also, which are of minor importance, have suffered for want of rain. On the other hand, jute is largely grown in the tracts in question, and yielded a good outturn. Another resource of the people of these parts is the date-palm which is extensively grown and affords a means of subsistence to many till the middle of March, when the tapping season closes. In consequence of high prices, some slight distress is being felt, and a small number of persons has been placed on gratuitous relief. But distress requiring the opening of relief works is not considered likely to appear till March or April, and may last till the end of June. The Lieutenant-Governor does not apprehend that relief measures on an extensive scale will be required in this district.

Khulna.—The area now affected in the district of Khulna is 442 square miles with a total population of 262,000 persons, comprising thanas Asasuni, Magura, and Kaliganj in the Satkhira sub-division, and a portion of thana Paikgacha in the Sadar sub-division. Nearly the whole of this area consists of reclaimed Sundarban lands, and is intersected by numerous tidal rivers and channels, the water of which is salt during the greater part of the year. Practically the only crop grown is winter rice, the aggregate area occupied by other crops being, it is believed, not more than 2 per cent. of the total cultivated area. The failure of the rice in this area is not so much due to shortness of

the rain as to impregnation of the soil with salt water arising from the failure of the local landholders to keep up embankments. Their attention has been called to the matter, and it has been pointed out to them that the responsibility for relieving distress in this area rests primarily with them. In the first five months of 1896 the rainfall recorded at Satkhira and at Nakipur, another recording station in the Satkhira sub-division, fell short of the normal by 6·04 and 9·17 inches respectively, and was not sufficient to wash out the salt from the soil. The lands had, moreover, been submerged by a storm wave in October 1895, which partially destroyed the crop of that year and left a large deposit of salt. The result of this combination of unfavourable circumstances and of the short ill-distributed rainfall from July to November was that the winter rice crop almost entirely failed over the greater part of the area in question. There can be no doubt that the failure of the winter rice crop for two successive seasons has caused distress among the people, but although relief works have been opened in the affected tract since December last, the number of labourers employed on them is still small. At the end of January there were three relief works open, but the total number of labourers shown in the famine statement A. now submitted is only 147. Since then the number has increased, the total number reported on the 21st February being 351. It is remarkable that there are no women among the relief workers. This is reported to be due to the social customs of the people of the district which debar women from seeking employment on relief works. The number on gratuitous relief at the end of January was 142, and, on the 20th February, 727, of whom 374 were women.

The condition of the affected tract was reported at the end of January to have undergone no change. There is no *rabi* crop, and food stocks were reported to be small, but grain was being imported by the local dealers. Two more tracts are considered likely to be affected in this district, viz., an area of 60 square miles with a population of 46,000 in thanas Satkhira and Magura, where distress is apprehended from the middle of March, and 201 square miles with a population of 96,000 in thanas Mollahat and Morelganj of the Bagerhat sub-division, but the Commissioner has not yet put this Government in possession of complete information regarding these tracts.

Nadia.—In the district of Nadia distress is spreading, and the areas affected at the close of January were :—

Thanas.	Square Miles.
Kaliganj	109·00
½ Nakashipara	67·50
½ Chapra	65·00
½ Meherpur	66·50
½ Gangni	63·00
Karimpur	193·00
½ Daulatpur	72·00
¾ Tehatta	135·00
¼ Naopara	44·25
	815·25

The population of this area is reported to be 428,644.

The tracts where distress first made its appearance are the Kaliganj and Nakashipara thanas of the Sadar sub-division and thana Tehatta of the Meherpur sub-division. This portion of the district is known as the Kalantar, and is a low lying tract subject to floods and well adapted to the cultivation of winter rice. There is very little land in this area suited to the cultivation of *aus* or autumn paddy, or of *rahar* (*cajanus indicus*), but *rabi* crops, such as wheat, gram, linseed, &c., are largely grown. In consequence of insufficient and unseasonable rainfall, the outturn of the *aus* crop was not more than 6 annas and the winter rice was almost a total failure, the estimated outturn being only one anna. Of the *rabi* crops, generally speaking, wheat and lentils as well as *khesari* (*lathyrus sativus*) and peas have totally failed, and the other crops which have yielded some outturn do not materially affect the condition of the tract in question. The condition of thanas Karimpur and Daulatpur in the Meherpur sub-division, as described by the local officers, is similar to that of the Kalantar. The principal crops grown are rice and *rabi*. Last year the average outturn of all crops taken together

was not more than 8 annas. This year the *aus* yielded only about a four-anna outturn, while the *aman* or winter rice has been a total failure, and the prospects of the coming *rabi* are reported to be gloomy. A great part of the population of both tracts consists of landless labourers and poor cultivators. Test works were started early in December. In the report for the second half of January it is stated by the local officers that two test works and two regular relief works under civil officers, and one relief work under the Public Works Department, were open during that period, and the total numbers on relief works and gratuitous relief at the end of the month were 8,229 and 1,084 respectively. The only other form of relief given was in the grant of loans, and it is stated that Rs. 15,950 were advanced under the Land Improvement Loans Act to 25 applicants during the period under report.

3. *Chota Nagpur Division.*—Particulars regarding the Chota Nagpur Division were furnished in paragraph 8 of my letter on estimates of expenditure No. 447 Agri. (Fam.), dated the 10th January 1897. The Commissioner's report for the second half of January shows no change for the worse in the condition of the districts of Lohardaga and Singbhum.

Palamau.—As regards the district of Palamau, under the recent orders of the Government of India, a subsidy of 8 annas a maund (up to a limit of 50,000 maunds) from general revenues has been sanctioned in aid of the importation of grain up to the end of March. The causes of distress in the district of Palamau were fully described in the papers submitted to the Government of India with my letter No. 381 Fam., dated the 11th February 1897, are briefly as follows :—Palamau does not in the best of years produce sufficient food for the support of its population, but depends on certain tributary States and the district of Lohardarga to make up the normal deficit in the food supply of the district. This year, in consequence of the general failure of crops, these sources of supply have stopped. There was only a five-anna winter rice crop, preceded by a *bhadoi* or autumn crop of 9½ annas, and by poor harvests in 1895–96. The whole district, with an area of 4,905 square miles and a sparse population of about 600,000 persons, is reported to be affected. Prices are unusually high, being in places less than 8 seers per rupee. The worst portion of the district is a broad tract, of which the area has not yet been reported by the local officers, running from east to west through the centre of the district. It is within this tract that the scarcity of supplies for sale and the consequent high prices are most felt. In the block to the north of this tract, the state of things gradually improves until the Gaya border is reached, where no indication of distress is at present visible. The corresponding block to the south abounds in forest products, and does not as yet give any great cause for anxiety. During the period under report relief measures were still being organised. The telegraphic report of the 21st February shows that on that date there were in Palamau 2,602 persons on relief works and 409 on gratuitous relief.

Manbhum.—In paragraph 8 of my letter No. 447 Agri. (Fam.), dated the 16th February 1897, it was stated with regard to Manbhum that the outturn of the winter rice crop averaged about 5 annas in thanas Gobindpur, Tundi, Nirsha, Chas, and Chandil, comprising 1,280 square miles with a population of 361,000 persons, and that, with the exception of thana Chandil, this area included the greater part of the tracts affected in 1873–74. It was also stated that the Deputy Commissioner was of opinion that if the *mahua* crop failed, two-thirds of the district, with a population of 800,000, would be affected. He did not, however, anticipate much distress before March. A report since received shows that while thana Chandil does not at present give reasons for anxiety, distress has suddenly made its appearance in thana Tundi in the Gobindpur sub-division, and the Commissioner of Chota Nagpur writes that it certainly now looks as though the distress in Manbhum were approaching that of 1874. The prospects of the *rabi* crop in this district are poor. With regard to this and the other districts of the Chota Nagpur Division, the Commissioner wrote on the 12th February that the *mahua* was not yet in flower, but that if the weather was favourable that crop might still be a good one.

Hazaribagh.—No material change is reported to have taken place in the condition of the district of Hazaribagh as described in paragraph 8 of my letter of 16th February above quoted, but prices were high, ranging from 8 to 11 seers per rupee.

4. *Orissa Division.*—The Commissioner of the Orissa Division reports that neither in Angul nor Balasore is there any reason to suppose that scarcity is imminent, and he is of opinion that very ordinary relief measures will suffice for both districts. Cuttack

remains in a state of uncertainty, but what is known shows the necessity for watchfulness, especially with regard to the following areas:—

—	Square Miles.	Population.
Sadar sub-division - - - - -	278	208,000
Banki Government estate - - -	117	58,795
Jajpur sub-division - - - - -	324	173,000
Kendrapara sub-division - - -	173	88,400
Kujang Ward's Estate - - - -	320	69,877
Kanika ditto - - - -	265*	85,563
Total - - - -	1,477	683,635

* Exclusive of 174 square miles lying within the district of Balasore.

In Puri distress has made its appearance, and measures of relief are being taken in certain tracts near the Chilka lake, which is also the area in which distress first manifested itself in the great Orissa famine of 1866, but the Lieutenant-Governor is not in possession of precise information relating to the area and population affected.

5. *Bhagalpur, Rajshahi, Burdwan, Dacca, and Chittagong Divisions.*—There is now nothing to add to what was stated with regard to these divisions in paragraphs 11 to 14 of my letter No. 447 Fam., dated the 16th February 1897.

6. Maps of the districts of Nadia and Khulna showing the areas affected, are herewith enclosed.

I have, &c.
M. FINUCANE,
Secretary to the Government of Bengal.

MONTHLY FAMINE STATEMENT A. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Area in Column 4.	Numbers on Relief Works on Last Day of Month.					Numbers on gratuitous Relief.	Price of One or more Principal Food Grains in Seers per Rupee.			Monthly Death-rate.		Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Common Rice.	Kalai.	Rahar.	In the District.	In the Affected Area.	
1.	2.	3.	4.*	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
			Sq. Miles.													
Nadia -	2,792	1,644	815·25	428	4,542	1,196	24	2,467	8,229	1,084	8 to 10 srs.	11 to 12 srs.	15½ to 16 srs.	(Not stated.)		Nil.
Khulna -	2,077	1,177	442	262	33	107	—	7	147	142	10 „ 4 ch.	—	—	·15	·29	Nil.
Total -	4,869	2,821	1,257·25	690	4,575	1,303	24	2,474	8,376	1,226	—	—	—	—	—	—

MONTHLY FAMINE STATEMENT B. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Maximum Number for whom Employment on Relief Works is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.		Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since 1st April 1896.			Advances since 1st April 1896 up to End of Month, under—		Revenue suspended.
		On large Works.	On small Works.	On large Works.	On small Works.	Date up to which Account is made up.	On Relief Works.	On gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
							Rs.	Rs.	Rs.		
Nadia - -	22,861					31st Jan. 1897	18,261	2,081	21,950	Nil.	Nil.
Khulna - - -	10,480	—*	1,486	—*	1,306	13th Jan. 1897	494	332	275	—	—
Total -	33,341	9,604	12,931	9,604	12,751	—	18,755	2,413	22,225	Nil.	Nil.

* The programme for this district is not complete.

Agriculture (Famine) No. 778, Calcutta, the 18th March 1897.

From M. FINUCANE, Esq., Secretary to the Government of Bengal, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

In continuation of this Government's letters noted below,* I am directed to submit the monthly report, required by section 29 of the Bengal Famine Code, for the period ending the 27th February 1897. Copies of the half-monthly reports of the Commissioner of the Patna Division, No. 491 F.G., dated the 21st February, and No. 687 F.G., dated the 8th March 1897, and their enclosures, together with maps of the Patna Division and of the districts of Khulna, Nadia, Palamau, and Manbhum, showing the affected tracts, are herewith enclosed.

2. The affected districts in the Patna Division continue to be Shahabad in South Bihar and the four districts of North Bihar. The Lieutenant-Governor, accompanied by the Revenue Secretary to this Government and the Commissioner of the Patna Division, Mr. J. A. Bourdillon, recently paid a visit to the districts of North Bihar, which are now the most severely affected districts in this Province. Leaving Calcutta on the 28th February, his Honour reached Bettiah on the evening of the 1st March, and thence drove on the following morning to Ramnagar (28 miles). After inspecting certain relief works there and on the way back to Bettiah, Sir Alexander Mackenzie left for Darbhanga, *viâ* Muzaffarpur, where he arrived on the morning of the 4th March. Two tanks, undertaken as relief works, one under the immediate supervision of the Collector and the other under the Public Works Department, were inspected, and in the afternoon of the same day a conference was held with the local officers of North Bihar to discuss certain questions connected with the operations in progress. The party left Darbhanga on the 5th after paying a visit to the relief works carried on by the Darbhanga Raj at Kamtaul, 14½ miles from Darbhanga, and reached Calcutta on the following morning.

The general result of the inspections held at Ramnagar and Darbhanga was satisfactory, except in the case of a tank near Ramnagar, the site of which had been badly chosen. About 4,000 people were employed on this tank, but practically no task was being exacted, pits were not defined owing to the sandy nature of the soil, and everyone was placed on the penal wage. In the other works inspected by the Lieutenant-Governor, his Honour found that the tasks prescribed in Mr. Glass's tables were being enforced, that these tasks can be performed without undue hardship, and that labourers who were unable, or being able, were unwilling to do the full tasks assigned to them were put either on the minimum or penal wage. Some difficulty was, however, felt by the workers in understanding what the exact task expected from them was, owing to the fact that the tasks of diggers and carriers had not been set out separately in the tables. Further, it was found that the people did not readily form themselves into gangs of 60 persons willing to work together, and that as the whole gang was being fined for the short work of portions of it, discontent arose among individual members of the gangs who, having done a full task, failed to receive a full wage, because of the shortcomings of others. These defects in the matter of exacting tasks and organising gangs necessitated a reconsideration of the details of the system in force, and the following extract from the proceedings of the conference held at Darbhanga shows the steps that have been taken:—

"His Honour explained that the complications arising from setting out the gang tasks took up much of the time of the supervising officers, and expressed the opinion that the gang system did not permit of payments being made to, and fines for short work being imposed on, individuals or a sufficiently small squad of individuals. When the gang consists of 60 persons and a certain number of them do the full task, but others fail to do it, all alike are put on the penal wage. The system thus holds out a premium to idlers, for when all are punished alike for the short work of a portion of their number, it is obviously the interest of all to do as little as they can so long as they get the penal wage. It was arranged that—

"(1.) The tasks of diggers and the tasks and numbers of carriers should be set out separately in Mr. Glass's tables, the full task prescribed for diggers being exacted from

* (1.) No. 455 Agri. (Fam.), dated the 16th February 1897; (2.) No. 609 Agri. (Fam.), dated the 1st March 1897.

diggers, and the number of carriers required as their task to carry the earth excavated by the diggers, and their number regulated according to length of lift and lead. This merely involves a statement of the tasks set out in Mr. Glass's tables in a way that may be readily understood by the workers.

"(2.) It was also agreed that the gangs need not consist of any particular number. The people may arrange themselves into squads of 12 to 16 each. A mate may be appointed over a number of squads aggregating about 60 persons, but for the purposes of payment of wages and assessment of fines, each squad or pit-gang, consisting of about 12 to 16 persons, who are willing to work together, should be a separate unit. Joint responsibility will thus be reduced to a moderate number of labourers who voluntarily combine to work together.

"(3.) It was agreed that the carriers who perform their full task, that is to say, carry the amount of earth excavated by the diggers to whom they have been allotted with due regard to length of lift and lead, should receive the full wage laid down for persons of the class to which they belong (*i.e.*, the wage of A., B., C., D. classes of section 62 of the Code, according as they fall under each of these classes). Women of the D. class may be treated as dependants. Effect will be given to these conclusions by the issue from the Public Works Department of explanatory orders. A muster-roll should be kept on every work showing the names of all persons on the work; abstracts of the roll to be made weekly.

"(4.) It was also agreed that it is to be clearly understood that Collectors and Sub-divisional Officers should visit all relief works in their jurisdiction, and whenever they find anything that requires correction or alteration that they should there and then record in an order book to be kept on the works any instructions they think fit. Such orders should be promptly obeyed by the officer in charge of the work.

"If the Executive Engineer or other superior officer of the Public Works Department differs from the Collector, he should refer any matter in which he so differs to the Commissioner through the Superintending Engineer; but, pending receipt of the Commissioner's orders, the Collector's orders should be obeyed.

"(5.) It was agreed that Charge Superintendents of Relief should also visit all relief works in their jurisdictions, and record such remarks in the order books as they may find necessary. Their remarks will be forwarded to the Assistant or Executive Engineer in charge of the work, who, in case he differs from the Superintendent of Relief, should take the orders of the Collector, and where he differs from the Collector, the orders of the Commissioner. Charge Superintendents of Relief are to be regarded as Sub-divisional Officers within their jurisdictions under section 22 of the Code, save that they will not give orders direct to the 'officers in charge.'"

Another question considered at the Conference was the introduction of the modified system of piece-work suggested in the Government of India's Circular No. $\frac{16}{104-1}$ F., dated the 13th February 1897. It was pointed out that the system is practically one of petty contract, pure and simple. It was thought that this system could not be worked side by side with the task-work system, and it was generally agreed that it is not advisable to introduce it in Bihar on ordinary relief works so long as the establishment available is strong enough to cope with the numbers of relief-workers and to insist on tasks being enforced. The question is under consideration whether the proposed system can be tried with advantage on the railway lines about to be started as relief works in the Patna Division, and on relief works generally in other divisions of Bengal.

3. The following paragraphs deal with the important features of the relief operations in the Patna Division.

Rainfall and Prospects of the Crops.—Light showers of rain fell in all the districts of the Patna Division between the 10th and 12th February, and the figures recorded, including the rainfall in the first week of February, are shown below in comparison with the corresponding figures of 1874:—

District.	Sub-division.	February 1874.	February 1897.
		Inches.	Inches.
Patna	Bankipore	·58	·46
	Barh	1·05	·66
	Bihar	1·93	·98
	Dinapore	·32	·54

District.	Sub-division.	February 1874.	February 1897.
		Inches.	Inches.
Gaya	Average for the district	1·04	1·13
Shahabad	Sadar	1·00	·71
	Buxar	1·00	·86
	Sasaram	1·04	1·33
	Bhabhua	·57	1·17
Saran	Sadar	·87	·39
	Siwan	·77	·38
	Gopalganj	1·75	·35
Champaran	Motibari	1·10	·15
	Bettiah	1·00	·08
	Barharwa	—	·21
Muzaffarpur	Muzaffarpur	·80	·50
	Hajipur	·63	·32
	Sitamarhi	·70	·28
	Shiuhar	—	1·42
Darbhanga	Darbhanga	·89	·31
	Samastipur	·56	·33
	Madhubani	·76	·22

During the second half of February there was no rain anywhere except in Bihar, in the district of Patna, ·05 inch, and in Aurangabad in Gaya ·49 inch. As the rainfall in February was gentle and steady, and was not accompanied by wind or hail, and was rapidly followed by sunshine and a west wind, the effect was most beneficial and improved the prospects of the *rabí* crops, which at the end of the month continued to be good everywhere. Reports of insect pests have been received from a few places, but the damage done is not reported to be great. The reports of the poppy crop are satisfactory on the whole, and a full average crop is expected all round.

Estimates of Area and Population affected.—In Muzaffarpur and Darbhanga there was no change in the area or the population affected.

Shahabad.—In Shahabad a narrow strip of land between the Sone and the Rhotas Plateau, about 30 miles in length and 5 miles at its greatest width, is under observation. In this area the winter rice was a general failure in all villages, and the *rabí* varies, promising a good crop in some and very little in other places. A test work has been opened, and steps to distribute gratuitous relief have been taken, but the tract has not yet been added to the affected area in the district.

Saran.—An area of 16 square miles, with an approximate population of 10,000 persons in thana Parsa, has been added to the affected tracts in the Sadar Sub-division of Saran, so that the total area affected in this district has been raised to 1,442 square miles, with a total population of 1,352,598 persons. In the tract newly affected the *bhadoi* crop was better than in the other tracts previously declared to be affected, and enabled the people to hold out longer. It is reported that they might have continued to do without Government relief had not their *rabí* crop been seriously injured by frost.

Champaran.—The Collector of Champaran reports that certain small tracts in thanas Hardih, Bagaha, and Dhaka, aggregating 83 square miles, should be added to the area at present in need of relief, and he has also revised his previous figures of areas and population. The total area now reported to be affected in Champaran is 1,865 square miles, with an estimated population of 1,110,000 persons, against 1,620 square miles with a population of 972,000 persons previously reported.

4. *Relief Works.*—The transfer of large works to the management of the Public Works Department, which commenced towards the latter end of January, was in progress during the month under report, the number of works open at the end of February in each district being—

—	Under the Public Works Department.	Under Civil Officers.	Total.
Saran	2	34	36
Champaran	12	54	66
Muzaffarpur	3	45	48
Darbhanga	13	91	104
Total	30	224	254

To these must be added four works under the civil officers in the district of Shahabad. The total number of works open at the end of January was 191. In consequence of the want of a sufficient number of officers to take charge of relief works and other causes, the progress made in taking over large works by the Public Works Department was slow, and arrangements to supply the district officers regularly with information as to the numbers employed, and other particulars relating to the works transferred were not complete. The Government of India has, therefore, been separately solicited to help this Government in recruiting a further staff of "officers in charge." The figures reported to Government as to the average daily numbers on relief works in the last week of February, which are shown below in comparison with the figures at the end of January, are not therefore quite accurate :—

	Daily Average Number of Male Units.	
	January.	February.
Saran	10,132	10,572
Champaran	76,010	74,166
Muzaffarpur	8,198	19,733
Darbhanga	92,220*	91,000*
Total	186,560	195,471

* Includes numbers on the relief works of the Darbhanga Raj.

The average daily number of male units employed on the four relief works in the Bhabhua Sub-division of Shahabad in the last week of February, was 845. The fall in the numbers in Champaran and Darbhanga is reported to be due to task-workers having been drawn off to the harvesting of the *rabi* crops, and to the temporary closing of works required for their transfer to the Public Works Department. The latest weekly returns again show a large increase in the number of relief workers in this district. The number in Muzaffarpur commenced increasing from the beginning of February, and is now more than double the number at the end of January, and a very much larger increase is expected in April.

The following table shows the average wages paid, tasks exacted, and cost rate per 1,000 cubic feet of earthwork in the several districts during the second half of February, in comparison with the corresponding figures for January :—

District.	Average Daily Wage.				Work done per Diem on Task Work.		Cost, Rate per 1,000 Cubic Feet.	
	Second Half of January.		Second Half of February.					
	Task Work.	Irrespective of Task.	Task Work.	Irrespective of Task.	Second Half of January.	Second Half of February.	Second Half of January.	Second Half of February.
1.	2.	3.	4.	5.	6.	7.	8.	9.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	c. ft.	c. ft.	Rs. A. P.	Rs. A. P.
Saran	0 1 2	0 1 2	0 1 5	0 1 6	27⅓	50⅔	2 13 4	2 4 0
Champaran	0 1 3	0 1 8	0 1 5½	0 1 9½	13⅓	23¼	5 11 6¼	3 15 5½
Muzaffarpur	0 1 4	0 1 9	0 1 4½	0 1 9½	74	66·77	1 1 11	1 4 8
Darbhanga	0 1 5	0 1 4	0 1 5	0 1 7	31	32·6	2 13 6	2 11 5
Shahabad	0 1 7	0 1 7	0 1 10	0 2 1	34	49	2 15 4	2 6 5

These figures show satisfactory improvement in all the districts. It is to be remembered that the number of cubic feet per day shown in column 7 does not represent the quantity excavated by diggers, which would be very much larger, but the average number of cubic feet per unit *dug and carried*. Where, as in Champaran, the lead and lift in large and deep tanks are long, the average quantity of earth dug and carried per unit is necessarily smaller and the cost rate per 1,000 cubic feet greater than where, as in Muzaffarpur, the work consists chiefly in repairs and construction of roads. The rates of wage at the end of February were nearly the same everywhere, though rather high in Shahabad, and there was an increase in the average outturn of work, and a consequent decrease in the cost rate per thousand cubic feet, except in the case

of Muzaffarpur. In this district the tasks previously demanded were in excess of those laid down in the tables of tasks drawn up by the Honourable Mr. Glass, Secretary to this Government in the Public Works Department, which has been circulated with that Department's Resolution No. 520 M.P.—I., dated the 25th January 1897, and a copy of which is hereto annexed for ready reference, with copies of the supplementary instructions* since issued by the Public Works Department. The reduction in the outturn of work per male unit with the consequent increase in the cost rate per 1,000 cubic feet in Muzaffarpur is the result of the introduction of Mr. Glass's tables in this district as elsewhere. As explained in the note prefixed to the table, Mr. Glass's method of calculation is that he has taken the amount of work done by labourers under contractors on ordinary works, and has deducted from it an allowance of two-fifths on account of the special conditions governing the work of famine labourers, leaving three-fifths or 60 per cent. of the amount of work ordinarily done by professional coolies as the task laid down for relief-workers. Sir Alexander Mackenzie considers this to be a reasonable if not a severe test of distress. He found in one of the tanks inspected in Bihar that the full tasks were being done by no less than 95 per cent. of the pit-gangs, and this was in work supervised by Mr. Blackwood, a junior civilian. It is, in his Honour's opinion, incredible that cultivators or others not ordinarily accustomed to work as professional labourers would come to and stay on relief works, and perform the task assigned in Mr. Glass's tables for the miserable pittance of $1\frac{1}{3}$ annas a day, which is little more than half the ordinary wage in ordinary times, when prices of food-grains are half what they now are, unless they were driven to do so by acute distress, and it is also incredible that professional labourers would remain on these works at these rates if they could obtain employment on more remunerative terms elsewhere.

His Honour thinks the performance of these tasks (which are heavier than those prescribed in the Famine Code) is conclusive evidence of widespread and severe distress in Bihar; but Sir Alexander Mackenzie has no means of judging whether the tasks thus laid down are adequate or excessive, in comparison with the tasks which are being exacted elsewhere, and it would be helpful to this Government if the Government of India could furnish it with information regarding the tasks demanded, and actually found capable of being enforced as tests of distress in other Provinces.

5. *Private Relief Works.*—In Shahabad three tanks have been undertaken, one by the Courts of Wards and two by private individuals, but no figures for them have been supplied. In Saran, besides works under private individuals in the Siwan and Sadar sub-divisions, the Hatwa Raj has 10 works open in the Gopalganj sub-division, which employed during the week ending 25th February a daily average number of 2,938 male units on task work, and of 1,240 units on work irrespective of task. In Champaran there were two works undertaken by the Bettiah Raj and two by the Tettaria and Bala indigo factories, the average daily number employed on the four works being 11,801. The Darbhanga Raj is carrying on relief operations in the districts of Muzaffarpur and Darbhanga. In the former district the total number employed on the Raj works on the 27th February was 3,041, and in Darbhanga the total number on seven works was 21,900. The Collector of Darbhanga reports that besides the Raj works a very large number of tanks, employing about 30,000 labourers, are being excavated by private individuals in the north-east of the district.

Poor-houses and Village Relief.—Including the district of Patna, in which the only kind of relief which was being given was that distributed at a poor-house and to a small extent by gratuitous relief, the total number of Government poor-houses open in February was 16 and in Motihari one has been opened since the close of the month, while kitchen relief was given at four places in Saran and at several places in Champaran. Four private poor-houses are conducted by the Hatwa Raj and another by the zamindars of Manjha in the district of Saran. The Darbhanga Raj has a poor-house in the district of Muzaffarpur and some kitchens in the district of Darbhanga. It is reported from Champaran that no arrangements for giving special employment to weavers, artisans, &c., have been found necessary. Cotton was given out to *pardanashin* women to be spun into thread in return for gratuitous relief, but no information as to the results has been furnished, except that one Charge Superintendent has found that, including the cleaning of cotton, a woman takes about 10 days to spin a seer of cotton into thread. In Darbhanga cotton was distributed in most circles, and in one of the charges it was being made into cloth. Another form of employment given in this district was basket-making. No detailed information has yet been furnished.

* Public Works Department letter to the Commissioner of the Patna Division, No. 1661 M.P.—I., dated the 16th March, 1897, with enclosures.

His Honour found, on inspecting the Bettiah poor-house during his recent tour, that of 760 inmates 304, or 40 per cent. of the total number, consisted of waifs and strays from the neighbouring district of Gorakpur, who had been picked up by the police or the relief officers aimlessly wandering in a more or less emaciated condition. I am to invite the attention of the Government of India to the remarks made in paragraph 40 of the Commissioner's report dated the 8th March.*

7. *Gratuitous Relief.*—The following table shows the average daily doles of gratuitous relief for the second half of February in comparison with the corresponding figures for January :—

District.	Second Half of	
	January.	February.
	As. P.	As. P.
Saran	0 9	0 8
Champaran	1 0⅛	0 9¼
Muzaffarpur	2 0	0 10
Darbhanga	2 8	0 10
Shahabad	1 5	0 10

The dole in Muzaffarpur and in Darbhanga has been reduced in accordance with the orders of Government, the doles at first reported having been excessive.

The numbers in receipt of gratuitous relief have increased considerably, the increase being most marked in Muzaffarpur and Champaran. In the former district the total number at the end of January was 318 while the corresponding figure for February is 11,219. This advance is attributed by the Collector to an increase of distress, and the Commissioner thinks that it is also due to the better development of circle organisation and a more careful inspection of the villages. In Champaran the number on gratuitous relief rose from 6,019 at the end of January to 37,333 at the end of February. This is due to the completion of the circle organisation, to the relief works having been cleared of a large number of D. class labourers who have been placed on gratuitous relief, and to the development of distress which, as already reported, must continue to increase in Bihar till the latter end of June. The percentages of the numbers relieved gratuitously in the most distressed districts of North Bihar to the total numbers relieved, as given in paragraph 72 of Mr. Bourdillon's letter of 8th March 1897, are as follows, the corresponding percentage for the whole division being 41·91 :—

Saran	56·83
Champaran	27·19
Muzaffarpur	64·49
Darbhanga	37·81

The numbers shown in the present report as gratuitously relieved should, following the classification adopted in the North-Western Provinces and recently prescribed by the Government of India for Bengal, be taken to include all the three heads noted below.† The numbers in receipt of gratuitous relief were apparently high, but not higher than in the neighbouring Provinces of the North-West and Oudh. The total number on gratuitous relief in the 19 distressed districts of the North-Western Provinces on the 27th February, as shown at page 272, Part I., of the "North-Western Provinces Gazette" of March 6th, was 518,188; the total number relieved being 1,515,124, the percentage of the number on gratuitous relief is 34·2. The corresponding figures for the Patna Division (excluding the district of Gaya), as given in the weekly telegraphic reports for the 27th February, are :—

Relief works	243,492
Gratuitous relief	136,788
Total	380,280

* "A considerable number of wanderers have found their way into this district (Champaran) across the Gandak from the North-Western Provinces, and on the 3rd March, when the Lieutenant-Governor visited the Bettiah poor-house, out of 760 inmates 304 were from those Provinces. Considering that these invaders also supply the bulk of the vagrants picked up by the police, both here and along the Grand Trunk Road in the Shahabad District, it might be as well to inquire what arrangements are being made in the border districts of those Provinces for the relief of their poor. The Collector will be asked to ascertain, if possible, what number of immigrants from the North-Western Provinces are to be found in the Trans-Gandak thana of Madhubani. He was at one time afraid that relief works would have to be opened in that area solely for the benefit of these people."

† Relieved as dependants. Relieved in poor-houses. Relieved under other provisions of the Code.

The percentage of the number on gratuitous relief to the total number relieved is therefore 35·9. But this percentage is not quite correct, for the figures of relief workers in the district of Darbhanga do not include figures for certain works under the Public Works Department in the Madhubani sub-division. Were these figures complete, the percentage would probably be about the same as that in the North-Western Provinces and Oudh.

In Saran and Shahabad the numbers gratuitously relieved are large compared with the numbers on relief works, because the male working members of families in these districts have gone to seek employment in Eastern Bengal and elsewhere. In Saran the Collector reports that several cases have been brought to light of people becoming emaciated almost to the point of starvation without applying for gratuitous relief or having recourse to relief works. "The disinclination," he adds, "to apply for "gratuitous relief can be understood, and this is the chief difficulty which circle "officers have to combat." Cases of this sort, in which laudable self-respect deters respectable people from voluntarily becoming State paupers, are precisely the cases which deserve the greatest sympathy, and which it is necessary for the circle officers and relief committees to search out in the villages.

The Darbhanga Raj was distributing gratuitous relief to 10,518 persons during the week ending 27th February.

8. *Physical Condition of the People, &c.*—The public health continues to be exceptionally good, and no authenticated cases of starvation have come to notice.

The following table shows the death-rates for the months of November, December, January, and February of the present and three preceding years:—

District.	Years.	Death-rate per 1,000 of Population.			
		November.	December.	January.	February.
1.	2.	3.	4.	5.	6.
Patna	1894	4·37	3·67	2·22	1·53
	1895	2·82	2·93	2·24	1·44
	1896	2·11	1·93	2·19	3·13
	1897	—	—	1·50	(Not yet reported.)
Shahabad	1894	5·79	4·05	2·92	2·18
	1895	2·24	2·42	2·54	1·51
	1896	1·89	1·97	1·83	2·46
	1897	—	—	1·96	1·88
Saran	1894	4·62	4·45	2·38	1·68
	1895	2·33	2·94	2·93	1·96
	1896	2·65	2·41	2·29	2·98
	1897	—	—	1·92	(Not yet reported.)
Champaran	1894	3·66	3·67	2·78	1·77
	1895	2·85	3·78	2·69	1·96
	1896	3·22	2·84	2·55	2·90
	1897	—	—	2·20	2·36
Muzaffarpur	1894	4·28	4·06	3·15	2·16
	1895	2·67	3·25	3·00	2·15
	1896	2·59	2·37	2·43	3·25
	1897	—	—	1·83	1·90
Darbhanga	1894	3·49	3·60	3·28	2·28
	1895	2·31	3·08	2·77	1·99
	1896	2·22	2·11	2·25	2·74
	1897	—	—	1·64	1·4

It will thus be seen that the year is a particularly healthy one in Bihar, and that the reported percentage of deaths is below rather than above the normal, and markedly below that of the preceding year.

The facts mentioned in paragraph 4 above show, in his Honour's opinion, that there can be no question that distress is acute and widespread in North Bihar. The table of mortuary statistics given above in this paragraph shows that the distress has been so far adequately met, and that the local officers have discharged fully and efficiently the

duty imposed upon them of preventing increase of mortality from starvation. Hence it is that Sir Alexander Mackenzie recently expressed to the local officers his entire satisfaction with the results so far attained.

The condition of the cattle is reported to be good everywhere.

9. *Loans.*—Loans for village works, amounting to Rs. 3,500, were granted in the district of Saran during the period under report. Applications for advances were received in certain other districts, but the offer made by Government to give loans on advantageous terms does not appear to have so far proved attractive.

10. *Food-stocks, Importation of Grain, and Prices.*—During the four weeks now under report, the total imports of food-grains are reported to have been 5,51,769 and the exports 1,84,456 maunds, against 7,71,186 and 3,75,650 maunds respectively in January. The imports exceeded the exports by 3,67,313 maunds, and no scarcity of grain has been reported from any of the affected districts. Burma rice is stated by the Collector of Saran to be obtainable in all the large marts in the district, and the Collector of Champaran writes that it is now penetrating right into the interior. In the latter district the local grain-dealers are moving in the matter of importation, and have expressed their readiness to go on importing so long as they can do so at a profit. The Collector of Champaran writes that all officers report that there is no present apprehension of stocks getting depleted. The Secretary of the Bihar Indigo Planters' Association, on the other hand, has quite recently reported that coolies are coming to him with complaints that though they have money to purchase grain they are unable to obtain it. The price of rice is reported to have been steady during the month under report; that of Indian corn, however, rose a little, as the stock of this grain was being exhausted. Though the *rabi* crop has been, and is being harvested, the tendency of prices at the present time generally in Bihar is still upwards His Honour the Lieutenant-Governor, however, thinks that so long as the supply of rice from Burma lasts, no fear need be entertained of its not finding its way to North Bihar.

The following paragraphs deal with the other divisions in Bengal, which were last reported on in my letter No. 609 Fam., dated the 1st March 1897:—

11. *Presidency Division.*—The most severely affected districts in the Presidency Division are at present Nadia and Khulna.

Nadia.—There was a small increase in the affected tracts, the condition of which has undergone a slight temporary improvement in consequence of the harvesting of the *rabi* crops. There was rain on the 16th, 17th, and 18th February, which will enable the people to prepare lands for the next *aus* or autumn crop. There were 14 relief works open, eight under the Public Works Department and six under the civil officers; of the latter four were tanks and the rest roads. The total number of persons employed at the end of February was 6,873, while the corresponding figure for January was 8,229, employed on five works. This falling off is probably due to the temporary improvement already noticed. The cost per 1,000 cubic feet and the daily wage in this district were high, being for the second half of the month Rs. 3-3-3 and 2 annas 5 pies respectively.

The total number on gratuitous relief is reported to be 703. In return for this form of relief women are required to twist jute into string. Thread has been distributed to a few families of weavers. Rice was being imported in considerable quantities into the affected tracts. Public health and condition of cattle continued good. During February the total amount of loans sanctioned under the Land Improvement Loans Act was over Rs. 45,000, but the amount actually paid was Rs. 3,650.

Khulna.—The area affected in the district of Khulna was 442 square miles, as before. It is reported that the general condition of the affected area has deteriorated. Four relief works were open against three in January, and the number employed had risen from 147 in January to 583 at the end of February. The numbers on gratuitous relief also rose to 1,949 from 142 at the end of January. Widows and orphans, it is stated, show signs of emaciation, and two deaths, alleged to be due to starvation, have been reported. The correctness of these reports is, however, still under inquiry. Public health is fair, as also the condition of cattle. The total amount advanced under the Land Improvement Loans Act is reported to be Rs. 19,890.

Jessore.—Of the two tracts in Jessore, mentioned in my previous letter, there has been no improvement in thana Muhammadpur, but the condition of the tract in thana Bangaon has materially improved, owing to recent rainfall. The prices of common rice showed a tendency to fall, and food-stocks were being supplemented by importation.

A test work was opened, but did not attract labourers. Some gratuitous relief was given, the total number in receipt of such relief at the end of the month being 712.

Murshidabad.—In Murshidabad distress is reported to have made its appearance in a tract covering about 80 square miles, with a population of 42,000, lying partly in the Sadar and partly in the Kandi Sub-division. The total area likely to be affected in this district is reported to be 280 square miles, with a population of 160,000, including the 80 square miles above mentioned. Winter rice is the principal crop grown. There was a partial failure in 1895–96, the outturn of the *aman* and *aus* crops being eight and nine annas respectively. During the last season the estimated outturn of the *aman* for the whole district was nine annas and that of *aus* eight annas. The *rabí* crop in the area above mentioned has been very poor, and in places a complete failure. The export of grain from this to other districts and the North-Western Provinces has been unprecedented, and it is feared by the Collector that the stocks in hand will not be sufficient for the requirements of the district up to September. Test works have been opened, and the numbers employed on them are reported to be rising. As far as the information now before this Government goes, no gratuitous relief was being given.

24-*Parganas.*—The position in the 24-Parganas remained unchanged.

12. *Chota Nagpur Division.*—Of the districts in the Chota Nagpur Division there seems, so far, to be no need for any apprehension with regard to Lohardaga, while in Singhbhum the prospects continue to be altogether reassuring. With regard to the division as a whole, the Commissioner writes that the rain which fell in February was fairly general, and has been of decided benefit to the *rabí* crops without at the same time doing any material harm to the *mahua*. Mr. Forbes writes that the latter now gives promise everywhere of at least a full average outturn, provided the weather continues favourable. At the date of the report the *mahua* trees were beginning to blossom, and rain would be injurious to the crop. There appears to be some increase in emigration. Public health is good. Cattle-disease is reported from Manbhum and Palamau, but not to any unusual extent.

Palamau.—Distress in Palamau is turning out to be less acute than was at first anticipated by the Commissioner. The worst portion of the district comprises the jurisdiction of Garhwa, Daltonganj, Balumath, Latehar, and Patan thanas, with the outposts of Untari, Lesliganj, Panki, Chandwa, Ker, and Manatu, the area being 2,563 square miles. The total population of this tract is 383,440 persons, of whom the Deputy Commissioner thinks that 10,000 may be set down as the number affected. Relief is being given by employment on relief works and by the distribution of gratuitous relief. In the beginning of February there were five works open, employing in all 745 persons. At the end of the month there were nine Government relief works, and the total number shown as employed on them on the 26th February is 4,287. All are paid for task work, the rate per 1,000 cubic feet being Rs. 2–3, and the average wage earned per male unit is about 2 annas. The Commissioner reports that, so far, there are no signs of any rush on the relief works. It is also reported that several well-to-do zamindars of the district have opened relief works, some of which appear to have been undertaken with advances granted under the modified rules under the Land Improvement Loans Act, the total amount thus advanced in Palamau as first instalments being Rs. 3,333. Exact figures are not known, but the Deputy Commissioner thinks the numbers employed on these works cannot fall far short of 2,000.

The number on gratuitous relief in the beginning of February was 333; by the end of the month it had risen to a daily average of 514. The average daily dole per male unit amounted to 1 anna 1 pie. Up to the end of the period under report only one trader had taken advantage of the bounty of 8 annas a maund offered by Government in aid of the importation of grain, and had imported 658 maunds of rice, and been paid Rs. 329. There was a slight revival of exports from Lohardaga, the returns showing that 1,648 bullocks came away with rice from Lohardaga and Chainpur marts during February. Prices, however, continued very high.

Manbhum.—The areas now affected in the district of Manbhum aggregate 885 square miles, with a population of 268,692 persons, lying in thanas Gobindpur, Tundi, Nirsha, and Chas. Relief in this district was still at the test work stage. There were 11 test works, seven within the affected tracts and four in other places. The first test works were opened in the Gobindpur Sub-division on the 30th January, and on the 31st the total number employed was 180. At the end of February the number had risen to 3,492, and since then it has again increased considerably. The labourers are paid at piece-work rates varying from Re. 1–4 to Re. 1–9, and in two cases of tanks to Rs. 2–3

per 1,000 cubic feet. The daily wage earned per mule unit varied from 1 anna 4 pies to 2 annas ¼ pie. The Deputy Commissioner, Mr. Luson, writes that the test works opened have not been attended by as many workers as he had expected, and he concludes that the reports which he had received about the destitution among the labouring classes were somewhat exaggerated. Small works such as *bunds* and tanks were being carried out by private individuals throughout the district, but no figures have been furnished as to the number employed on them.

Complete figures have not been furnished as to the numbers on gratuitous relief. The Deputy Commissioner estimates the total number in receipt of this form of relief on the 27th February at 5,000.

Considerable quantities of grain were being imported into the affected tracts, and food-stocks are reported to be sufficient for the present.

Hazaribagh.—There were isolated cases of distress, but no general call for assistance in the district of Hazaribagh during the period under report. The Deputy Commissioner was on tour throughout the south of the district, and found people able to get on without assistance except at a place called Gumeah, with an area of 10 square miles and a population of 6,000. Test works were open in many places, but were not attended by any considerable numbers. Eighty-five persons were in receipt of gratuitous relief. Cotton was distributed in the town of Hazaribagh and elsewhere to be spun, but no information has been furnished as to the results. The Deputy Commissioner expects to have about 10,000 persons employed on relief works scattered over this district during the next three or four months.

13. *Bhagalpur Division.*—The two districts threatened with distress likely to require assistance from Government are Bhagalpur and the Sonthal Parganas. Particulars relating to both the districts were given in paragraph 11 of my letter No. 447 Agri., dated the 16th February 1897.

Bhagalpur.—Two relief works were open in thana Bongong, in the Madhipura Sub-division. The number on one of these on 27th February was 5,828, with 295 non-working children, and on the other 375. In the Supaul Sub-division two works were open under Government, besides works undertaken by zamindars. The total number on the Government works in the Supaul Division on the 27th February was 1,593, with 34 non-working children. No gratuitous relief was given in either sub-division beyond allowances on account of non-working children.

Sonthal Parganas.—In the Sonthal Parganas distress has appeared in the north and north-west part of the Jamtara Sub-division, comprising an area of about 350 square miles, with a population of 93,000. The estimated number likely to need relief is 10,000 on works and 1,200 on gratuitous relief. Measures have been taken to afford relief to the needy.

14. *Orissa Division.*—There is nothing of importance to mention with regard to Angul and Balasore, except that the rain which fell in the middle of February benefited the standing crops. Prices were stationary. The Collector of Cuttack reports that the condition of the people generally is better than he had hoped for at this season. He anticipates little trouble before May, and even then sees no reason to fear anything like widespread distress.

As regards the district of Puri, this Government is not yet in possession of complete information. The timely rain in February is reported to have saved the standing crops and given field employment to labourers. The general aspect of the tracts adjoining the Chilka Lake is also said to have slightly improved. The Commissioner has been requested to proceed to the place and arrange for such measures of relief as may be necessary.

15. There is nothing of importance to report with regard to the Burdwan, Rajshahi, Dacca, and Chittagong Divisions.

16. There has been some delay in the submission of this report, owing to non-receipt in time of some of the Commissioners' reports.

I have, &c.

M. FINUCANE,

Secretary to the Government of Bengal.

Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, the 27th February 1897.

District.		Area.	Population in Thousands.	Affected Area.	Estimated Population in Thousands of Area in Col. 4.	Numbers on Relief Works on last Day of Month.					Numbers on gratuitous Relief.	Price of One or more principal Food Grains in Seeds per Rupee.								Monthly Death-rate.		Deaths due to Starvation.
						Class A.	Class B.	Class C.	Class D.	Total.		Common Rice.	Wheat.	Indian Corn.	Grain.	Pea.	Rahar.	Khesari.	Marwa.	In the District.	In the Affected Area.	
1.		2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.	19.	20.	21.	22.
Patna Division.	Patna	2,082	1,772	—	—	—	—	—	—	—	149	Srs. 8–11	S. ch. —	Srs. 10–13	Srs. 9–13⅓	S. ch. —	S. ch. —	S. ch. —	S. ch. —	1·50	—	Nil.
	Shahabad	1,301	2,063	680	144	146	1,004	—	15	1,165	8,740	9	—	—	—	12 0	—	11 8	—	2·96	3·30	„
	Saran	2,651	2,466	1,442	1,352	—	—	—	—	16,328	15,939	S. ch. 9 10	—	S. ch. 10 5	S. ch. —	—	—	—	12 12	1·91	1·78	„
	Champaran	3,531	1,960	1,965	1,110	3,737	67,014	747	38,596	110,905	37,333	9 0	7 9	10 1	10 1	—	11 13	—	12 4	2·2	2·3	„
	Muzaffarpur	3,005	2,713	1,851	1,660	—	20,238	—	80	20,318	11,219	8 8	—	10 8	—	—	—	—	—	1·80	1·80	„
	Darbhanga	3,335	2,801	2,766	2,234	—	80,015	—	—	80,015	60,670	9 10	—	10 6	—	—	—	—	12 7	1·6	1·6	„
	Total	15,905	13,675	8,604	6,500	3,883	168,271	747	33,691	228,731	134,050	—	—	—	—	—	—	—	—	—	—	
Presidency Division.	Nadia	2,792	1,644	882	456	—	3,555	—	3,318	6,873	703	9–9½	—	—	—	11–12	15½–16	—	—	1·87	1·41	„
	Khulna	2,077	1,177	442	262	—	559	22	2	583	1,949	10–10½	—	—	—	—	—	—	—	—	3·05	Two reported; being inquired into.
	Total	4,869	2,821	1,324	718	—	4,114	22	3,320	7,456	2,652	—	—	—	—	—	—	—	—	—	—	Two reported.
Chota Nagpur Division.	Manbhum	4,147	1,193	885	225	—	—	—	—	3,492	5,000	Srs. 9–10	—	13 6	—	—	—	—	—	1·4	1·2	Nil.
	Palamau	4,912	596	4,912	596	—	4,287	—	—	4,287	514	S. ch. 8 7	—	9 9	—	—	—	—	11 4	1·75	1·75	„
	Total	9,059	1,789	5,797	821	—	4,287	—	—	6,779	5,514	—	—	—	—	—	—	—	—	—	—	
Grand total		29,833	18,285	15,725	8,039	3,883	176,672	769	37,011	242,966	142,216	—	—	—	—	—	—	—	—	—	—	

Monthly Famine Statement B. for the Four Weeks ending Saturday Evening, the 27th February 1897.

District.		Maximum Number for whom Employment on Relief Works is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.		Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since 1st April 1896.			Advances since 1st April 1896 up to end of Month under—		Revenue suspended.
			On large Works.	On small Works.	On large Works.	On small Works.	Date up to which Account is made up.	On Relief Works.	On gratuitous Relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	
1.		2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
Patna Division	Patna*	For 90 days. 177,030	For 90 days. 2,082	For 90 days. 15,123	For 90 days. 2,082	For 90 days. 15,123	27th February 1897	Rs. A. P. 3,144 10 3	Rs. A. P. 125 12 3	Rs. A. P. Nil.	Rs. A. P. 160 0 0	Rs. A. P. Nil.
	Shahabad	10,000	5,865	7,200	5,805	4,762	Do.	10,642 10 0	9,063 10 5	5,170 0 0	20,129 0 0	,,
	Saran	75,600	42,891	7,677	42,744	3,829	Do.	27,352 11 9	17,431 5 2	6,395 0 0	31,643 0 0	,,
	Champaran†	210,000	205,500	87,700	205,000	83,000	Do.	3,52,393 2 6	36,583 2 5	300 0 0	26,442 12 0	,,
	Muzaffarpur	300,000	5,518	60,981	5,436	54,248	Do.	52,779 10 7	5,086 2 6	2,820 0 0	12,665 0 0	,,
	Darbhanga‡	351,964	138,478	213,486	112,233	202,010	Do.	1,00,583 6 5	35,473 0 7	Nil.	Nil.	,,
	Total	1,124,594	400,274	392,167	378,300	362,972		5,46,896 3 6	1,03,763 1 4	14,685 0 0	91,039 12 0	Nil.
Presidency Division.	Nadia	22,861	9,604	11,445	9,604	11,445		31,397 8 6	5,786 3 6	6,650 0 0	Nil.	Nil.
	Khulna	10,480	—	6,525	—	6,432	(a.)	(a.)	(a.)	5,845 0 0	1,000 0 0	,,
	Total	33,341	9,604	17,970	9,604	17,877		31,397 8 6	5,786 3 6	12,495 0 0	1,000 0 0	Nil.
Chota Nagpur Division.	Manbhum	120,000	52,379	69,325	52,379	69,325	27th February 1897	—	1,680 0 0	Nil.	Nil.	Nil.
	Palamau	87,372	18,792	68,580	18,792	68,010	Do.	6,436 5 0	916 0 1	3,333 5 4	477 0 0	,,
	Total	207,372	71,171	137,905	71,171	1,37,335		6,436 5 0	2,596 0 1	3,333 5 4	477 0 0	Nil.
Grand total		1,365,307	481,049	548,042	454,075	518,184		5,84,730 1 0	1,12,145 4 11	30,513 5 4	92,516 12 0	Nil.

(a.) The account is not yet made up.

* The figures in columns 2 to 6 are for the whole district, as no particular portion of it can be said to be affected.

† The figures in columns 3 to 5 include 73 miles of the proposed railway from Bairagnia to Bagaha, which would give employment to about 14,120 persons for three months.

‡ The figures in columns 8 and 9 do not include works under the Public Works Department.

PUNJAB.

IMPERIAL MONTHLY FAMINE STATEMENT A. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Area in Square Miles.	Population in Thousands.	Affected Area in Square Miles.	Estimated Population in Thousands of Column 4.	Numbers on Relief Works on last Day of Month.						Numbers on gratuitous Relief.	Price of One or more principal Food Grains in Seers per Rupee.			Monthly Death-rate of District.		Deaths directly due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Working Children.	Total.		Wheat.	Gram.	——	Normal of Month.	Actual of Month.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18.
												Seers.	Seers.	Seers.			
Hissar - -	5,217	776	3,763	544	3,407	12,190	1,287	796	5,814	23,494	5,715	$9\frac{1}{3}$	$10\frac{14}{16}$	Wheat flour $8\frac{7}{16}$			1
Rohtak - -	1,797	590	1,462	452	102	1,607	480	36	1,389	3,614	2,185	—	11	Jowár $10\frac{1}{2}$ to 11			None.
Gurgaon - -	1,984	669	92	24	536	276	227	43	488	1,570	37	—	—	Bájra 9 to 10			,,
Delhi - -	1,290	638	616	381	—	990	130	1,259	665	3,044	696	—	10	Bájra 10			,,
Karnál - -	2,660	683	2,123	499	551	1,008	213	65	514	2,351	119	$9\frac{3}{4}$ to $10\frac{1}{2}$	$11\frac{1}{2}$ to 12	Maize 12 Jowár $10\frac{1}{2}$			,,
Umballa -	2,540	1,033	—	—	—	812	—	—	80	892	111	9 to $10\frac{1}{2}$	11 to 12	Maize 11 to $12\frac{3}{4}$			,,
Ferozepore -	4,302	886	—	—	809	274	223	331	443	2,080	227	—	12	Jowár 12 to 13			,,
Lahore -	3,711	1,075	125	88	75	1,357	46	40	645	2,163	—	10	—	Maize 11 to 12 Makki 12			,,
Gujrát - -	2,051	760	562	155	11,256	13,419	2,608	1,161	4,336	32,780	15,177	—	9	Wheat flour $7\frac{1}{2}$			,,
Total - -	—	—	—	—	16,736	31,933	5,214	3,731	14,374	71,988	24,267	—	—	—	—	—	—

See note on reverse of Statement.

See note on reverse of Statement.

DEATH-RATE for DECEMBER 1896.

District.	Normal.	Actual.
Hissar	28	27
Rohtak	32	27
Gurgaon	42	29
Delhi	57	33
Karnál	42	29
Umbalia	41	36
Ferozepore	41	22
Lahore	47	29
Gujrát	36	19

REMARKS to accompany IMPERIAL MONTHLY FAMINE STATEMENT A. for the Five Weeks ending Saturday Evening, the 30th January 1897.

HISSAR DISTRICT.

Much private relief has been given in an unsystematic way by the indiscriminate distribution by charitably disposed persons of grain doles to all comers. In a few villages the Ját owners have taken on themselves the duty of keeping their menials alive. Under Rs. 15,000 have been promised and are being collected by public subscription in the larger towns and villages. A Central Famine Committee for the district and local committees for the outlying towns such as Bhiwáni have been organised under section 261 of the Code.

Gratuitous relief in villages has been started in tahsils Sirsa and Fatahabad and has been given in isolated urgent cases in other parts of the district.

Gratuitous relief both from Government and private funds is being distributed according to instructions issued by the Deputy Commissioner.

There are three poor-houses in Sirsa, Fatahabad and Bhiwáni, but the attendance is still small. The people dislike the restraint. The Deputy Commissioner is arranging for a poor-house to be opened in Hissar.

The large relief works on which the majority of labourers are engaged are the two Ghaggar Canals, the Bhiwáni water tanks, the Hissar-Barwála road, and the Fatahabad-Tohána road. These afford approximately relief to 37,000 people. All except the last are in full working order, and the arrangements and discipline are satisfactory.

The last mentioned has only recently been opened, and the arrangements have not had time to settle down. There are in addition several smaller works on hand, viz., the repair of small roads and the excavation of village tanks.

The physical condition of the people is good but the destitution is more keenly felt and signs of distress are weekly more apparent. One striking proof of this is the large number of Bishnois and Játs of good caste who are coming to the works. On the Fatahabad-Tohána road there are over 1,000 Bishnois now at work.

Three deaths from starvation have been reported. Only one has been authenticated. The other two have turned out to be false. The average death-rate is abnormally low.

Food stocks were exhausted some time ago. There are two proofs of this: (*a*) The large numbers of applications to prosecute dealers for selling unsound and diseased grain, and (*b*) the large number of imports compared with exports of grain by the Rájputana-Málwa Railway Stations in this district. For the week ending 6th February the imports were 17,700 maunds and exports 1,500 maunds.

The *rabi* crops on irrigated lands are in a very ordinary condition and the unirrigated crops are almost nil.

Famine wages have fallen practically by one pice in each class owing to the good prospects of the *rabi* harvest in the Punjab proper.

The condition of the cattle left alive is very poor. The Muhammadan Pachádás and Ranghars and the menial castes are killing their own cattle and those of other people that come into their hands.

ROHTAK DISTRICT.

1. *Private Relief.*—In some of the towns and villages of the district small sums are given in private relief. The total amount of subscriptions collected and credited

under section 258, Famine Code, amount to Rs. 1,367–8–0, and a committee has been appointed for the management of the fund.

2. *Village and Poor-house Relief.*—There are no poor-houses established as yet, but the affected area has been thoroughly examined and gratuitous relief is given through Lambardárs to all persons entitled to it.

3. *Relief Works.*—Relief works are at present all small works with the exception of the Jhajjar-Kosli road and consist chiefly of excavating village tanks.

4. *Physical Condition.*—The physical condition of the people is good, and no deaths from starvation have occurred, nor have any cases of serious debility from want of food been noticed.

5. *Food Stocks.*—It is hard to get reliable information as to food stocks, but so far as can be ascertained they are sufficient for two or three months' supply.

6. *Import and Export.*—Grain seems to be freely imported as required from Delhi and Gurgaon, also from Bhiwáni in Hissar District.

7. *Rabí Prospects.*—*Rabí* prospects are uncertain. Although practically no baráni crops have been sown, the irrigated area sown is larger than has ever been sown before. On well-irrigated lands the crops are at present doing well, but rain is necessary to fully develop them properly. Canal-irrigated crops promise well, but with them too rain would greatly increase the outturn. At present the village menials and purely labouring classes only are affected, and it depends on the *rabí* harvest whether distress will extend to agriculturists.

Gurgaon District.

This district has been singularly exempt from famine. The cultivators except in the Rewári and part of Gurgaon Tahsils are doing well, and the *rabí* prospects in Palwal, Firozpur, Nuh, and in part of Gurgaon are splendid.

In Rewári owing to want of rain the area under *rabí* has been contracted, but the crop on irrigated lands is good. Only in this tahsil and in part of Gurgaon, owing to a poor *kharíf* and the high prices prevailing, the kamíns are badly off, as there is no work for them in the fields, and relief work in the shape of tank clearing has been given to them.

General health of the district is excellent and the physical condition of the kamíns is good so far. No case of death from starvation has occurred amongst them.

At Rewári and Farukhnagar private relief has been started. In Farukhnagar Rs. 838 has been subscribed, and up to 30th January 1897 Rs. 299 has been spent in providing food for 60 women, 14 men, and two children. At Rewári Rs. 1,451 was subscribed, and arrangements are being made to distribute food to those in the greatest need.

Food stocks throughout the district are sufficient. The following figures will show for the week ending 30th January the importation of grain :—

——	Imported by Rail.	Exported by Rail.
Week ending 30th January 1897 -	Maunds. 5,328	Maunds. 899

High price of food grains has caused no change in the rate of wages. The only important work which has been started as a relief work in the Gurgaon Tahsil is the Gurgaon-Bahora road *viâ* Kasan, which it is estimated will employ 500 persons for five months.

Delhi District.

In Delhi city the amount of private relief is growing less, as the municipal relief works have drawn the helpless people out of the city.

The poor-house relief in the city of Delhi grows greater; only such persons are fed who are utterly unable to do any sort of work.

The physical condition of the people is fair; there are scarcely any signs of emaciation from want.

Food stocks are sufficient and are being supplemented with imports from other districts.

The prospects of the affected area are not improved. There has been no rain, and the *rabí* crop will not be even as large as was previously expected.

There was no change in rates of wages, but during February they will probably be reduced.

There has been no special mortality or increase in the death-rate.

Karnal District.

A General Committee for the management of the subscription fund collected in this district for the relief of the poor and needy has been formed and gratuitous relief started in the town of Karnál and on a small scale in villages in the district. The total receipts from private subscription amount to Rs. 6,808–10–0 up to date, and the expenditure to Rs. 572–7–9.

No poor-houses have yet been started in this district.

Two large relief works are in progress in this district,—one in the tahsil of Karnál in the heart of the Nardak, viz., raising and improving Karnál-Asandh road, and the other in the Kaithal Tahsil, construction of the Kaithal Branch from the Sarsuti Canal. The daily average number of labourers employed on these works amounts to 2,351.

The health of the people continues to be good. There is still sufficient stock of grain in large villages, but in smaller villages it is quite exhausted.

Fifteen thousand eight hundred and twenty-seven maunds of grain have been imported into the district during the month under report.

The condition and prospects of the famine remain just as before, and the little rain that has recently fallen has in no way affected it, though it is calculated to be beneficial to the standing crops.

No changes in the rates of wages were made during the month, the prices of food-grains being almost stationary. They fell only slightly during the last two weeks of the month at head-quarter towns, but this did not affect the local prices current at the places where the works are being carried out.

The actual death-rate during the month is below the normal of previous years.

Umballa District.

1. There was no private village or poor-house relief.

2. So far relief works have taken the form of village tanks in the district and relief works for spinners in the Umballa City. A fairly large relief work financed by Government in the Public Works Department will give employment to 3,000 labourers for at any rate three months. It is being started from the 1st February.

3. The zamindars are able to hold their own. They have been greatly encouraged by the recent rain. They are able to consume their food stocks without much anxiety. The Kamín classes (by which is meant the village classes owning no land) have been reduced to the last stage of destitution, but the able-bodied can get labour to feed their families. The decrepid and old are face to face with actual starvation, feeding principally on wild products of the soil. Efforts are being made to prepare lists of these persons within the circles of Circle Inspectors and to bring them on the gratuitous relief list, as relief works cannot be made local enough to accommodate them.

4. The general condition and prospects of the affected area will remain the same till next monsoon, although the *rabí* harvest will create an interlude. Improvements in agricultural prospects have been too slight to make the landowners actually easy, and until they are easy the rural non-agriculturists must remain in distress.

5. The rain caused a change in prices, which will ease tension not a little. Wheat has, in at any rate one rural tract, fallen to 10 seers and maize to 12. After the last fall of rain telegrams ordering sales were plentiful.

Ferozepore District.

Subscriptions have been collected in municipalities for private relief, also in villages of Moga Tahsil.

There are no poor-houses.

The relief works now in progress are composed of kankar quarries under the Public Works Department and small works under the District Board and municipalities. They are sufficient to relieve the distressed population of the district.

The physical condition of the people is good. There is an abundant supply of grain—

Exports - - - - -	32,761 maunds.
Imports - - - - - -	1,705 „

The rain of January 13th will ensure a fair *rabí* harvest, and the prospects of the district are by no means gloomy.

Wages are calculated on 13 seers in Ferozepore municipality, 12 seers near other towns, 11 seers in outlying regions.

Lahore District.

(1.) *Private Relief.*—In the Lahore municipality a sum of about Rs. 18,000 has been collected by the citizens to provide relief to the poorer classes of Lahore. In Kasúr municipality about Rs. 2,000 have been similarly collected.

(2.) *General Character of Relief Works.*—At Kácha near the Kána Kácha Railway Station in Tahsil Lahore the silt clearance of a pacca tank was commenced on the 2nd January 1897 as a relief work. In the Lahore municipality the relief work consisted of the raising of two or three plots of nazúl land situated near the Upper Mall in the Civil Station. Work commenced here on 21st December 1896.

(3.) Physical condition of the people in affected tracts is good up to the present, and there is no disease and no visible emaciation.

(4.) Food stocks are sufficient, and grain is being introduced into the district from Sind and from the Chenab Canal tracts.

(5.) The general condition and prospects of the affected area are not very hopeful. In baráni lands no rain fell at the proper time, and therefore no crops were cultivated.

(6.) *Changes in Rates of Wages.*—At Kácha, when the work was first started, the wages were fixed on the price of makki (Indian corn) which was 9½ seers per rupee. From the 23rd January 1897 there was a reduction made in the wages, as the price of makki fell from 9½ to 11 seers per rupee. A reduction is also being made in the Lahore municipal relief work for similar reasons.

Gujrat District.

Large Work—Jhelum Canal.—Gratuitous relief given under section 140A: average attendance 890. Physical condition of labourers good and of the population generally fair, the poorer classes suffering as before. Owing to the winter rains, which it is hoped will save the *rabí* crops sown, prices are a little easier, but still rule high. Grain is imported in sufficient quantities. At present no change in the rate of wage has been found necessary.

There have been no serious cases of sickness on the works.

Imperial Famine Statement B. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Numbers for whom Relief was provided in last Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since April 1st, 1896.			Advances since April 1st up to end of Month under—		Revenue Suspended.
		Date of Gazette.	On large Works.	Others.	On large Works.	Others.	Date up to which Account is made up.	Rupees, omitting 000s.		Land Improvement Act.	Agricultural Loans Act.	Rupees omitting 000s.
								On Relief Works.	On gratuitous Relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1.	2.	3.	4.	5.	6.	7.	8.	9.*	10.*	11.*	12.*	13.
Hissar	6,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	8,000	12,000	4,026	5,220	30th January 1897	75·4	4·5	1·4	6·4	13
Rohtak	5,000	Do. do.	2,500	8,000	—	10,000	Do.	3·1	·2	4·6	8·3	161
Gurgaon	7,000	Do. do.	1,000	15,000	1,114	13,886	Do.	2·6	—	3·5	7·8	29
Delhi	5,000	Do. do.	—	8,000	—	5,593	Do.	4·9	·7	1	16·8	Nil.
Karnál	8,500	Do. do.	6,500	10,000	7,052	12,708	Do.	18·3	·2	1·7	19·6	72·5
Umballa	8,000	Do. do.	5,000	13,500	2,449	6,650	Do.	8·3	1	5·4	14·3	88·6
Ferozepore	—	(Programme not yet sanctioned.)			6,510	3,272	Do.	13·5	·7	17·8	4·7	46
Lahore	2,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	—	2,700	3,922	10,614	Do.	47·6	—	7	18·1	90
Gujrát	16,800	Do. do.	—	6,000	50,000	—	Do.	172·1	23·4	5	29	39
							Total	345·8	32·4	47·4	116·0	530·1

* Note.—The expenditure under the heading in columns 9 to 12 during 1895–96, was as follows :—

Hissar	Nil.	Nil.	Nil.	Nil.
Rohtak	Nil.	Nil.	·9	Nil.
Gurgaon	Nil.	Nil.	14	2·8
Delhi	Nil.	Nil.	·2	Nil.
Karnál	Nil.	Nil.	1·3	3·5
Umballa	Nil.	Nil.	2·1	10·4
Ferozepore	Nil.	Nil.	Nil.	Nil.
Lahore	2·5	Nil.	9·5	44·4
Gujrát	Nil.	Nil.	3·7	10·2

No. 497, dated Lahore, the 15th March 1897.

From M. W. FENTON, Esq., C.S., Revenue Secretary to the Government of the Punjab, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

With reference to the correspondence ending with your letter No. 710—84–4 F., dated 2nd March 1897, I am directed to submit, for the information of the Government of India, a statement showing the normal and actual death-rates for the month of February 1897.

Statement showing Death-rates per 1,000 of Population per Annum.

Districts.	Normal for February.	For Weeks ending				Deaths from Starvation.	Remarks.
		6th February.	13th February.	20th February.	27th February.		
Hissar - -	26	23	18·9	20·2	21·9	2	In both these cases the deceased were immigrants, and in one want of food was only a contributory cause of death. Further inquiries are being made about the other.
Rohtak - - -	25	19·3	19·3	18·6	19·4	Nil.	
Delhi - -	36	20·5	21	21·5	18·7	„	
Gurgaon - -	32	18·7	18·5	19·8	17·9	„	
Karnal - -	32	22·7	20·5	22·0	20·7	„	
Umballa - -	34	26·3	25·5	28·7	26·0	„	
Gujrat - -	24	18·3	19·1	17·0	18·4	„	
Ferozepore - -	31	21·4	20·6	21·1	21·9	„	
Lahore - -	30	—	20·2	21·0	—	„	

No. 505, dated Lahore, the 17th March 1897.

From M. W. FENTON, Esq., Revenue Secretary to the Government of the Punjab, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

In reply to your telegram, No. 814 of the 13th instant, I am directed to submit a statement in the form prescribed by your circular No. 13 F.—84–2, dated 10th February 1897, showing the death-rate in the districts in the Punjab in which distress exists for the months of October, November, and December 1896.

2. No special reports of deaths from starvation were received from districts opposite which there are blanks, and it may safely be said there were no such deaths other than those shown in the statement.

Statement showing the Death-rate in the Punjab during the Months of October, November, and December 1896.

Districts.	October 1896.			November 1896.			December 1896.			Remarks.
	Death-rate of the Month.	Average Death-rate of the Month in previous Years.	Deaths from Starvation.	Death-rate of the Month.	Average Death-rate of the Month in previous Years.	Deaths from Starvation.	Death-rate of the Month.	Average Death-rate of the Month in previous Years.	Deaths from Starvation.	
Hissar -	28	34	—	27	31	Nil	27	28	2*	*These were two Bikanir immigrants.
Rohtak -	27	40	—	31	38	—	27	32	—	
Gurgaon -	33	55	—	33	51	—	29	42	—	
Delhi -	26	59	—	30	59	—	33	57	Nil	
Karnal -	27	52	—	38	48	Nil	29	42	Nil	
Umballa -	37	54	—	37	50	—	36	41	—	
Ferozepore -	22	49	—	23	52	—	22	41	Nil	
Lahore -	26	54	—	28	53	—	29	47	—	
Gujrat -	24	69	1	22	49	Nil	19	36	Nil	

No. 508, dated Lahore, 17th March 1897.

From M. W. FENTON, Esq., Revenue Secretary to Government, Punjab and its Dependencies, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

In continuation of my letter No. 341, dated the 19th February 1897, I am directed to submit, for the information of the Government of India, the Monthly Famine Report of the Punjab for the month of February 1897 in the form of the two prescribed Statements A. and B. and the accompanying map.

2. I am to point out that the death from starvation reported from Hissar last month has since been found to have been one of suicide. In regard to the two deaths reported from the same district this month, I am to observe that both the deceased were immigrants. One of these was a woman in whose case starvation was merely a contributory cause of death, as she really died from pneumonia. Further inquiry is being made as regards the other case.

I have, &c.
M. W. FENTON,
Revenue Secretary to Government, Punjab.

Imperial Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, the 27th February 1897.

District.	Area of District in Square Miles.	Population in Thousands of Column 2.	Affected Area in Square Miles.	Estimated Population in Thousands of Column 4.	Number on Relief Works on last Day of Month.						Number on gratuitous Relief.	Price of One or more Principal Food Grains in Seers per Rupee.					Monthly Death-rate of District.		Deaths directly due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Working Children.	Total.		Wheat.	Gram.	Maize (Indian Corn).	Bájra (Bulrush Millet).	Jowár (Great Millet).	Normal of Month.	Actual of Month.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	14a.	14b.	15.	16.	17.	18.
Hissar -	5,217	776	3,763	544	11,181	13,970	2,129	1,005	8,973	37,258	12,678	$8\frac{6}{16}$	10	$10\frac{1}{2}$	$8\frac{14}{16}$	10			2*
Rohtak -	1,797	590	1,462	452	65	1,379	433	7	830	2,714	3,701	8	$9\frac{1}{4}$ to $10\frac{1}{4}$	—	$8\frac{1}{2}$	9 to 10			Nil.
Gurgaon -	1,984	669	558	198	631	581	488	94	608	2,402	81	—	—	—	9	—			„
Delhi -	1,290	638	630	381	—	1,163	183	803	454	2,603	959	—	—	—	$8\frac{1}{4}$ to 9	—			„
Karnál -	2,660	683	2,123	499	209	689	251	348	494	1,991	165	$8\frac{1}{4}$	$9\frac{1}{2}$	10	—	—			„
Umballa -	2,540	1,033	—	—	327	2,823	19	137	420	3,726	407	7 to $9\frac{1}{2}$	9 to 10	9 to $11\frac{3}{4}$	—	—			„
Ferozepore -	4,302	886	—	—	596	343	262	293	511	2,005	246	9	$10\frac{3}{4}$	11	—	$10\frac{1}{2}$ to $11\frac{1}{2}$			„
Lahore -	3,711	1,075	174	88	74	1,458	10	14	434	1,990	—	10	—	10	—	—			„
Gujrát -	2,051	760	562	155	10,637	12,140	1,852	1,415	3,669	29,713	19,669	—	—	Flour 9	—	—			„
Total -	—	—	—	—	23,720	34,546	5,627	4,116	16,393	84,402	37,906	—	—	—	—	—	—	—	—

See note on reverse of Statement. *See note on reverse of Statement.*

* *See* remark under "Hissar District."

DEATH-RATE for JANUARY 1897.

District.	Normal.	Actual.
Hissar	27	25
Rohtak	29	29
Gurgaon	36	21
Delhi	44	25
Karnál	36	27
Umballa	35	29
Ferozepore	33	20
Lahore	38	26
Gujrát	28	18

REMARKS to accompany IMPERIAL MONTHLY FAMINE STATEMENT A. for the Four Weeks ending Saturday Evening, the 27th February 1897.

HISSAR DISTRICT.

A few drops of rain fell during the month not sufficient to lay dust.

The few crops on *baráni* lands in the south of the Hissar and Bhiwáni Tahsils which were sown after the rain of 28th December are fast withering. The prospects of the crops on *saílába* lands are very poor. The crops on canal-irrigated lands are, taking the district as a whole, in fair condition.

Grain stocks are practically exhausted, and food, principally *jowár*, is being imported from Sind. These imports have fallen off lately owing, it is believed, to the fall in prices in February and to the dislocation of the Karáchi trade caused by the plague. But the imports are again showing a slightly upward tendency, and traders assure the local officers that it will be long before the Sind stocks are depleted. Imports during the month have been 101,436 maunds, and exports 8,757 maunds.

The fodder stocks are nearly exhausted and are being replenished in some parts by imports from the canal villages in the Native States to the north.

The condition of the cattle is becoming worse every day. Many are dying for want of food and many are being slaughtered by Pachádas, Ránghars, and the menial castes. Even the camels now are showing signs of want.

The people are beginning to show distinct signs of want, those on relief works looking better than any others. Hitherto Government has been successful in saving people from dying of hunger, but—except in canal villages—emaciated figures are to be seen. This is specially noticeable in the villages.

The physical condition of the workers is not so good as it was, but this may be partly due to the late fast which so many of the Muhammadan labourers observed. However, their condition gives no cause for anxiety. They are well looked after.

The Ghaggar Canals, the Bhiwáni Waterworks, and the Rangoi Cut will all finish before the end of April in all probability. This will throw over 30,000 people on our hands. Work will probably be provided on the Ghaggar Canal roads and the Alikai Canal project. It is proposed to employ the Rangoi Cut workers on tanks, which will keep them occupied till 1st July. But these tanks will not provide for everyone, and the residents of the Tohána Sub-tahsil, who have hitherto eked out a living on the Southern Punjab Railway works, will have to be provided for.

Work has started on the Hissar cattle farm ditch and the Western Jumna Canal cuts-off. Tank work is in full progress in Hissar and the north of Hánsi. The Hánsi-Tushám and Bhiwáni-Tushám roads will soon have to be stopped and tanks are being started in these two tahsils. Hánsi is provided for till the rains; Bhiwáni is not, as tank work there, owing to the sandy soil, is not so well fitted for famine relief as in other parts of the district; and there are no works which can be carried on in that tahsil, but the desirability of undertaking the fencing of the Rewári-Ferozepore Railway is being considered.

The provision of a sufficiency of suitable relief works for this district is constantly under the consideration of Government. Application has been made to the Government of India for permission to carry out the earthwork on the Tohána-Ludhiána Railway, and estimates have been called for of the cost of railing labourers to other parts of the Province where large works are available.

The wages paid on relief works are sufficient. Prices have risen since the last monthly report, and no relief in this respect is expected until the *rabí* harvest is reaped in the Punjab.

Gratuitous relief is being issued in Sirsa, Fatahabad, and Bhiwáni. It has been begun in three relief circles in Hissar and in two in Hánsi, and in the course of the first fortnight in March this form of help will be general all over the district.

Poor-houses have been opened in Sirsa, Fatahabad, Hissar, and Bhiwáni towns. Except in Sirsa the attendance is meagre, and at present the inmates are chiefly immigrants from Native States.

Two deaths from starvation have been reported from Sirsa. Both were immigrants, and reports regarding them have been submitted.

The case of death from starvation reported in last month's report has since been discovered to have been really a case of suicide.

Large amounts of grain are still being distributed in private charity. The most systematic and therefore the most effective efforts in this direction are being made by the ladies belonging to the Baptist Zenána Mission Society in Bhiwáni, by Rám Sarúp, Mahájan, of Satraud, and by a Mahájan of Dhíranwás, Tahsíl Hissar.

Rohtak District.

Poor-houses have not been established, but gratuitous relief is given to destitute persons. Private relief is given in the shape of grain in a few of the towns and villages by bankers and persons of substance.

The relief works that have been started are small, consisting chiefly of the excavation of village tanks, but they afford sufficient labour for those affected by famine. The physical condition of the people has been good, no deaths from hunger have been reported, but a few of the labourers who came from the Foreign State of Dujána appeared emaciated and famine-stricken.

The stock reserves of the district are roughly estimated at 498,000 maunds and include food-grains of every description. These stocks are sufficient for present requirements.

Grain continues to be imported from Delhi, Gurgaon, and Bhiwáni in the Hissar district.

The unirrigated area sown is about 1,900 acres and will yield nothing unless rain falls, when the crop will not be more than a 2-anna one.

The area under canal irrigation is estimated at 127,690 acres. The yield of the early crop is likely to be a 16-anna one, and that of the late crop an 8-anna one. The area under well irrigation is small in three tahsils, but in Jhajjar, where there is no canal irrigation, it is larger, being roughly estimated at 27,132 acres. The crop is likely to be a 12-anna one only unless rain falls. In the Bhur Circle and in the tracts affected by saline efflorescence the crops will not be more than a 2-anna one.

The relief works available, chiefly roads and tanks, are at present estimated to provide for all that may require relief.

No change was made during the month in the rates of wages. The wages were calculated on the price of gram at 10 seers per rupee.

Gurgaon District.

No rain has fallen in any part of the district during the past month.

The estimated area under crops of all description as compared with the actuals of last *rabí* in Gurgaon and Rewári is as follows:—

District.	Irrigated.	Unirrigated.
	Per cent.	Per cent.
Gurgaon - - - - -	100	45
Rewari - - - - - - - - -	55	49

In Rewári Tahsil and part of Gurgaon, where the kamín classes are in distress, the standing crops are withering in many parts from high west winds and want of rain. The prospects of the standing rain land crops are growing more and more unfavourable. The irrigated crops are as yet promising well.

Private subscriptions to the amount of Rs. 263 were raised in Sohna, and arrangements for gratuitous distribution of grain have been completed both in Rewári and Sohna. Rupees 128-7-8 has been spent during the month in supporting 15 men, 57 women, and two children in the town of Farukhnagar. A balance of only Rs. 279 remains for disposal for further relief there. Endeavours are being made to raise further subscriptions, but people are very indifferent to this call.

Food stocks throughout the district are sufficient. The import and export of food grain by rail is as follows:—

Week ending	Exports.		Imports.	
	Mds.	Srs.	Mds.	Srs.
6th February 1897 - - - -	4,812	30	3,720	0
13th „ - - -	3,892	0	1,742	0
20th „ - - - -	5,041	0	5,905	0
27th „ - - -	4,072	0	10,581	0

Wages for relief works were paid during the month in kind instead of in cash as being more convenient for the people. Instructions have, however, been issued to substitute cash for grain payments.

General health of the district and the physical condition of labourers is good. One person was reported to have died of starvation, but this was incorrect. The true cause of death was continued fever. No poor-houses have been opened in this district, but relief is afforded to some blind and infirm persons.

Delhi District.

Private relief through the relief committee has been extended during the month, but less relief is being given by private persons. There are three poor-houses where only persons totally unfit to work are given food. Relief works are roads and tanks, but the earthwork on the Delhi Agra Chord Railway is in reserve. Condition of people is fair; there are no signs of actual starvation. Food stocks are very low and considerable imports are coming in. The general condition is unchanged, but prospects are worse as the hot weather is drying up the crops. The wages have been raised as prices have risen. The death-rate in the city continues low.

Karnal District.

The receipts and expenditure from the Famine Subscription Fund are as follows:—

	Rs.	A.	P.
Receipts up to end of February 1897 - -	6,824	10	0
Expenditure do. do. - -	729	3	3
Balance - - - -	6,095	6	9

Of this amount Rs. 1,000 has been advanced to the members of the local committee of the Karnál town for distribution of gratuitous relief in that town. Gratuitous relief (from provincial funds) has also been started in villages throughout the district.

No poor-houses have yet been started. There were two large works in progress in this district during the month under report, viz., raising and improving of the Karnál-Asand road and the construction of the Kaithal Branch of the Western Jumna Canal. The former was completed on the 3rd March 1897. Another large work, the Nardak Rájbaha, has now been started from 1st March; it crosses the same tract of country as the Asand road, and it has already attracted a large number of persons from the neighbouring villages. The present two large works (viz., the construction of the Kaithal Branch and the Nardak Rájbaha) are estimated to afford relief to about 8,400 persons daily for six months.

The health of the people is good throughout the district.

Food stocks can still be freely obtained in large villages and in the centres of distress. Twenty-two thousand and seventeen maunds of grain was imported into the district during the month consisting chiefly of maize and gram.

There were some slight showers in the Kaithal Tahsil during the month, but they were not sufficient to improve matters or affect the state of famine in any way.

Hitherto the wages paid to the labourers were calculated on the price of whole grain, but they are now calculated on the price of gram flour.

The number of deaths reported to have occurred during the month is 953, which is far below the normal rate.

Umballa District.

Private Relief.—A local committee has been formed which has affiliated itself to the Provincial Committee of the Indian Famine Charitable Relief Fund. This committee will endeavour to raise local subscriptions and will administer any funds allotted to it from Lahore.

Village and Poor-house Relief.—Nil.

Character of Relief Works.—Village tanks and one canal work, which is being executed under Public Works Department supervision.

Physical Condition of People.—Labourers on works are generally speaking in good condition. Emaciation is not noticeable amongst the people.

Local food stocks are practically exhausted, but the zamíndárs still retain some stores of this *kharíf* maize. Old and rotten grain is occasionally brought out of old grain-pits. Some of this is passed, but the very bad is stopped from sale by executive intervention.

Importation of Grain goes on freely, as the weekly returns from all railway stations in the district show.

The condition and prospects of the affected area are tolerable. There will be general *rabí* harvesting operations in three weeks or so, and this will give employment to the menial classes, which are the only really distressed ones in the district.

Change in Rates of Wages.—The labourers have now been properly classified as A., B., C., and D. workers. The corresponding changes in the rates of wages have been introduced.

The death-rate in the district cannot be said to have been affected by the famine.

Ferozepore District.

Money has been subscribed largely in the Moga, Fázilka, and Zíra Tahsils for the relief of the poor in villages and the construction of works of general utility.

There are no poor-houses.

The relief works now in progress are the digging of two large tanks in tracts where they are much needed and small works in municipalities. They are sufficient to relieve the distressed population of the district, as the Agawah Canal, which is being extended, has provided work for a large number of people.

The physical condition of the people is good. Stock of food-grain sufficient. Very little grain is imported into the district, but the exports are large. The figures for the week ending 27th February are: imports 11,218 and exports 20,199 maunds. On the whole the prospects are by no means gloomy. Wages are calculated on grain selling at 10 to 13 seers per rupee.

Lahore District.

Private Relief.—A sum of Rs. 10,000 has been allotted by the Indian Famine Charitable Relief Fund for the Lahore District.

Changes in Rates of Wages.—Though the price of food-grains has risen again, no change has been made in the rates of wages.

For the rest the remarks made in last month's report still hold good.

Gujrat District.

Jhelum Canal Works.

Gratuitous relief is given to a daily average of 1,046 persons under Section 140A. Village or poor-house relief has not been found necessary.

The only relief work is the Jhelum Canal. Physical condition of people good. Food stocks ample.

Owing to the winter rains the crop prospects are fair and prices are easier.

Wages for week ending 27th February were reduced 3 pies and paid on a basis of maize flour at 9 seers.

Death-rate is not abnormal. The numbers on the works are decreasing rapidly.

Imperial Famine Statement B. for the Four Weeks ending Saturday Evening, the 27th February 1897.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Numbers for whom Relief was provided in last Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since April 1st, 1896.			Advances since April 1st up to end of Month under—		Revenue suspended.
		Date of Gazette.	On large Works.	Others.	On large Works.	Others.	Date up to which Account is made up.	Rupees omitting 000s.		Land Improvement Act.	Agricultural Loans Act.	Rupees omitting 000s.
								On Relief Works.	On gratuitous Relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1.	2.	3.	4.	5.	6.	7.	8.	9.*	10.*	11.*	12.*	13.
Hissar	6,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	8,000	12,000	34,276	5,323	27th February 1897	181·4	16·7	1·4	6·4	13·0
Rohtak	5,000	Do.	2,500	8,000	5,470	18,312	Do.	11·9	8·3	4·6	8·3	161·4
Gurgaon	7,000	Do.	1,000	15,000	1,114	13,105	Do.	6·0	·1	3·6	8·1	29·0
Delhi	5,000	Do.	—	8,000	—	5,538	Do.	12·3	2·0	1·0	17·0	13·8
Karnál	8,500	Do.	6,500	10,000	8,400	9,671	Do.	25·3	·3	2·4	19 6	72·5
Umballa	8,000	Do.	5,000	13,500	2,449	9,299	Do.	12·7	1·4	5·4	14·4	35·3
Ferozepore	—	—	—	—	4,510	3,272	Do.	18·8	·7	22·5	5·3	46·1
Lahore	2,000	Last programme ubmitted with Punjab Government letter No. 364 S., dated 10th July 1896.	—	2,700	5,869	11,606	Do.	54·0	—	7·0	18·9	90·0
Gujrát	16,800	Do.	—	6,000	50,000	—	Do.	267·8	42·0	·5	29·0	39·0
							Total	590·2	71·5	48·4	127·0	500·1

* Note.—The expenditure under the headings in columns 9 to 12 during 1895–96 was as follows:—

Hissar	Nil.	Nil.	Nil.	Nil.
Rohtak	Nil.	Nil.	·9	Nil.
Gurgaon	Nil.	Nil.	14	2·8
Delhi	Nil.	Nil.	·2	Nil.
Karnál	Nil.	Nil.	4·1	2·8
Umballa	Nil.	Nil.	2·1	10·4
Ferozepore	Nil.	Nil.	Nil.	Nil.
Lahore	2·5	Nil.	9·5	44·4
Gujrát	Nil.	Nil.	3·7	10·2

BURMA.

No. 416.—1 S.-2, dated Rangoon, the 13th February 1897.

From C. G. BAYNE, Esq., Revenue Secretary to the Chief Commissioner of Burma, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

I am directed to submit a copy of letter No. 410—1 S.-10, dated the 10th February, from the Financial Commissioner containing the famine report for Burma for January.

No. 410—1 S.-10, dated the 10th February 1897.

From the Secretary to the Financial Commissioner, Burma, to the Revenue Secretary to the Chief Commissioner, Burma.

In continuation of this office letter No. 174—1 S.-14, dated the 8th January 1897, I am directed to send herewith returns in forms Appendices VI. and VII., Burma Famine Code, for Upper Burma for the period of five weeks ending Saturday evening, the 30th January 1897.

The affected areas in Meiktila and Yamethin are the same as reported last month.

During the month the provisions of the Famine Code have been extended to the whole of the Kyaukpadaung township, Myingyan district, and an additional Circle Inspector on Rs. 100 per mensem has been appointed.

The figures in columns 4 and 5 of Appendix VI. for Myingyan represent the area and population of the whole of the Myingyan, Taungtha, Pagan, and Kyaukpadaung townships, to all of which the Famine Code has been applied.

Column 15 of Appendix VI. has been kept blank, pending further information from the Deputy Commissioners concerned, as the figures given by them were obviously wrong.

The numbers on relief works show a slight increase, and the Deputy Commissioners of Myingyan and Meiktila anticipate that still further increases will take place. During the past month such crops of jowar, maize, and paddy as were obtained have been used for food by those who were fortunate enough to obtain them, but these stocks must now be becoming exhausted. The earthwork on the Meiktila-Myingyan Railway continued to be the only relief work open during the month. But sanction has now been given to the collection and breaking of ballast for the railway being treated as a relief work, and the more robust of the famine workers will shortly be employed on this.

The price of rice on which wages are calculated has remained unchanged in Meiktila, while it has declined slightly in Myingyan.

Below, points of interest in connexion with each district are noticed :—

Meiktila.—Inspectors continued to distribute gratuitous relief in villages during the month, but local officers have now been appointed, and relief will in future be distributed through them. Rice in large quantities has been imported from Lower Burma. The physical condition of the people is still reported to be fairly good, and no deaths from starvation have been reported * * * *

The Deputy Commissioner is of opinion that the price of the commoner kind of rice, which is at present rather below the average price taken for the calculation of wages, will rise again shortly.

Yamethin.—Rs. 200 were received by the Deputy Commissioner from the Rangoon Famine Relief Fund Committee. Rs. 20 were given to each local Inspector with instructions to supplement from it the Government dole in deserving cases.

No relief work is open in the district. Rice is being imported in sufficient quantities. The health of the people remaining in the district is reported to be normal.

Myingyan.—The necessity of private charity has been impressed upon those who are able to afford it, and the Deputy Commissioner reports that many destitute persons who do not, however, come within the provisions of section 57, Famine Code, are being privately relieved.

The Deputy Commissioner has kept under his own control the sum of Rs. 200 received from the Rangoon Famine Relief Committee, and is using it for the relief of the very poor who do not, strictly speaking, come under the Famine Code. Gratuitous relief in villages was given by the Myoôks of Pagan and Myingyan, and the Circle Inspector, Taungtha, and arrangements have been made for its distribution in the Kyaukpadaung township from 1st February 1897.

The health of the relief workers and of the general population of the affected tracts remains good. A few cases of small-pox have occurred in four villages in the Taungtha township.

The Deputy Commissioner says that no deaths have occurred from starvation, and that no increase has taken place in the normal death-rate of the affected tracts.

* * * * * * *

The small stocks of jowar and paddy obtained this year are being consumed locally. The situation in the affected tracts is becoming more acute owing to these local food stocks becoming exhausted and to the closing of the cotton ginning factories (which employed a considerable number of people) from lack of raw material.

The price of rice on the Myingyan section of the relief work was $3\frac{1}{2}$ annas per pyi at the beginning of the month and $\frac{3}{4}$ annas at the end; on the Taungtha section the price remained at 4 annas per pyi during the month. Hitherto the price of rice on which wages were based has been the price of old rice; in future they will be based on the price of new rice.

Monthly Famine Statement A. for the Five Weeks ending Saturday Evening, the 30th January 1897.

(*Vide* Section 43 of Code.)

District.	Area.	Population.	Affected Area.	Estimated Population of Column 4.	Numbers on Relief Works on last Saturday of Month.					Numbers on gratuitous Relief.	Price of One or more Principal Food Grains in Seers per Rupee.			Monthly Death-rate.	Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.						
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
	Sq. m.		Sq. m.								s. c.	s. c.	s. c.		
Meiktila - - - -	3,000	207,000	1,200	70,000	—	16,788	—	—	16,788	304	8 15	15 7	16 1	—	Nil.
Yamethin - - - -	5,467	208,003	909	96,025	—	—	—	—	—	323	9 1	—	—	—	Nil.
Myingyan - - - -	2,774	352,037	*1,873	*260,071	86	9,548	—	—	9,634	3,655	10 13	Jowar. 13 8	18 7	—	Nil.

* Includes the whole of the area and population of Myingyan, Taungtha, Pagan, and Kyaukpadaung townships.

Monthly Famine Statement B. for the Five Weeks ending Saturday Evening, the 30th January 1897.

(*Vide* Section 43 of Code.)

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since April 1st, 1896.			Advances since April 1st up to end of Month under—		Revenue suspended.
		Date of last Programme.	On large Works.	Others.	On large Works.	Others.	Date up to which Account is made up.	Rupees.		Land Improvement Act.	Agricultural Loans Act.	Thousand Rupees.
								On Relief Works.	On gratuitous Relief.	Thousand Rupees.	Thousand Rupees.	
1.	2.	3.	4.	5.	6.	7.	8.	9	10.	11.	12.	13.
								Rs. A. P.	Rs. A. P.			
Meiktila - - - -	20,000	—	17,722	3,100	27,984	3,100	30-1-97	1,71,032 2 7	577 13 3	Nil.	42	Nil.
Yamethin - - - -	20,000	31-12-96	9,788	4,522	9,788	4,522	30-1-97	‡3,885 3 11	1,498 11 0	Nil.	25	Nil.
Myingyan - - - -	10,000	1-1-97	18,416	7,966	9,694	7,966	30-1-97	1,05,411 0 0	1,709 14 1	Nil.	20	Nil.

‡ Revised figures.

No. 369—1 S.-2, dated Rangoon, the 13th March 1897.

From C. G. BAYNE, Esq., Revenue Secretary to the Chief Commissioner, Burma, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

With reference to your Circular No. 13 F.—84–2, dated the 10th February 1897, I am directed to submit the Burma death-rate return for February called for therein. The Chief Commissioner fears that the figures are of little value. As was explained in my telegram No. 70, dated the 5th March, death statistics are not recorded in rural tracts in Upper Burma in ordinary times, and village headmen, the only agency available, cannot be trusted to record them accurately.

Special Death-rate Return, for the Month of February 1897, for Districts in which Distress exists or the existence of Distress is apprehended.

District.	Death-rate of the Month per Mille per Annum.	Average Death-rate of the Month in previous Years.	Deaths from Starvation.	Remarks.
Meiktila - - -	12	—	Nil	Statistics of deaths have only lately been collected, and the reporting is not accurate. The census figures of the population have been taken as correct, but one quarter at least of the total population is believed to have left the district temporarily. There have been a few deaths from small-pox, especially among children. The death-rate is not, the Deputy Commissioner considers, more than normal, or, if so, slightly so.
Yamethin - -	11·76	Not known	Nil	The number of deaths recorded in the month of February is 50 in the affected tract, and the population is estimated at 51,000. The death-rate would appear to be very low, but it is based on the reports of Circle Inspectors who were instructed to carefully and correctly collect statistics on this point.
Myingyan - -	10·56	—	Nil	——

No. 370—1 S.-2, dated Rangoon, the 13th March 1887.

From C. G. BAYNE, Esq., Revenue Secretary to the Chief Commissioner of Burma, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

I am directed to submit letter No. 409—1S.-10, dated the 11th March 1897, from the Financial Commissioner, containing the famine report for Burma for February.

No. 409—1 S.-10, dated Rangoon, the 11th March 1897.

From J. W. THOMPSON, Esq., Secretary to the Financial Commissioner, Burma, to the REVENUE SECRETARY TO THE CHIEF COMMISSIONER OF BURMA.

In continuation of my letter No. 410—1 S.-10, dated the 10th February 1897, I am directed to send herewith returns in forms Appendices VI. and VII., Burma Famine Code, for Upper Burma, for the period of four weeks ending Saturday evening, the 27th February 1897.

The affected areas are confined to the Meiktila, Yamethin, and Myingyan districts, and are the same as reported in the previous month.

2. The estimate of the population in the affected tract in Yamethin district has been reduced from 96,025 to 51,000 persons in consequence of the large emigration which has taken place since the commencement of the period of scarcity. The revised figures are based on the returns given in the thathameda assessment rolls.

3. The number of persons employed on relief works show a considerable decrease as compared with the figures for the previous month.

A number of toddy-palm tree climbers have left the works temporarily as they are able to obtain employment for the present in tree-climbing; coolies who are not absolutely destitute and who are disgusted with the monotony, are said to have thrown up work for the time being, and the fear of small-pox appears to have driven away some of the children. The greater number of the persons who have left the works are likely to return in a short time. The number of persons on gratuitous relief has increased largely in Myingyan district on account of the improved arrangements for distribution.

4. The figures shown in column 15 of Appendix VI. are probably somewhat below the actual death-rate for the month. Considerable difficulties are met with in obtaining an accurate return of deaths, as a system of registration has not yet been introduced generally into Upper Burma, and is not therefore readily grasped by local officers.

5. The local food supplies have been largely supplemented during the month by importation of rice from Lower Burma, the total imports from Lower to Upper Burma during the month of January having amounted to 10,671 tons of paddy and rice, and importations for February, though not accurately known as yet, will exceed this figure.

6. The Meiktila-Myingyan Railway was the only relief work open during the month. Employment was given on earthwork and on quarrying stone and collecting and breaking of ballast.

The price of rice has fallen slightly in Meiktila district, and has risen in Yamethin.

7. I am to add the following further detailed remarks on each district separately:—

Meiktila.—Gratuitous relief has been distributed during the month through local officers. With the exception of a few scattered cases of small-pox the health and physical condition of the people continues fairly good. No deaths have been reported as due directly to starvation. Rice has been largely imported, and food supplies are ample. Water and fodder for cattle are becoming scarce, but are sufficient for present needs. The price of rice has varied very slightly during the month; on the relief work common rice can be bought at the rate of 10 seers 15 chittacks for one rupee.

Yamethin.—There is no relief work in this district. The number of persons on gratuitous relief has risen slightly. A local famine relief committee has been formed, and has distributed some 40 bags of rice and 400 viss of ngapi given by residents of Rangoon. The condition of the people remaining in the affected tracts is satisfactory.

Myingyan.—Gratuitous relief was distributed during the month throughout the whole of the affected tracts. Local food supplies are practically exhausted, and rice is being largely imported from Lower Burma. The general health, both on the relief works and throughout the district, is said to be satisfactory, and no deaths from starvation are reported. The price of rice has remained almost stationary during the month, and no change has been made in the rate of wages on the relief works. Water is becoming scarce in the Taungtha township, and cattle are being emigrated from the Pagan sub-division owing to the insufficiency of water and fodder.

Monthly Famine Statement A. for the Four Weeks ending Saturday Evening, the 27th February 1897.

(*Vide* Section 43 of Code.)

District.	Area.	Population.	Affected Area.	Estimated Population of Column 4.	Numbers on Relief Works on last Saturday of Month.					Numbers on gratuitous Relief.	Price of One or more Principal Food Grains in Seers per Rupee.			Monthly Death-rate.	Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Maize.	Peas.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
Meiktila - - -	3,000	207,000	1,200	70,000	—	13,056	—	—	13,056	408	S. C. 8 12	S. C. 16 0	S. C. 18 4	1	Nil.
Yamethin - -	5,497*	206,557*	909	51,000*	Nil.	Nil.	Nil.	Nil.	—	336	10 0	—	—	·98	Nil.
Myingyan - - - -	2,774	352,037	1,873	260,071	60	8,900	Nil.	Nil.	8,960	2,613	10 15	Jowar. 13 9	18 10	(*a*) 88	Nil.

* Revised figures. (*a*) Death-rate in the four townships—Myingyan, Taungtha, Pagan, and Kyaukpadaung.

Monthly Famine Statement B. for the Four Weeks ending Saturday Evening, the 27 th February 1897.

(*Vide* Section 43 of Code.)

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Number for whom Relief was provided in last Programme of Relief Works.			Number for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure since April 1st, 1896.			Advances since April 1st up to end of Month under—		Revenue Suspended.
		Date of last Programme.	On large Works.	Others.	On large Works.	Others.	Date up to which Account is made up.	Rupees.		Land Improvement Act.	Agricultural Loans Act.	Thousand Rupees.
								On Relief Works.	On gratuitous Relief.			
1.	2.	3.	4.	5.	6.	7.	8.	9	10.	11.	12.	13.
Meiktila - - -	20,000	—	17,722	3,100	25,659	3,100	27th Feb. 1897	Rs. A. P. 2,32,105 14 9	R. A. P. 808 10 3	Nil.	42	Nil.
Yamethin - -	20,000	31st Dec. 1896	9,788	4,522	9,788	4,522	Ditto	3,885 3 11	2,128 5 9	Nil.	25	Nil.
Myingyan - - -	10,000	1st Feb. 1897	13,416	7,966	8,119	7,966	Ditto	1,43,367 3 2	2,318 8 10	Nil.	20	Nil.

MADRAS.

From M. R. Ry. R. V. SRINIVASIAR, Avargal, B.A., Rao Bahadur, Secretary to the Commissioner of Revenue Settlement and Director of the Department of Land Records and Agriculture, Madras, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department, Calcutta.

Sir, Madras, February 10, 1897.

I am directed to submit herewith the Board's monthly report on the affected area in this Presidency, prepared in accordance with section 48 (VI.) of the Madras Famine Code (*see* p. 174). Two copies of the map prepared as directed in Rule VII. are also enclosed.

I have, &c.
R. V. SRINIVASIAR, Secretary.

Remarks.—The area to be considered affected during January showed a small increase, with a corresponding increase in the population affected. The area more particularly affected is shown on the map, and the whole lies within the four Deccan districts. During the month there has been no improvement in the outlook, and the fate of the late-sown crops has now become hopeless in the affected area. The labouring classes still find some employment in gathering cotton, and removing the straw of the withering crops, as well as on the cultivation of land that is protected by irrigation from wells and, in parts of Kurnool and Cuddapah, of that under the Kurnool-Cuddapah Canal. The prospect for the cattle continues to grow worse. Pasturage in the most affected parts is practically non-existent and fodder very scarce and dear. The people have resorted largely to the forest reserves for cutting grass, which has been allowed free, and numbers of cattle have been driven off to the jungles and to Mysore for grazing.

Prices have again begun to rise, and, unless there be great relief in the pressure to the north, must be expected to continue to rise until the next south-west monsoon sets in. The districts to the south are not likely to be able to spare much surplus, for though there will be a fair late crop, it is not likely to be a large one, having been sown very late, and the early sown crops suffered severely from drought and yielded poorly. The prices given in Statement A. are those which were reported on January 30th, and since then the rates have risen again. In the districts referred to cholum (*Sorghum vulgare*) is the staple food-grain of most of the people of the parts affected, and the normal price of that grain is thirty seers per rupee.

The markets appear to be well supplied at present, and the traders no longer hold up their stocks. Trade is, however, excessively dull both so far as transfers of grain within the Presidency, and as to exports northwards beyond its limits. Comparative figures, so far as available, are given for the affected districts in the following table for the two periods of four weeks ending January 2nd and January 30th, respectively :—

Districts.	Railway.	December 1896.		January 1897.	
		Receipts.	Despatches.	Receipts.	Despatches.
		Mds.	Mds.	Mds.	Mds.
Kurnool	Southern Maharatta Railway	2,410	5,233	*704	*1,469
Bellary	Southern Maharatta Railway	11,100	1,913	*5,367	*1,092
	Madras Railway	8,786	11,283	6,522	5,536
Anantapur	Southern Maharatta Railway	3,911	3,976	*337	*3,210
	South Indian Railway	103	†—	131	†—
	Madras Railway	4,968	4,415	6,057	808
Cuddapah	South Indian Railway	1,696	†—	984	†—
	Madras Railway	13,529	15,864	5,742	11,612

* For two weeks only. † Not reported.

The people in the affected area are reported to be generally in good condition, but in parts of the Kurnool and Bellary districts, the Sanitary Commissioner has reported that the number of those who are seeking relief, whose condition is poor or bad, is considerable, and that the scale of wages prescribed in the Code is inadequate in the circumstances. Relief is being offered to the people in the form of employment on works, which are for the most part road works, and to such of their dependants as will accept it, as well as to a few other destitute persons, in the form of cooked food at kitchens. Besides this relief has been granted to large numbers of weavers at their own trade. The numbers of these weavers have, unfortunately, to be included under

Monthly Famine Statement A. for the Period ending Saturday Evening, the 30th January 1897.

District.	Area.	Population in Thousands.	Affected Area.	Estimated Population of Column 4.	Numbers on Relief Works on the last Day of the Period.					Numbers on gratuitous Relief.	Prices of Principal Food Grains in Seers of 80 Tolas per Rupee.			
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Cholum.	Ragi.	Cumbu.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
Deccan.	Sq. Mls.		Sq. Mls.											
Kurnool - -	7,514	818	981	182,713	—	1,043	2,577	—	3,620	263	9·4	15 1	16·2	12·7
Bellary -	5,975	900	3,713	506,335	—	22,844	193	—	23,037	2,851	9·3	13·8	16·9	—
Anantapur -	4,886	709	3,468	466,582	—	818	1,039	116	1,973	166	9·4	13·6	16·6	13·4
Cuddapah -	8,731	1,272	1,667	284,482	—	1,735	445	57	2,237	6,925	9·3	14·5	17·8	14·8
Total -	27,106	3,699	9,829	1,440,112	—	26,440	4,254	173	30,867	10,205				

column 11 of Statement A., together with the numbers relieved gratuitously. The weavers relieved on January 30th numbered in Bellary 743 and in Cuddapah 6,801. This form of relief is in no sense gratuitous, as the wages of C. class are only paid to the weavers on the production of regularly tasked manufactured articles. In addition to the 41,072 persons directly relieved by the State, a considerable number is employed by the ryots on carrying out land improvements, either by the aid of State loans or from their own resources. The amounts of the loans granted and disbursed up to January 30th, in the affected taluks of the districts concerned, are summarised below. Applications for loans of this class have been pouring in in parts of Kurnool, Bellary, and Anantapur, and special arrangements are being made and extra staff appointed to dispose of them promptly. So far the progress made has been fairly satisfactory in Anantapur only.

Districts.	Land Improvement Loans.								Number of Wells.	
	For Wells.				For other Purposes.					
	Accepted.		Disbursed.		Accepted.		Disbursed.		Under Construction or Repair.	Completed.
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.		
		Rs.		Rs.		Rs.		Rs.		
Kurnool - -	11	1,565	8	1,315	12	1,600	10	1,475	36	—
Bellary - -	9	1,575	5	450	156	17,920	80	8,410	1	1
Anantapur - -	482	55,367	399	40,619	204	30,725	70	9,620	241	23
Cuddapah - -	10	1,375	9	763	—	—	—	—	4	—
Total - -	512	59,882	421	43,147	372	50,245	160	19,505	282	24

NOTE.—The figures here given relate to affected areas, not to whole districts as in Statement B., column 11.

The number of persons resorting to the relief works has been increasing during the last few weeks at the rate of about 6,000 a week, and it must be accepted that the rate of increase may rapidly become greater. The greatest increase has so far taken place in Bellary, but in Anantapur and Kurnool also during the last week there has been a material rise owing chiefly to the opening of new works. In Cuddapah the numbers remain almost stationary, but it is in this district that the number of weavers relieved at their trade is largest. More works, however, appear to be required in that district.

The mortality returns for December 1896 give the following results:—

Districts.	Number of Deaths reported.			
	During December.		From October to December.	
	1896.	Average, 1894–95.	1896.	Average, 1894–95.
Kurnool - - -	1,193	1,532	3,753	4,366
Bellary - - -	1,444	1,409	4,330	4,171
Anantapur - - -	1,027	1,044	3,478	3,020
Cuddapah - - -	2,425	2,685	6,179	7,693

So far the mortality returns show little or no practical result as having followed the present high prices, but during the last two months of the period there has been an increased number of deaths reported from some of the more affected taluks.

The state of parts of the Northern Circars, to which allusion was made in paragraph 12 of the last report, underwent no change during January, but it has become apparent that relief may be required in the Bhadráchalam taluk of Gódávari, which adjoins Bustar in the Central Provinces. In Gánjam a test relief work has recently been opened which has attracted labourers, and the Collector has considered it necessary to allow of the grant of money doles to some destitute poor. Orders have, however, been issued that the latter must be relieved at kitchens as laid down in section 64 of the Code, or, in the case of caste objections to the acceptance of cooked food, by grain doles under section 83. Money doles have been prohibited.

Monthly Famine Statement B. for the Period ending Saturday Evening, the 30th January 1897.

Districts.	Maximum Number for whom Relief is estimated to be required in the case of serious Famine.	Numbers for whom Relief was provided in Programme of Relief Works.			Maximum Number for whom Relief can be provided by Works remaining in Programme on Date of Report.		Expenditure since April 1st up to the latest Day for which Figures are available.			Advances given since April 1st up to the end of the Month under—		Revenue suspended beyond the Current Official Year.
		Date of Programme.	On large Works.	Others.	On large Works.	Others.	Date up to which Expenditure is known.	Rupees omitting 000s.		Land Improvement Loans Act.	Agriculturists' Loans Act.	
								On Relief Works.	On gratuitous Relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Deccan.								Rs.	Rs.	Rs.	Rs.	Rs.
Kurnool - - -	163,000	18th May 1896	198,041	87,868	195,571	87,039	30th Jan. 1897	22	1	3	—	*—
Bellary - -	180,000	Do.	324,615	29,888	315,385	29,488	Do.	79	3	9	2	—
Anantapur - -	141,800	6th July 1896 -	143,224	34,567	142,842	34,445	Do.	4	†—	57	1	—
Cuddapah - - -	253,800	22nd May 1896	203,779	110,170	201,676	109,945	Do.	17	†—	1	—	—
Total - -	738,600		869,659	261,993	855,474	260,917		122	4	70	3	—

* Accurate figures not yet available, but authority not to enforce the collection of instalments that fell due in December and January, pending report and orders, has been given to collectors.
† Not reported.

No. 218, Madras, 11th March 1897.

From M. R. Ry. R. V. SRINIVASIAR, AVARGAL, B.A., RAO BAHADUR, SECRETARY TO THE COMMISSIONER OF REVENUE SETTLEMENT AND DIRECTOR OF THE DEPARTMENT OF LAND RECORDS AND AGRICULTURE, Madras, to the SECRETARY TO THE GOVERNMENT OF INDIA, REVENUE AND AGRICULTURAL DEPARTMENT, Calcutta.

SIR,

WITH reference to section 48 (VI.) of the Madras Famine Code, I am directed to submit herewith the Board's monthly report on the affected area in this Presidency (*see* p. 178). Two copies of the map prepared as laid down in Rule VII. are appended.

I have, &c.

(Signed) R. V. SRINIVASIAR,
Secretary.

Remarks.—Owing to the inclusion of a portion of the Ganjám district, regarding the situation of which no map has yet been received, and to the gradual development of distress in the Deccan districts, the area and population affected show a material increase since the report for January was submitted. In Ganjám distress is not as yet acute, although a number of cases of destitution have been found and relieved, whilst, owing to the abnormal lowness of wages in that district, the Famine Code rates have not served as a test of the necessity for relief. There has also been much emigration of the men to Burma and elsewhere from that district, but it is becoming clear that considerable relief operations may be shortly necessary both in that district and in Vizagapatam. In parts of these districts there were good showers during the month, which has relieved pressure as to the supplies of drinking water and also, to some extent, as to pasturage.

In the Deccan districts there has been no improvement, and now that the gathering of the scanty straw from the late-sown crops is nearly over, and cotton picking is rapidly being finished, the demand for labour is decreasing and relief on works will be required by increasing numbers. In these districts the outlook for the cattle grows worse, and in parts not only are pasture and fodder scarcely obtainable, but difficulties as to the supply of water are great.

2. Prices have been very steady during February, with a slight upward tendency, but in Ganjám since the close of the month there has been a slight fall. The prices given in Statement A. are those reported for February 27th. In Ganjám the principal staple food-grain is rice, and secondarily ragi; elsewhere cholam is the principal staple. The markets continue to be well supplied, and though trade in food-grains is dull, it appears to be reviving to some extent, the imports by the Madras Railway into the Deccan districts having shown an increase over those of January, as shown below :—

Districts.	Railway.	January 1897.		February 1897.	
		Receipts.	Despatches.	Receipts.	Despatches.
		Mds.	Mds.	Mds.	Mds.
Kurnool	Southern Mahratta Railway	3,513	1,993	4,265*	395*
Bellary	Do. do.	18,532	4,276	3,889*	2,485*
	Madras Railway	6,522	5,536	10,866	2,391
Anantapur	Southern Mahratta Railway	2,557	5,105	3,452*	3,073*
	South Indian Railway	131	—†	85	—†
	Madras Railway	6,057	808	12,159	381
Cuddapah	South Indian Railway	984	—†	2,504	—†
	Madras Railway	5,742	11,612	22,807	12,878

* For two weeks only. † Not reported.

3. The Collector's reports show that, generally, the people are in good condition, although it is clear that in parts they have been very hard pressed, whilst reports from the Sanitary Commissioner go to show that a number are in low or poor condition, and also that, owing to classification under C. class and deductions for short work the workers on one of the earlier-started works have fallen into a bad state. Relief is

Monthly Famine Statement A. for the Period ending Saturday, the 27th February 1897.

Districts.	Area.	Population in Thousands.	Affected Area.	Estimated Population in Column 4 in Thousands.	Numbers on Relief Works on the last Day of the Period, including Weavers.					Numbers on gratuitous Relief.	Prices of Principal Food Grains in Seers of 80 tolahs per Rupee.			Monthly Death Rate.	Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Cholam.	Ragi.		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
	Sq. Miles.		Sq. Miles.												
Ganjám - - -	8,369	1,897	603	245	—	—	1,494	—	1,494	1,391	10·3	—	14·9		
Deccan—															
Kurnool - - -	7,514	818	2,436	311	1,170	3,931	4,822	183	10,106	633	9·2	14·1	15·2		
Bellary - -	5,975	900	3,733	508	43	34,757	751	—	35,551	2,304	9·2	13·2	16·4		
Anantapur - - -	4,886	709	3,805	511	97	2,700	1,312	182	4,291	430	9·4	13·9	17·4		
Cuddapah - -	8,731	1,272	2,177	383	—	2,154	8,238	93	10,485	181	9·1	14·3	17·7		
Total for Deccan Districts	27,106	3,699	12,151	1,713	1,310	43,542	15,123	458	60,433	3,548	—	—	—		
Grand total -	35,475	5,596	12,754	1,958	1,310	43,542	16,617	458	61,927	4,939	—	—	—		

being granted chiefly by employment on works, which are necessarily in the Deccan districts chiefly road works. But in Bellary and Cuddapah a number of weavers is being relieved by employment at their own trade, and schemes for similar relief have been approved for the other affected districts also.

Except in Ganjám, gratuitous relief has been confined to the offer of cooked food at kitchens, and the persons relieved have been for the most part the children, or infirm dependants on the relief workers. In Ganjám gratuitous relief in the form of grain doles to destitute persons has been given, but this is now being restricted as elsewhere to the offer of cooked food at kitchens except in special cases. Sanction has, however, been recently granted by Government, on a representation of the Sanitary Commissioner, to the organisation of village relief in the more affected portions of Kurnool and Bellary, and a similar organisation has been established in Ganjám. In addition to the 66,866 persons relieved by the State direct, the Collectors of the affected Deccan districts estimate that about 7,000 persons find employment on land improvements being carried out by the aid of State loans. Applications for such loans continue to pour in in Kurnool, Bellary, and Anantapur, and, as will be seen from the subjoined table, considerable progress has been made in disposing of these applications in Bellary and Anantapur:—

Districts.	Land Improvement Loans.								Number of Wells.		Estimated Number of Labourers employed.
	For Wells.				For other Purposes.						
	Accepted.		Disbursed.		Accepted.		Disbursed.		Completed.	Under Construction.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.			
		Rs.		Rs.		Rs.		Rs.			
Kurnool	50	9,368	39	4,770	39	3,760	35	2,860	—	59	190
Bellary	16	2,425	11	1,075	493	54,270	401	44,245	1	11	2,300
Anantapur	790	1,03,102	646	57,547	285	42,860	197	23,645	37	530	4,500
Cuddapah	14	2,175	13	1,263	—	—	—	—	—	6	40
Total	870	1,17,070	709	64,655	817	1,00,890	633	70,750	38	606	7,030

The mortality return for January only became available towards the end of February. An abstract thereof for the four Deccan districts is subjoined, the totals from October to January being added:—

Districts.	Number of Deaths reported.			
	During January.		From October to January.	
	1897.	Average.	1896-97.	Average.
Kurnool	1,132	1,426	4,885	5,792
Bellary	1,408	1,316	5,738	5,487
Anantapur	1,185	970	4,663	3,990
Cuddapah	2,400	2,223	8,579	9,926

There has been an increased mortality in the affected portions of Anantapur and Bellary, and the causes are under investigation, but the death-rate is everywhere low, both for the average figures and for those of the current year. Thus any ratios would be entirely misleading.

The condition of Ganjám has been alluded to above. That of Vizagapatam continues to be fair, but the Collector anticipates that relief must be granted there also at an early date. From Bhadráchalam it is reported that the Koyas decline to accept relief on works. Arrangements are being made for the opening of further test works in both Vizagapatam and Ganjám.

Monthly Famine Statement B. for the Period ending Saturday, the 27th February 1897.

Districts.	Maximum Number for whom Relief is estimated to be required in the case of serious Famine.	Numbers for whom Relief was provided in Programme of Famine Relief Works.			Maximum Number for whom Relief can be provided by Works remaining in Programme on Date of Report.		Expenditure since 1st April up to the latest Day for which Figures are available.			Advances given 1st April up to the end of the Period under—		Revenue suspended beyond the current Official Year.
		Date of Programme.	On large Works.	Others.	On large Works.	Others.	Date up to which Expenditure is known.	Rupees omitting 000s. On Relief Works.	Rupees omitting 000s. On gratuitous Relief.	Land Improvement Loans Act. Rupees omitting 000s.	Agriculturists' Loans Act. Rupees omitting 000s.	
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Kurnool	163,000	18th May 1896.	198,041	87,368	194,131	87,039	27th Feb. 1897.	31	1	8	—	3,15,000
Bellary	180,000	Do.	324,615	29,888	316,408	29,392	Do.	144	5	45	4	4,12,000
Anantapur	141,800	6th July 1896.	143,224	34,567	142,030	34,313	Do.	11	1	81	2	1,05,000
Cuddapah	253,800	22nd May 1896.	203,779	110,170	201,134	109,921	Do.	22	1	1	—	—*
Total	738,600	—	869,659	261,993	853,703	260,665	—	208	8	135	6	8,32,000

* Not reported.

No. 226, dated Madras, the 13th March 1897.

From the SECRETARY TO THE COMMISSIONER OF REVENUE SETTLEMENT AND DIRECTOR OF THE DEPARTMENT OF LAND RECORDS AND AGRICULTURE, Madras, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

Under instructions conveyed in Rule VII. of the Appendix to the Government of India Circular Resolution No. 8–52, dated 21st March 1892, as modified by paragraph 2 of Mr. Ibbetson's Circular Letter No. 16–36, dated 30th July 1894, I am directed to submit herewith a statement showing the provision made for famine relief works in the four Deccan districts noted below,* in which relief is now being given.

2. The statement contains information revised up to the end of December last in accordance with the supplementary programmes submitted by the Collectors concerned.

3. The district programmes have been thoroughly overhauled by the Famine Commissioner, and adequate arrangements have been made for the maintenance, on the lists, of a sufficiency of works available for execution as famine relief works.

FAMINE STATEMENT D.

N.B.—Numbers are shown in thousands.

District.	Population.	Maximum Number of Persons for whom Relief may be required daily in the event of serious Famine.	Number of Persons provided for by Relief Works daily for Three Months.				Remarks.
			Large Works.		Small Works.		
			Sanctioned.	Not sanctioned.	For Relief of Agricultural Population in Neighbourhood of Villages.	Others.	
1.	2.	3.	4.	5.	6.	7.	
Kurnool	815	163	205	318	91	3	These programmes include generally the construction and repair of irrigation works and roads and miscellaneous works for the improvement of supply of drinking-water and village sanitation, the clearance of village sites and the like, as well as well sinking, &c., to be executed with the aid of loans, under the Land Improvement Loans Act. 2. The provision made is generally adequate and exceeds the maximum requirements in all districts. The numbers that can be provided for on sanctioned works also exceed the expected maximum in Kurnool and Bellary. More than two-thirds of the large works in Anantapur district are sanctioned. In Cuddapah, however, the proportion of the sanctioned works is very small, and this is ascribed by the Collector to the fact that the Public Works Department is behindhand in the preparation of estimates for the irrigation works. The attention of the Public Works Department will be again invited to this matter.
Bellary	881	176	277	48	56	—	
Anantapur	727	145	106	50	50	—	
Cuddapah	1,269	254	22	160	80	14	

* Kurnool, Bellary, Anantapur, Cuddapah.

BOMBAY.

MONTHLY FAMINE STATEMENT E. for the Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Area in Square Miles.	Population in Thousands.	Affected Area in Square Miles.	Estimated Population in Thousands, of Column 4.	Numbers on Relief Works on last Day of Month.						Numbers on gratuitous Relief.	Price of One or more Principal Food Grains in Pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working Children.	Total.		Jowári.	Bájri.	Rice.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
Sholápur	4,542	750	4,542	750	8,675	29,775	6,351	1,311	12,475	58,587	30,164	21·67	18·47	—
Belgaum	4,674	1,013	1,642	353	142	643	400	69	604	1,858	389	24·00	23·00	18·00
Khándesh (for the four weeks ending Wednesday, the 27th January 1897).	10,700	1,430	10,700 but area specially affected 1,700	1,430 partly but 250 specially.	1,176	7,967	3,829	697	4,396	18,065	6,363	19·50	—	—
Sátára (for the four weeks ending Saturday, the 30th January 1897).	4,825	1,225	4,095	1,162	2,723	8,108	2,967	20	4,489	18,307	5,267	20·29	16·25	—
Poona (for the four weeks ending Saturday, the 30th January 1897).	5,349	1,068	2,987	487	7,432	4,304	1,267	284	3,446	16,733	7,973	20·35	17·62	—
Bijápur	5,627	796	5,627	796	5,666	23,216	8,140	2,176	19,335	58,533	*20,722	21·50	—	—
Násik	5,817	843	5,817	843	7,324	4,018	1,215	929	2,484	15,970	9,579	17·75	19·62	22·20(nagli).
Ahmednagar (for the four weeks ending Saturday, the 30th January 1897).	6,645	888	6,645	888	1,472	3,661	12,504	17,657	11,339	46,633	22,902	18·27	18·22	17·13 (wheat).
					No. for which details of classes are not available is					7,345	233	No. to which relief was given by Mámlatdárs.		
										53,978	23,135			
Total	48,179	8,013	42,055	6,709	34,610	81,692	36,673	23,143	58,568	2,42,031	1,03,592	20·42	18·86	18·00(rice). 22·20(nagli). 17·13(wheat).

* This figure includes non-working children, adult dependants, and nurses only. The Collector of Bijápur reports that the number of others gratuitously relieved will be subsequently reported.

J. MONTEATH,
Acting Chief Secretary to Government.

Remarks to accompany Statement E.

(*a.*) *Private Relief.*—Generally *nil* except in Bijápur; the relief given by wealthy merchants in the larger towns of Sholápur is availed of by professional beggars. The Bijápur Municipality has opened a poor-house and a relief work. The contribution given by that body towards a grain shop has been withdrawn. The Bagálkot Municipality has also opened a relief work, and distributes gratuitous dole to its poor citizens. In Muddebihal and Tálikot people have opened shops for the poor, and in Sindgi a subscription of Rs. 2,000 has been raised for a grain shop. The Municipalities of Guledgud and Ilkal also distribute gratuitous dole.

(*b.*) *Village Relief.*—In Sholápur the distribution of gratuitious relief by the dole has been extended to 279 out of 717 villages. In Sátára only five persons are on village relief. Village and poor-house relief is also granted in 111 villages in five tálukas of Poona. In Bijápur the total number of persons gratuitously relieved during the month is 129,357. Amongst these are included Walikars (village servants), and 3,630 persons relieved by the Municipalities of Ilkal, Guledgud, and Bágalkot.

(*c.*) *Poor-house Relief.*—One poor-house has been opened and maintained by the Municipality of Pandharpur in the Sholápur District, and application has been made to open such houses at nine different places in the district.

(*d.*) *General Character of Relief Works.*—The relief works consist mainly of improving roads, breaking and collecting metal, and deepening of irrigation channels.

(*e.*) *Physical Condition of the People.*—Generally good, except that there were one or two isolated cases of cholera and small-pox in Sholápur, and some cases of small-pox and fever in Khándesh. Cholera had made its appearance for a short time in Bágalkot, Bádámi and Indi Tálukás of Bijápur, but it did not spread. Necessary precautions are being taken to keep the water clean, and measures are also being adopted against the bubonic plague.

(*f.*) *Deaths* (*if any*) from starvation.—*Nil.*

(*g.*) *Food-stocks.*—Generally sufficient.

(*h.*) *Importation of Grain.*—In Sholápur grain was chiefly imported from His Highness the Nizám's territory both by rail and road, and also from Mysore and Madras. In Bijápur there was but slight importation.

(*i.*) *General Condition and Prospects of Affected Areas* in Sátára and Khándesh are fair; in Sholápur the same as in last month. But the demand for labour is generally increasing.

(*j.*) *Changes in Rates of Wages.*—The wages given are made to depend on the prices of the staple food-grains. In Sholápur the maximum and minimum rates paid were 2 annas 3 pies and 1 anna 1 pie respectively. Statements showing the rates of wages in Khándesh and Sátára are appended.

J. MONTEATH,
Acting Chief Secretary to Government.

Monthly Famine Statement F. for Five Weeks ending Saturday Evening, the 30th January 1897.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Numbers for whom Relief was provided in last Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure from 1st April 1896.			Advances from 1st April up to end of Month under	
		Date of last Programme.	On large Works.	On other Works.	On large Works.	On other Works.	Date up to which Account is made up.	Rupees, omitting 000s.		Land Improvement Act.	Agricultural Loans Act.
								On Relief Works.	On gratuitous Relief.	Rupees, omitting 000s.	Rupees, omitting 000s.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.
Sholápur	100,000	17th Oct. 1896	86,979	20,431	85,000	20,000	30th Jan. 1897	153	26	55	1
			The Collector reports that the figures are unreliable as the entries are based on estimates framed in 1881–83.		The Collector reports that these figures are approximate, and that though the earthwork of Bársi Road—Pandharpur Railway has been sanctioned to be included in the famine programme, the information for entry in column 6 is not available						
Belgaum	3,52,578	5th Nov. 1896	168,074	—	168,074	—	The Collector reports that the accounts are not yet made up.			146	—
Khándesh (for the four weeks ending Wednesday, the 27th of January 1897).	45,000	22nd Feb. 1896	24,000	21,000	21,306	21,000	27th Jan. 1897	53		53	8
Sátára (for the four weeks ending Saturday, the 30th January 1897).	75,000	——	88,272	—	75,967	—	30th Jan. 1897	57	4	50	—
Poona (for the four weeks ending Saturday, the 30th January 1897).	98,642	21st Oct. 1896	49,105	8,346	49,105	8,346	Do.	82	12	17	2
Bijápur	1,08,658	5th Nov. 1896	66,166	7,393	48,457	7,000	Do.	243	56	494	—
		9th Jan. 1897	4,600								
		20th Jan. 1897	4,052								
Násik	52,500	10th Oct. 1896	111,019 for 6 months.	—	100,000	Not known.	15th Jan. 1897	29	5	38	4
Ahmednagar (for the four weeks ending Saturday, the 30th January 1897).	100,000	20th June 1896	23,549	10,746	53,978	—	31st Dec. 1896	57	The Collector reports that an account of expenditure on gratuitous relief was not separately kept during the month.	270	12
					The Collector reports that information for columns 6 and 7 cannot be furnished in details.						
Total	932,378		625,816	67,916	601,887	56,346		674	108	977	27

J. MONTEATH,
Acting Chief Secretary to Government.

No. 621 Fam., dated Bombay Castle, the 23rd February 1897.

From the HONOURABLE MR. MONTEATH, I.C.S., ACTING CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

In continuation of my letter No 192 Fam., dated 19th January 1897, I am directed to submit supplementary report for the four weeks ending 26th December 1896 for the Ahmednagar, Nasik, and Belgaum Districts in Forms E. and F., together with a statement in Form E. 1, and to state that the general remarks made on Statement E., submitted with my letter referred to above, apply equally to the supplementary statement.

2. I am also to forward a map of the Ahmednagar Collectorate as required by Rule VII. of the rules printed in Appendix II. of the Bombay Famine Code. The maps for the Nasik and Belgaum Collectorates will be forwarded as soon as they are received from the Collectors.

3. With reference to paragraph 2 of the letter from the Government of India, No. 358 F.—62–2, dated 26th January 1897, I am directed to state that the number of persons gratuitously relieved in the Bijapur District on the 26th December 1896 was 13,788, and to add that the report called for in paragraph 3 of the letter will be forwarded as soon as it is received.

MONTHLY SUPPLEMENTARY FAMINE STATEMENT E. for the Four Weeks ending Saturday Evening, the 26th December 1896.

District.	Area in Square Miles.	Population in Thousands.	Affected Area in Square Miles.	Estimated Population in Thousands of Col. 4.	Number on Relief Works on last Day of Month.						Numbers on gratuitous Relief.	Price of One or more Principal Food-grains in Pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working Children.	Total.		Jowári.	Bájri.	Wheat.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
Ahmednagar - -	6,645	888	6,645	888	24,230				5,349	29,579	The Collector reports that this is kept blank, as the Executive Engineer has not filled in the column under some misapprehension.	20·80	18·36	16·28
Násik - - -	5,817	843	5,817	843	2,850	4,204	2,580	515	1,844	11,993	5,761	19·52	17·40	22·37 (Nágli).
Belgaum - - -	4,674	1,013	1,642	353	148	460	167	215	437	1,427	3,665	23·00	23·00	17·00 (Rice).
Total - -	17,136	2,744	14,104	2,084	2,998	4,664	2,747	730	7,630					16·28 (Wheat).
					24,230					42,999	9,426	21·11	19·59	22·37 (Nágli).
														17·00 (Rice).

J. MONTEATH,
Acting Chief Secretary to Government.

MONTHLY SUPPLEMENTARY FAMINE STATEMENT F. for the Four Weeks ending Saturday Evening, the 26th December 1896.

District.	Maximum Number for whom Relief is estimated to be required in case of serious Famine.	Numbers for whom Relief was provided in last Programme of Relief Works.			Numbers for whom Relief can be provided by Works remaining on Programme on Date of Report.		Expenditure from 1st April 1896.			Advances from 1st April up to end of Month under—		Revenue suspended.
		Date of last Programme.	On large Works.	On other Works.	On large Works.	On other Works.	Date up to which Account is made up.	Rupees, omitting 000s. On Relief Works.	Rupees, omitting 000s. On gratuitous Relief.	Land Improvement Act. Rupees, omitting 000s.	Agricultural Loans Act. Rupees, omitting 000s.	Rupees omitting 000s.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.
Ahmednagar	1,00,000	20 June 1896	23,549	10,746	29,579 The Collector states that no definite information can yet be given.		30 November 1896.	4	This column, the Collector remarks, is not filled in owing to some misapprehension on the part of the Executive Engineer.	60	9	
Násik	52,500	10 October 1896.	111,019	—	1,00,000	—	15 December 1896.	8	1	23	4	
Belgaum	3,52,578	5 November 1896.	1,68,074		1,68,074		—	The Collector reports that no charges under either of these heads have been finally accounted for up to date.		81	—	
Total	5,05,078		1,34,568	10,746	1,00,000	—		12	1	164	13	
			1,68,074		1,97,653							

J. MONTEATH,
Acting Chief Secretary to Government.

MONTHLY SUPPLEMENTARY FAMINE STATEMENT E. 1 for the FOUR WEEKS ending Saturday Evening, the 26TH DECEMBER 1896.

District.	Area in Square Miles.	Population in Thousands.	Affected Area in Square Miles.	Estimated Population, in Thousands of Column 4.	Monthly Death-rate per Thousand.	Deaths due to Starvation.
1.	2.	3.	4.	5.	6.	7.
Sátára - - -	4,825	1,225	4,095	1,162	*30	Nil.
Khándesh - - -	10,700	1,430	10,700 but specially affected 1,700.	1,430 partly, but 250 specially.	For the area partly affected, 2·4. For the area specially affected, 2·6.	,,
Bijápur -	5,627	796	5,627	796	1·6	,,
Poona - - -	5,349	1,068	2,987	487	2·20	,,
Sholápur - -	4,542	750	4,542	750	1·81	,,
Ahmednagar - -	6,645	888	6,645	888	The Collector reports that no information could be had, as the returns are sent direct to the Sanitary Commissioner by the village officers.	,,
Nàsik - - -	5,817	843	5,817	843	3·24	,,
Belgaum - - -	4,674	1,013	1,642	353	Information not furnished.	,,
Total - -	48,179	8,013	42,055	6,709	2·37	

* It is presumed that this figure is a clerical error for 3·00.

J. MONTEATH,
Acting Chief Secretary to Government.

No. 869 Fam., dated Bombay Castle, the 16th March 1897.

From the HONOURABLE MR. J. MONTEATH, I.C.S., ACTING CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, to the DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

In continuation of my letter No. 776 Fam., dated 9th instant, I am directed to forward a copy of the statement submitted by the Sanitary Commissioner for the Government of Bombay, showing the death-rate for the month of January 1897 for each of the affected districts in the Central Division, and to state that the death-rates for Belgaum and Bijapur will be reported as soon as they are ascertained.

With reference to paragraph 2 of my letter referred to above, I am directed to state, for the information of the Government of India, that the special monthly death-rate returns for all the affected districts will be telegraphed as soon as received, but that it seems to his Excellency the Governor in Council improbable that those for the majority of the affected districts can be furnished before the 20th of the subsequent month at the earliest. Further orders have now been issued to the officers concerned in accordance with the circular endorsement from the Government of India, No. 17 F.—84–12, dated 13th instant.

No. 1,138 B., dated Bombay, the 15th March 1897.

STATEMENT showing the DEATH-RATE per 1,000 of POPULATION from all Causes for the Month of January 1897, compared with the mean DEATH-RATE for the same Month for the preceding Ten Years from 1887 to 1896.

No.	Districts.	Death-rate per 100 of Population.	
		Mean for 10 Years.	January 1897.
	CENTRAL DIVISION.		
1	Ahmednagar - - - -	2·16	1·92
2	Khandesh - - - - -	2·69	2·26
3	Nasik - - - -	2·89	3·26
4	Poona - - - - - -	2·13	2·39
5	Satara - - - -	2·13	1·93
6	Sholapur - - - - -	2·17	1·82
1	Belgaum - - - -	1·97	*
2	Bijapur - - - - -	1·72	*

* The death-rate for these districts will be sent as soon as received.

BERAR.

No. 51 of 1897, dated Hyderabad Residency, the 25th February 1897.

From A. WILLIAMS, Esq., Secretary for Berar to the Resident at Hyderabad, to the SECRETARY TO THE GOVERNMENT OF INDIA, Revenue and Agricultural Department.

Sir,

In accordance with Rule 10 of the Rules circulated with the Resolution of the Government of India, No. 5—48, dated the 2nd March 1892, and section 26 of the Bombay Famine Relief Code, which has been adopted provisionally in Berar, I am directed to submit the following report on the scarcity now prevailing in parts of the Hyderabad Assigned Districts. As explained in my letter No. 40, dated the 12th February 1897, this report was necessarily held back till the several districts reports under section 22 of the said Famine Relief Code had been considered and disposed of.

2. The following statement shows the area affected, its population, and the numbers that may be expected to require relief between the 1st March and the next monsoon in June. The numbers in column 5 are purely conjectural; it is not likely, however, that they will be exceeded. The Commissioner indeed considers that the estimate for Basim is far too high, while for Buldana the local officers have not been able to supply any trustworthy figures. Mr. Bullock, writing on 13th January, reported that the amount of distress in this district is not very marked. No serious trouble is anticipated in the districts of Amraoti or Wun or in the plain taluks of Ellichpur. In the Akola districts the taluks most seriously affected are Akola, Balapur, and Khamgaon. The classes likely to suffer are the agricultural labouring classes supplemented by immigrants from the Central Provinces :—

District.	Taluk.	Area in Square Miles.	Total Population.	Numbers likely to Require relief.
1.	2.	3.	4.	5.
Amraoti	Murtizapur	610	121,657	
Akola	Akola	738	137,988	8,000
	Balapur	569	101,673	
	Khamgaon	443	99,785	
		1,750	339,446	20,000
Basim	Basim	1,046	177,250	
	Mangrul	635	82,446	
	Pusad	1,275	138,485	
		2,956	398,181	84,000
Ellichpur	Melghat	1,649	7,031	7,000

3. The rainy season of 1896 in Berar was characterised by an average rainfall during the months of June, July, and August, and by an almost entire absence of rain during the months of September, October, and November; while in December the rainfall exceeded the average of that month. The principal crops in Berar are the *kharíf* crops of juar and cotton, which take up about 68 per cent. of the entire cultivated area of the Province. The area cultivated of juar in 1896 is not known; the area cultivated of cotton is in excess of the average of the last five years, and the outturn of both crops has been reckoned at eight annas for the whole Province. The two principal *rabí* crops are wheat and linseed, which together occupy about 20 per cent. of the whole cultivated area, and the estimated outturn for the current year has been placed at four annas. Both these crops are grown mainly for export. The stock of food-grains available in Berar from past years is estimated as being enough to maintain the entire population of the Province for about one year. It follows, therefore, from the foregoing facts that the agriculturists themselves should under the circumstances require little or no relief even if prices continue at their present high figure. With the

agricultural labouring classes, especially in the affected area, the case is different; a comparatively scanty *kharíf* harvest, and, in consequence of the failure of the north-east monsoon, short sowings of the *rabí* crops have deprived them of occupation to some extent; their credit is bad, and prices are high. From April till agricultural operations recommenced the agricultural labourer will be in difficulties. It is noticed, however, that in many parts of Berar the preparation of the land for sowing has been already commenced.

4. As to the economic condition of the affected area in ordinary times, it is probably enough to say that there is no record of any serious famine in Berar. The facilities for local trade are ample, but prices being equally high throughout the Province, little local trade is likely to take place. On the other hand, the *kharíf* harvest in the northern districts of the Hyderabad State, which border the districts of Basim and Buldana, was fair, and the import of grain from that quarter lies under no restriction save an export duty of 5 per cent. Internal communications are good; the affected taluks are traversed by serviceable roads, and the Great Indian Peninsula Railway runs through the Province from east to west with a branch to the trading centre of Khamgaon.

5. As regards arrangements proposed for famine relief administration and the possible requirement of the services of officers from other Provinces, I am to say that the Resident thinks that the district staff should be able to deal adequately with the situation as it exists at present. It may be found necessary to entertain a few additional officers to supervise relief works and to provide for medical and sanitary superintendence, and also to strengthen temporarily the staff of Naib Tahsildars; but more than this is not likely to be needed. The projects which will first be undertaken as occasion arises for the relief of the affected districts are stated in a note by the Secretary in the Public Works Department in Appendix A., and they will, it is anticipated, provide suitable labour for as many as are likely to require it between the present date and June. Their aggregate estimated cost is upwards of Rs. 3,30,234; the expenditure, however, so far actually sanctioned for the current year is Rs. 53,000 from provincial and Rs. 77,500 from local funds. The necessity of adhering strictly to the provisions of the Famine Relief Code regarding tasks and wages, especially on test works, has been particularly impressed on the officers concerned. In the Melghat, and exceptionally situated forest taluk, relief works were opened in January last. The total number employed on five works on the 10th February 1897 was 2,152. As reported in this office No. 382, dated the 19th December 1896, relief works in the Melghat are in charge of the local forest officers, who are best qualified to deal with the Gonds, Kurkus, and other aboriginal tribes of that hill tract. Small local fund projects have at the same time been sanctioned as test works outside the affected area, but it is not expected that they will attract labour for the present: one opened in the Wun district has already collapsed. Provision, too, has been made for the opening of poor-houses in the Amraoti and Akola districts by the Commissioner, and in the municipalities of Akola, Khamgaon, Akot, Shegaon, and Basim by the municipal committees concerned under the rules of the Famine Relief Code. So far none have been found actually necessary, but one supported by private charity in Amraoti is reported to be doing good. Among the artisan classes no appreciable distress has been reported up to date. On ordinary works capable of affording suitable employment the first four municipalities named above are further prepared to contribute in 1897–98 an aggregate sum of Rs. 23,600.

6. In the matter of takavi, I am to say that the allotments of Rs. 46,000 and Rs. 9,500 under the Land Improvement Act and the Agriculturists' Loans Act respectively have been almost exhausted. Under the latter Act a supplemental allotment has been sanctioned of Rs. 500; under the former the Commissioner has applied for a further grant of Rs. 53,000; but he has been asked to first report how far the purposes to which it would be devoted fulfil the conditions laid down in the circular letter of the Government of India, No. 11–F./27–1, dated the 8th February 1897. Indirectly, too, relief has been afforded by timely grant of forest concessions. As already brought to the notice of the Government of India in the correspondence ending with Mr. Sly's letter No. 1112/290–2–F., dated the 21st December 1896, the Conservator had been authorised to alter the scale of rates for forest produce fixed under Rule 10 of the Rules applicable to State-forests of Classes A. and C., and the Commissioner now reports that important concessions have been made chiefly in respect of the rates for timber, fuel, bamboos, grazing, and minor produce, and that they are much appreciated. The total loss of

forest revenue involved cannot be exactly estimated, but it is not likely to fall short of Rs. 50,000, the loss on grazing dues alone being computed at Rs. 40,000. The supply of fodder and water had been reported as inadequate everywhere, except in the districts of Basim and Ellichpur and in parts of Akola, but the condition of the agricultural stock need not now cause any serious anxiety. Suspensions of land revenue will be considered as necessity arises on the principle laid down in the Resident's Book Circular No. XXV., dated the 9th January 1897, a copy of which is annexed as Appendix B. So far no suspensions have been proposed.

7. The expenditure for 1897–98 which the Resident has sanctioned up to date amounts to Rs. 2,18,000 from provincial and Rs. 1,46,975 from local funds. The Resident has at his disposa lan estimated balance of Rs. 1,08,266 on his existing contract which expires on 31st March next, and the budget estimates for 1897–98 prepared on the basis of 50 per cent. of the revenue show a balance of Rs. 43,850, so that the total sum available for extraordinary expenditure from provincial funds in 1897–98 is only Rs. 1,52,116, or less by Rs. 65,884 than the amount at present required. The Resident anticipates, however, that in framing the contract for the five years commencing with 1st April 1897–98, the Government of India will allow him a fair sum for extraordinary expenditure, from which the afore-mentioned deficiency and any further demands which may arise out of the circumstances of the season can be met.

I have, &c.
A. WILLIAMS,
Secretary for Berar.

APPENDIX A.

NOTE by the SECRETARY to the RESIDENT in the PUBLIC WORKS DEPARTMENT.

The following large relief works will be undertaken as they may be required :—

District.	——	Cost.	Remarks.
		Rs.	
Akola - -	Road from Telhara to Ursool, 9½ miles	35,000	Estimate really not formally sanctioned.
Do. - -	Construction of tank at Erundal -	11,000	Ditto.
Do. - -	Diversion of Shanoor River - -	35,000 (probable).	Estimate not quite ready, but work could be begun.
Amraoti - -	Road from Karinja to Darwa, 22 miles	1,10,234	Estimate sanctioned. About 16 miles in Wun District.
Do. - -	Road from Nandgaon to Bisnoor -	12,000 (probable).	Projects under preparation.
Do. - -	Road from Bulgaon to Kolapur -	10,000 (probable).	
Wun - -	Road from Karinja to Darwa, about 16 miles (*see* under Amraoti).	—	
Do. - -	Road from Darwa to Digras, 16 miles	60,000 (probable).	Project ready for work, but estimate not quite ready for sanction.
Do. - -	Fair weather roads in south-east of district.	15,000 (probable).	Project under preparation.
Basim - -	Improvement of old Nagpur dâk line -	10,000 (probable).	Estimates not quite ready, but work might be begun at once.
Do. - -	Road from Mungrul to Sailoo -	12,000 (probable).	
Buldana - -	Improvement of old Nagpur dâk line -	20,000 (probable).	Ditto.

Besides the above, about one lakh could be advantageously spent in collecting a stock of broken stone metal for roads. A sum of Rs. 20,000 has been already sanctioned for expenditure under this head wherever relief may be required.

Other projects are under consideration; but there is some difficulty in finding relief work in Berar, because irrigation works are unsuitable to the country, and because the Province is already provided with metalled roads nearly up to the limit of the capability of the revenue to provide funds for road maintenance.

There are 1,041 miles of provincial roads, and the cost of annual maintenance is about 3¾ lakhs.

Much improvement in town and village water supply is, however, required, and the Public Works Department has been instructed to seek in that direction for such further relief projects as may be necessary.

It is hoped that the existing Public Works Department establishment will, with some temporary additions, be competent to deal with all the relief works which are undertaken.

20th February 1897. H. C. F.

APPENDIX B.

B.B. Cir. No. XXV., dated the 9th January 1897 (Ch. I., Vol. IV.).

(Next preceding Circular No. XXIV., dated the 30th June 1896 (Ch. I., Vol. IV.).)

District officers are reminded that the Land Revenue Code for the Hyderabad Assigned Districts came into operation on the 1st January 1897, and that arrears of land revenue are recoverable by any one or more of the processes enumerated in section 119. Attention is also called to the provisions of Chapter X. of the Famine Relief Code on the subject of the suspension and remission of land revenue. Having regard to the distress which owing to the premature cessation of the monsoon rains may be expected to prevail in some parts of the Province, district officers should institute careful inquiry into applications for suspension of revenue, should grant provisional postponements promptly in cases in which the whole crop or a considerable part of it has entirely failed, due regard being paid to the circumstances of individuals, and should abstain as far as possible from resort to coercive processes to enforce payments.

(By order)
(Signed) A. WILLIAMS,
Secretary for Berar to the Resident.

NOTE.—The last circular issued for insertion in this Code was R.B. Circular No. IX., dated the 6th January 1897, Chapter IV., Volume III.

Circular No. $\frac{11}{27-1}$ F., Calcutta, the 8th February 1897.

From T. W. HOLDERNESS, Esq., I.C.S., DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, to the SECRETARY TO THE GOVERNMENT OF MADRAS; to the SECRETARY TO THE GOVERNMENT OF BOMBAY; to the SECRETARY TO THE GOVERNMENT OF THE PUNJAB; to the CHIEF COMMISSIONER, Central Provinces; to the CHIEF COMMISSIONER, Burma; to the CHIEF COMMISSIONER, Ajmere and Merwara; to the RESIDENT AT HYDERABAD.

SIR,

I AM directed to forward, for $\frac{\text{the information of}}{\text{your information}}$, extracts from the correspondence noted below,* with regard to the grant of advances for agricultural loans in *Bengal, in connexion with the prevailing scarcity. The Government of India desire to draw attention to the following principles which they think should be observed at the present time in dealing with proposals for such loans, viz.:—*

(1.) That no money is at present available for the purposes of ordinary land improvement as distinct from the relief of distress;

(2.) That advances such as are under consideration should therefore be made only in tracts in which relief is required, and spent in wages to those for whom it would otherwise be necessary to provide relief in some other form;

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* (1.) Extract, paragraphs 5 and 6, from a letter from Government of Bengal, No. 5183 Agri., dated 12th December 1896. (2.) Extract, paragraphs 3 to 7, from a letter to Government of Bengal, No. 8 F., dated 22nd December 1896.

(3.) That all such advances, even though partly recoverable and made under the conditions prescribed by one or other of the Loans Acts, should in the first instance be brought to account as "Famine relief" expenditure; *vide* Financial Department Resolution, No. 5300 A., dated 16th December 1896;

(4.) That only such portion of them should be recovered as roughly represents the value of the work done, the excess cost, due to the need for the relief of distress, being borne by the State.

2. These instructions are not intended to prohibit or to apply to advances for the construction of temporary wells, for the purchase of seed, or for other similar measures in tracts where they may be required in order to avert distress and to save the cultivators from the necessity of applying for Government relief.

I have, &c.
T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

No. $\frac{11}{27-1}$ F.

Copy forwarded to the Foreign Department for favour of communication to the Agents to the Governor-General, Rajputana and Central India, for information and guidance.

No. $\frac{11}{27-1}$.

Copy forwarded to the Finance Department for information.

By order,
T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

No. 5183 Agri., dated 12th December 1896.

EXTRACT from a LETTER from the SECRETARY TO THE GOVERNMENT OF BENGAL to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

* * * * * * * *

5. The Conference which met at Muzaffarpur suggested that advances should be given by Government free of interest in the distressed areas to zamindars and others for excavation of tanks and wells and for the execution of other petty works in their own villages. The Lieutenant-Governor accepts this suggestion (paragraph 19 of the Resolution) on the understanding that care must be taken that the works for which the advances are given are really executed, and that the money advanced is not spent on purposes other than those for which it is advanced, and that the works are really required for, and suitable as relief works, especially such as those by which the supply of water for drinking and irrigation purposes will be increased. I am to explain that the works for which these advances are proposed to be given will ordinarily be tanks, village reservoirs for storage of water and irrigation channels (pynes), and that they must be approved by the officers of Government before they are undertaken. The labourers to be employed upon them will receive not more than the maximum and not less than the minimum wage, calculated according to the principles laid down in the Famine Code.

6. The Lieutenant-Governor is unable to authorise the grant of these advances free of interest without the sanction of the Government of India. These advances will ordinarily be made under the Agriculturists' Loans Act (XII. of 1884).* Rules under that Act have been framed by the Government of Bengal, with the previous sanction of the Governor-General in Council; a copy of which is enclosed for ready reference. These

* Rule 13 of the Rules under the Agriculturists' Loans Act.

rules already give power to the Local Government to sanction loans at reduced rates of interest, or without interests; but the Lieutenant-Governor now requests the sanction of the Government of India to a general relaxation of the rule regarding interest. In the famine of 1873–74 Rule 35 of the Rules then in force under the Land Improvement Act of that time (XXVI. of 1871) was relaxed under the authority given by paragraph 17 of the resolution recorded by his Excellency the Governor-General in Council on the 7th November 1873, by a notification dated the 20th November 1873, of which a copy is annexed, in so far that no interest was charged on advances of less than Rs. 500 till after the expiration of one year. The Lieutenant-Governor apprehends that the remission of interest for one year only would not be sufficient inducement to the parties to take such loans, and therefore proposes to go further and altogether to forego interest on these loans; but does not desire to relax generally the other conditions which now govern the grant of advances such as the condition of repayment by instalments in five years. The Lieutenant-Governor would, however, in order to avoid unnecessary delays, give to the Board of Revenue discretion to relax these conditions in particular cases in which it may be found desirable to do so.

* * * * * * *

No. 8 F.—45-14, dated Calcutta, the 22nd December 1896.

EXTRACT from a LETTER from DENZIL IBBETSON, Esq., C.S.I., I.C.S., Secretary to the Government of India, to the SECRETARY TO THE GOVERNMENT OF BENGAL.

* * * * * * *

3. With regard to the advances for excavation of village tanks and other similar objects which it is proposed in paragraphs 5 and 6 of your letter to make under the Agricultural Loans Act (XII. of 1884) free of interest to zamindars and others in the distressed area, on the condition that the labourers employed upon them will receive neither more than the maximum nor less than the minimum wage prescribed by the Famine Code, I am, in the first instance, to point out that they cannot apparently be legally made under the Act in question, since that Act excludes (section 4) all the purposes specified in the Land Improvements Loans Act (XIX. of 1883), under section 4 (2) (*a*) of which the proposed works would appear to fall.

4. I am further to explain that at the present juncture money cannot be spared for advances for land improvement in the ordinary way, unless it is applied to the purpose of famine relief and expended on the principles you state, on wages to people who would otherwise drift to relief works.

It is understood that this is the intention of his Honour the Lieutenant-Governor, and that he will take such measures as he deems sufficient to satisfy himself that this condition is fulfilled. The whole of the money should, in the first instance, be brought to account as famine relief expenditure, and in no other way; though with reference to the question of recovery, which will be discussed presently, the recoverable portion of it, when ascertained, may afterwards be adjusted upon the accounts as "Advances recoverable." Any such adjustment in the way of bringing the recoverable portion under a head other than of famine relief is, however, a matter of account which can be settled later on. The object of Government making the advances is, in the first place, famine relief and not land improvement, and outlay should therefore be dealt with for the present as famine relief expenditure.

5. The question of recovery is a difficult one. As just remarked, the money in question is to be spent primarily for the purpose of famine relief; and the liability of the public purse for the provision of such relief has repeatedly been affirmed by Government. The Governor-General in Council doubts whether we either could or should propose to a landowner that he should bear the whole cost of such relief on the ground that the work to be done will result in improvement or advantage to his estate; and the more so, because it is notorious that work done (as it is essential that this work should be done) under relief conditions is more costly than it would be if done at ordinary market rates. His Excellency in Council thinks that this excess cost at least must be borne by the State, and that the liability of the zamindar to recoup Government, whether wholly or according to a stipulated proportion, must be measured, not by the cost of the relief given, but by the real value of the work done.

6. In most cases it will probably be easy to settle roughly at the time of the advance the portion of the loan which the landowner may fairly be called on to repay-three-quarters, two-thirds, or one-half, according to the nature of the local conditions. The procedure necessary to secure the recovery of this portion by summary process it will be for his Honour the Lieutenant-Governor to consider. There is, first of all, the plan of giving the entire advance under the Improvements Loans Act with a proviso that, if the work is carried out on the conditions imposed, a remission will be made of one-fourth, one-third, or one-half, as the case may be. There is the alternative of giving under the Act only so much as it is decided to recover, but this method leaves little security that the work will be executed at all. And there is a third plan of giving the loan under an agreement somewhat after the pattern attached, which is enclosed for information in case Sir Alexander Mackenzie should wish to make use of a similar document in these cases. Any question as to the legal validity of any such agreements could be very readily solved by an Act on lines similar to those of Bengal Act IV. of 1875. It it entirely for his Honour to decide what procedure he will adopt. But whatever procedure may be decided upon in this respect will of course be only as between the Government and the borrower, and will not affect the manner (already explained in paragraph 4) in which Government deals with the expenditure in its own accounts and with reference to its famine relief policy.

7. Subject to the above remarks, all the proposals of your letter regarding these advances are approved. It is understood that you will make a separate communication on the subject of the amount of grant to be made for the purposes indicated.

* * * * * * *

Circular No. $\frac{16}{104—1}$ F., dated Calcutta, the 13th February 1897.

From T. W. HOLDERNESS, Esq., I.C.S., Deputy Secretary to the Government of India, to the GOVERNMENT OF MADRAS; the GOVERNMENT OF BOMBAY; the GOVERNMENT OF BENGAL; the GOVERNMENT OF NORTH-WESTERN PROVINCES AND OUDH; the GOVERNMENT OF PUNJAB; the CHIEF COMMISSIONER, Central Provinces; the CHIEF COMMISSIONER, Burma; the CHIEF COMMISSIONER, Assam; the CHIEF COMMISSIONER, Coorg; the CHIEF COMMISSIONER, Ajmere-Merwara; the RESIDENT AT HYDERABAD.

Sir,

I am directed to forward, for information and guidance, copy of a memorandum in which are succinctly stated the leading principles regulating expenditure upon public works in time of famine.

2. Paragraphs 5 to 8 of the memorandum should be regarded as supplementing the provisions contained in the Provincial Famine Codes with regard to the expansion of "ordinary" public works and the opening of "test" works when distress is imminent or its extent and acuteness have to be ascertained. It is not proposed at present that the Famine Codes should be amended with a view to bring them into formal agreement (where this is necessary) with the memorandum as to the manner in which such works should be conducted. The statement of principles contained in the memorandum leaves in this respect a large discretion to Local Governments and Administrations, and any amendment of the Codes which may be required in this and other points will be more usefully undertaken when the experience of the present year can be brought under review.

3. As paragraph 6 of the memorandum refers to the "intermediate or gang piece work" system which has been experimentally adopted in the North-Western Provinces and Oudh, the papers noted below,* which explain this system, are also forwarded for reference.

I have, &c.
T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

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* Letter from North-Western Provinces and Oudh Government, No. 417 S., dated 14th December 1896; letter from North-Western Provinces and Oudh Government, No. 500, dated 21st December 1896, and enclosure; letter to North-Western Provinces and Oudh Government, No. 255 F., dated 16th January 1897.

No. $\frac{16}{104-1}$ F.

Copy forwarded to the Foreign Department for information and favour of communication to the Agents to the Governor-General, Rajputana and Central India.

No. $\frac{16}{104-1}$ F.

Copy forwarded to the Finance and Public Works Departments for information.

By order,
T. W. HOLDERNESS,
Deputy Secretary to the Government
of India.

PRINCIPLES for regulating EXPENDITURE upon PUBLIC WORKS in time of FAMINE.

1. In districts where no distress exists it is the general rule that expenditure upon public works, even within the limits of budget provision, should be contracted with a view to setting funds and establishments at liberty for employment when they are more needed. To this rule, however, exceptions may be made :—

(1.) Where the works could not be contracted without risk of creating distress by reducing the local employment of labour ;

(2.) Where the contraction of the works would result in returning to districts where distress exists or is threatened the labourers employed on them.

2. Where distress exists it will be necessary to provide additional employment upon works. All such additional expenditure must be subjected to the relief conditions described below.

3. The essence of relief conditions is that the remuneration for work done must be so fixed as not to attract labour for which there is existing employment elsewhere. This condition must invariably be enforced. The method of enforcing it will vary with the degree of distress which prevails.

4. Where acute distress or famine prevails, so that the general population is affected, and it is necessary to provide employment not only for able-bodied labourers, but also for a large proportion of inefficient labour, task-work must be rigorously enforced, nobody being allowed either to do more than the fixed task or to earn more than the fixed maximum wage. The former condition is necessary in order to economise the supply of useful work upon which labour can be employed ; the second, in order to limit expenditure, since, when the dependants of a skilled labourer are paid separately, it is not necessary for purposes of relief to pay him more than a subsistence wage.

5. But when distress, though present, is not so acute as to drive on to the works a large proportion of inefficient labour or of persons unaccustomed to work, payment by results is more economical than task-work ; for so long as an able-bodied labourer can earn enough, under the conditions laid down in paragraph 3, to enable those of his family who do not work to live at home, he will support himself and them more cheaply than Government can do.

6. Payment by results may take the form, either of an expansion of ordinary works under the usual system of petty contracts, or of the intermediate or gang piece-work system of the North-Western Provinces. The former is sufficient when distress is slight ; but as the scarcity becomes more acute and threatens to deepen into famine, the latter should be substituted, since it secures proper remuneration to the individual workman, which, under the urgency of distress, the former fails to do.

7. If the rates offered are regulated by the principle laid down in paragraph 3, gang piece-work will effectively gauge the intensity of distress, since it will afford to inefficient labour only a bare subsistence.

8. As soon, therefore, as the demand by inefficient labour for employment on these terms begins to be appreciable, additional test-works on the task-work system may

usefully be opened, though at a sufficient distance from the piece-work works to insure that if the man works at piece-work and his women and children at task-work, they shall at least be compelled to live apart. These will provide for the women and children during the intermediate stage, while distress is becoming acute. As soon, however, as the demand by inefficient labour for employment upon either system becomes considerable, acute distress is present, and payment by results must then be discontinued and task-work substituted for it.

9. It is conceivable that in any district there may be cases in which the rapid and efficient prosecution of a particular public work is of such importance as to justify a relaxation of the above conditions. Such instances will be rare, the works will be of magnitude, and each case will be decided upon its individual merits.

10. It is for Local Governments to judge of the local conditions in each case, and to justify to themselves or to the Government of India, as the case may be, the action to be taken under the principles thus laid down.

No. 15 (Revenue and Agriculture) of 1897, dated Calcutta, the 17th March 1897.

From the GOVERNOR GENERAL OF INDIA IN COUNCIL to the RIGHT HON. LORD GEORGE F. HAMILTON, M.P., HER MAJESTY'S SECRETARY OF STATE FOR INDIA.

MY LORD,

WITH reference to your Lordship's Despatch No. 9 (Rev.), dated the 15th January 1897, we have the honour to forward a copy of the accompanying letters received from Local Governments and Administrations showing the extent to which they have been able to comply with your Lordship's request to be kept informed as to the monthly mortality in districts affected by famine or scarcity. The returns are unfortunately incomplete for January, but the information still wanting will be supplied as soon as possible. The Madras return has not yet reached us, but we have ascertained that the death-rate in no part of that Presidency is abnormal.

9. In Upper Burmah there is at present no system of death registration in rural tracts.

3. In Bombay, the Punjab, Bengal, and the Berars there has been so far no exceptional mortality.

4. In the North-Western Provinces and Oudh the death-rate for January was exceptionally high in the districts of Fatehpur, Banda, Hamirpur, Jhansi, Rai Bareli, and Hardoi; and was in excess of the normal in other districts. The Local Government reports that the rise in the mortality is due, or partly due, to the wet and cold weather which then prevailed and which told on the health of the people collected on the large relief works. We have asked the Local Government whether the high mortality was due in any district to epidemic disease, and we shall acquaint your Lordship in due course with the result of our inquiry.

5. From the Central Provinces the return for January has not yet been received. We enclose the returns for the two preceding months, and we shall report the result of the inquiries we are making.

We have, &c.

ELGIN.
G. S. WHITE.
J. WESTLAND.
J. WOODBURN.
M. D. CHALMERS.
E. H. H. COLLEN.
A. C. TREVOR.

No. 359, dated Lahore, the 22nd February 1897.

From M. W. FENTON, Esq., Revenue Secretary to the Government of the Punjab, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

I am directed to acknowledge to receipt of your Circular No. 13–84–2 F., dated the 10th February 1897, asking for a special monthly death-rate return for districts in which distress exists or is apprehended.

2. In reply I am to say that, with a view to watching any variation in the death-rate in this Province, the Lieutenant-Governor had already arranged for the submission of a weekly death-rate return for those districts in which relief operations are in progress. A copy of the return for the month of January is enclosed for information, and, if there is no objection, a return in this form will be submitted monthly for the information of the Government of India.

Statement showing Death-rates per 1,000 of Population per Annum.
For Weeks ending.

Districts.	Normal for January.	2nd January.	9th January.	16th January.	23rd January.	30th January.	Deaths from Starvation.
Hissar - -	27	27·4	28·8	25·6	22·9	23·3	1
Rohtak - -	29	29·9	26·7	27·1	23·1	20·7	Nil.
Delhi - -	44	30·3	30·5	21·3	25·3	22·0	,,
Gurgaon - -	36	25·2	24·6	20·0	19·5	20·7	,,
Karnal - -	36	29·0	30·3	26·9	24·4	25·2	,,
Umballa - -	35	32·7	33·7	27·8	27·0	25·3	,,
Gujrat - -	28	19·7	18·4	14·4	16·8	19·2	,,
Ferozepore -	33	20·1	21·5	18·6	19·5	19·8	,,
Lahore - -	38	29·2	30·3	23·3	27·4	24·4	,,

No. 2083, dated Amraoti, the 4th March 1897.

From F. S. BULLOCK, Esq., I.C.S., Commissioner, Hyderabad Assigned Districts, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

Under instructions received from the resident at Hyderabad, I have the honour to submit herewith a return of the death-rate in each district of the Hyderabad Assigned Districts for the months of October, November, and December 1896, and January, compared with the average death-rate of those months in the preceding 10 years.

SPECIAL DEATH-RATE RETURN for the HYDERABAD ASSIGNED DISTRICTS for the Months of October, November, and December 1896, and January 1897.

District.	Death-rate of the Month.					Average Death-rate of the Month in preceding 10 Years.					Deaths from Starvation.					Remarks.
	October 1896.	November 1896.	December 1896.	January 1897.	Total.	October.	November.	December.	January.	Total.	October.	November.	December.	January.	Total.	
Amraoti -	3·5	2·8	2·7	2·4	11·4	4·7	3·6	2·9	2·5	13·7	With the exception of one or two isolated cases among immigrants during the past month or so, there have been no deaths due to starvation in the Hyderabad Assigned Districts.					I do not think that we have had deaths from starvation in the Hyderabad Assigned Districts. The exceptionally good death-rate is probably due to absence of malarial fever owing to early cessation of the rains.
Akola - -	3·0	2·3	2·3	2·0	9·6	3·9	3·1	2·8	2·4	12·2						
Ellichpur -	3·2	2·5	2·5	2·1	10·3	4·3	3·3	2·9	2·5	13·0						
Wun - -	2·8	1·9	2·0	1·7	8·4	3·6	2·9	2·7	2·3	11·5						
Basim - -	3·1	2·1	2·0	1·7	8·9	3·7	3·1	2·5	2·3	11·6						
Buldana - -	3·4	2·3	2·1	2·0	9·8	3·7	3·1	2·7	2·5	12·0						
Total -	3·2	2·4	2·3	2·0	9·9	4·0	3·2	2·8	2·4	12·4						

Amraoti,
4th March 1897.

F. S. BULLOCK,
Commissioner, Hyderabad Assigned Districts.

No. 685 Agri., dated Culcutta, the 10th March 1897.

From E. M. KONSTAM, Esq., C.S., Under-Secretary to the Government of Bengal, Revenue Department, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

With reference to your Circular Letter No. 13 F.—82–4, dated the 10th February 1897, I am directed to submit, for the information of the Government of India, the accompanying statement showing the death-rate for the month of February 1897i n the districts of the Lower Provinces of Bengal in which famine operations are in progress or in which distress is apprehended. The figures are unfortunately not yet complete for all districts. Complete figures will be sent as soon as available.

Special Death-rate Return for the Districts in which Distress exists or the existence of Distress is apprehended for the Month of February 1897.

District.	Death-rate of the Month.	Average Death-rate of the Month in previous Year.	Deaths from Starvation.	Remarks.
(1.) Patna - -	Figures not yet received	1·45	Nil.	
(2.) Shahabad -	*1·88	1·55	,,	*Figures incomplete.
(3.) Saran - -	Figures not yet received	1·54	,,	
(4.) Champaran -	2·36	1·62	,,	
(5.) Muzaffarpur -	1·90	1·55	,,	
(6.) Darbhanga -	1·4	1·50	,,	
(7.) Palamau -	Figures not yet received	1·79	,,	
(8.) Manbhum -	1·4	1·45	,,	
(9.) Hazaribagh -	1·72	1·80	,,	
(10.) Singhbhum -	1·94	1·61	,,	
(11.) Lohardagga -	Figures not yet received	1·51	—	
(12.) Nadia - -	Do. do. -	2·98	Nil.	
(13.) Khulna -	2·30	1·90	,,	
(14.) Jessore -	2·77	2·58	,,	
(15.) Rajshahi -	2·85	2·59	,,	
(16.) Pabna - -	Figures not yet received	1·87	—	
(17.) Bogra - -	2·14	2·04	Nil.	
(18.) Puri - -	Figures not yet received	2·38	—	
(19.) Angul - -	Do. do. -	Not available -	Nil.	
(20.) Bhagalpur -	1·7	1·82	,,	
(21.) Sonthal Parganas.	Not yet received -	1·11	,,	

No. C. 330 (Fam.), dated Camp Bilaspur, the 9th March 1897.

From H. H. PRIEST, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the SECRETARY TO THE GOVERNMENT OF INDIA, Department of Revenue and Agriculture.

In compliance with your telegram of the 3rd instant, in which you ask for the provincial statistics of mortality for the months of November and December 1896 and January 1897, in the form prescribed in Revenue and Agricultural Department Circular No. 13 F., dated the 10th February 1897, I am directed to submit the required information for the months of November and December. The January figures are still incomplete for 10 districts, but will be forwarded as soon as possible. The February returns will also be submitted at an early date.

2. With reference to the instructions contained in your Circular No. 13 F., dated the 10th February 1897, regarding the regular submission of monthly returns of the mortality in distressed districts, for the information of the Secretary of State, I am directed to enclose copy of a Circular Letter (No. 1400, dated the 4th March 1897), issued by the Chief Commissioner, to secure compliance with these instructions. The Chief Commissioner trusts that the desired information will be available for March and the following months with some approach to completeness.

STATEMENT showing the DEATH-RATE for the Month of November 1896 and 10 previous Years.

No.	Districts.	Death-rate per Mille for the Month of November 1896.	Average Death-rate per Mille for 10 previous Years.	Total Deaths from Starvation.	Remarks.
1	Saugor	6·3	3·9	Information not available.	
2	Damoh	7·8	3·9		
3	Murwara	5·9	3·0		
4	Jubbulpore	5·0	3·6		
5	Narsinghpur	5·7	4·1		
6	Hoshangabad	3·8	3·5		
7	Nimar	4·2	3·7		
8	Burhanpur	1·9	2·4		
9	Mandla	3·5	2·9		
10	Betul	3·0	3·3		
11	Chhindwara	3·2	3·1		
12	Seoni	4·2	2·8		
13	Balaghat	4·3	2·6		
14	Bhandara	3·8	2·8		
15	Nagpur	2·5	2·9		
16	Wardha	2·6	3·7		
17	Chanda	2·3	3·2		
18	Raipur	3·2	2·3		
19	Bilaspur	3·3	2·2		
20	Sambalpur	1·6	1·8		

STATEMENT showing the DEATH-RATE for the Month of December 1896 and 10 previous Years.

No.	Districts.	Death-rate per Mille for the Month of December 1896.	Average Death-rate per Mille for 10 previous Years.	Total Deaths from Starvation.	Remarks.
1	Saugor	5·6	3·2	Information not available.	
2	Damoh	5·8	3·3		
3	Murwara	6·3	2·6		
4	Jubbulpore	4·9	2·8		
5	Narsinghpur	5·1	3·1		
6	Hoshangabad	4·4	2·9		
7	Nimar	4·2	3·5		
8	Burhanpur	2·8	2·4		
9	Mandla	4·0	2·5		
10	Betul	3·1	2·9		
11	Chhindwara	3·0	2·6		
12	Seoni	4·6	2·5		
13	Balaghat	5·2	2·4		
14	Bhandara	3·5	2·6		
15	Nagpur	2·5	2·7		
16	Wardha	2·5	3·1		
17	Chanda	2·1	3·1		
18	Raipur	3·0	2·3		
19	Bilaspur	3·4	2·4		
20	Sambalpur	2·1	2·1		

No. 776 (Fam.), dated Bombay Castle, the 9th March 1897.

From the HONOURABLE MR. J. MONTEATH, I.C.S., ACTING CHIEF SECRETARY TO THE GOVERNMENT OF BOMBAY, to the DEPUTY SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

With reference to your telegram dated 2nd instant, requesting that the Government of India may be furnished with the monthly death-rate returns for each of the affected districts in the Central and Southern Divisions for the months of October, November, and December 1896 and January 1897, together with the average death-rate returns

for those months, I am directed to forward copy of a statement submitted by the Sanitary Commissioner for the Government of Bombay, furnishing the required information for the first three months, and to state that the figures for the month of January will be furnished as soon as they are available.

2. With reference to your Circular Letter No. 13–F.—84–2 dated 10th ultimo, I am to state that it has been represented to this Government that it will not be possible for the district officers to submit the monthly death-rate returns, so as to admit of the required figures being reported to the Government of India by the 10th of the month subsequent to that to which they relate. Further inquiries have, however, been instituted in the matter, and endeavour will be made to furnish the returns at the earliest possible date in each month.

STATEMENT showing the DEATH-RATE, per 1,000 of POPULATION, from all CAUSES, for the Months of October, November, and December 1896, compared with the MEAN DEATH-RATE for the preceding Ten Years, from 1886 to 1895, in the following COLLECTORATES.

Months.	Central Division.												Belgaum.		Bijapur.	
	Ahmednagar.		Khandesh.		Nasik.		Poona.		Satara.		Sholapur.					
	Mean Death-rate for 10 Years.	1896.	Mean Death-rate for 10 Years.	1896.	Mean Death-rate for 10 Years.	1896.	Mean Death-rate for 10 Years.	1896.	Mean Death-rate for 10 Years.	1896.	Mean Death-rate for 10 Years.	1896.	Mean Death-rate for 10 Years.	1896.	Mean Death-rate for 10 Years.	1896.
October	3·24	2·20	2·61	2·64	2·69	2·86	2·53	2·08	2·92	2·69	3·03	2·25	2·30	2·14	2·41	1·89
November	2·67	2·13	2·64	2·34	2·96	3·29	2·39	1·97	2·53	2·18	2·67	1·80	2·13	2·02	2·22	1·80
December	2·84	2·12	2·65	2·36	2·85	3·28	2·55	2·20	2·87	2·27	2·48	1·81	2·16	2·42	2·05	1·96

Telegram, dated 15th March 1897.

From BOMBAY to CALCUTTA.

From BOMBAY GOVERNMENT to REVENUE.

Your Circular No. 13 F. of 10th February. Death-rate for February, Bijapur 6 talukas, 1·81; Khandesh, 17 talukas and pethas, 1·8; Satara, 1·98; Sholapur, 1·74; exclusive of 34 villages average of month in previous years:—Bijapur 2·29, Khandesh not reported, Satara 1·64, Sholapur 1·69. Deaths from starvation in all these districts, nil. Figures for other districts will be reported when available.

No. 731, dated Allahabad, the 11th March 1897.

From the SECRETARY TO GOVERNMENT, North-Western Provinces and Oudh, to the SECRETARY TO THE GOVERNMENT OF INDIA, DEPARTMENT OF REVENUE AND AGRICULTURE.

In compliance with your telegram No. 704 F.—84–K.W., dated 2nd March 1897, I am directed by the Lieutenant-General and Chief Commissioner to furnish the accompanying statement, showing the mortality in all districts officially declared to be distressed or under observation. The January figures for a few districts have not yet been supplied.

2. It is probable that the slight rise in mortality in January, or some part of it, is due to the inclement weather which prevailed then. The extreme cold and the wet

at the end of December and in January must have pressed more severely than usual where large crowds were collected on relief works.

STATEMENT showing DEATH-RATE in DISTRICTS in which DISTRESS exists or is apprehended during October, November, and December 1896, and January 1897, with AVERAGE DEATH-RATE for the previous Years of each Month.

Districts.	October.		November.		December.		January.	
	Average for Month during Ten Years ending 1895.	1896.	Average for Month during Ten Years ending 1895.	1896.	Average for Month during Ten Years ending 1895.	1896.	Average for Month during Ten Years ending 1896.	1897.
I.—*Distressed Districts.*								
Agra	3·34	2·34	2·88	2·23	2·89	2·31	2·45	2·11
Etawah	3·44	2·43	3·12	2·14	2·77	2·38	2·34	2·71
Cawnpore	4·11	2·59	3·52	2·37	3·32	2·82	2·49	2·86
Fatehpur	4·00	2·26	4·30	2·80	3·87	4·66	2·82	6·36
Banda	3·47	4·20	3·43	4·39	3·26	4·71	2·50	5·10
Hamirpur	4·87	8·06	4·44	6·13	3·52	5·35	2·78	5·03
Allahabad	3·38	2·37	3·22	2·08	2·80	3·34	2·17	3·55
Jhansi	4·18	7·37	3·75	5·86	3·24	5·29	2·73	4·92
Jalaun	4·85	3·24	4·24	3·01	3·68	3·29	2·78	3·29
Mirzapur	3·36	2·54	2·97	2·23	2·66	2·95	2·14	3·99
Jaunpur	2·74	1·65	2·67	1·84	2·27	2·22	1·79	2·30
Gorakhpur	2·84	2·52	2·91	2·38	2·68	2·82	2·89	3·26
Azamgarh	3·48	1·60	2·90	1·84	2·43	2·32	1·83	—
Lucknow	3·80	2·01	3·72	2·25	3·04	3·20	2·41	3·87
Unao	3·61	1·96	3·04	1·73	2·62	2·59	2·20	3·63
Rai Bareli	3·03	2·01	3·01	2·37	3·30	3·71	2·50	4·81
Sitapur	3·59	2·90	3·53	2·63	2·80	2·61	2·19	2·52
Hardoi	4·37	4·43	3·40	2·76	2·57	3·49	2·05	4·39
Bara Banki	3·37	1·74	3·12	1·66	2·98	2·13	2·39	2·15
II.—*Districts under observation.*								
Dehra Dun	2·16	2·85	2·01	2·40	1·99	2·09	1·83	2·29
Muttra	3·20	2·27	3·30	2·29	3·05	2·17	2·60	1·83
Farukhabad	3·78	2·88	3·43	2·50	3·19	2·81	2·63	2·89
Mainpuri	2·55	2·10	2·18	2·27	2·71	2·67	2·15	2·39
Etah	3·47	2·83	3·03	2·54	3·01	2·22	2·53	2·53
Bareilly	4·93	8·32	4·21	6·07	3·33	4·55	2·36	—
Bijnor	4·15	4·47	3·94	3·53	3·45	3·51	2·83	3·48
Budaun	4·42	3·45	3·24	2·80	3·35	3·35	2·36	3·52
Moradabad	5·61	6·90	4·75	4·14	4·04	3·54	2·93	3·33
Shahjahanpur	5·56	7·59	4·18	4·28	3·36	3·80	2·48	3·37
Pilibhit	4·66	9·10	4·50	7·16	4·18	4·81	2·89	3·00
Benares	3·30	2·63	3·15	2·28	2·95	2·64	2·20	2·61
Basti	2·64	2·19	3·01	2·17	3·17	2·74	2·26	—
Kheri	4·09	4·76	4·30	3·60	3·69	2·94	2·77	2·57
Fyzabad	3·21	2·22	3·44	2·75	3·54	2·95	2·31	2·93
Gonda	2·89	2·56	3·15	2·91	3·05	3·31	2·20	3·38
Sultanpur	3·01	1·88	3·33	2·17	3·66	2·93	2·42	3·19
Partabgarh	2·60	2·09	2·84	1·83	2·93	2·70	2·15	3·21

RETURN of the NUMBER of PERSONS in receipt of RELIEF in DISTRICTS affected by SCARCITY.

NOTE.—The figures are compiled from the Local Gazettes, and give the district details of the provincial totals published weekly in the Crop and Weather Summary in the "Gazette of India."

Non-labouring children and other dependents of relief workers are classed as on relief works when distinguished in the local returns from persons gratuitously relieved in poor-houses or at their homes.

No.	Name of Province and District.	For the Week ending the 27th March 1897.			For the Week ending the 3rd April 1897.			For the Week ending the 10th April 1897.			For the Week ending the 17th April 1897.		
		Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.
	MADRAS.												
1	Cuddapah	6,539	7,988	14,527	10,038	6,942	16,980	10,188	6,907	17,095	16,914	6,762	23,676
2	Kurnool	18,806	1,972	20,778	22,401	1,218	23,619	23,088	1,484	24,572	30,297	1,738	32,035
3	Bellary	42,841	3,072	45,913	48,106	830	48,936	49,179	919	50,098	54,872	1,305	56,177
4	Anantapur	5,115	512	5,627	6,935	154	7,089	7,746	243	7,989	9,787	295	10,082
5	Ganjam	2,263	499	499	—	638	638	185	720	905	773	1,355	2,128
6	Vizagapatam	—	70	2,333	1,830	384	2,214	3,868	428	4,296	7,180	775	7,954
	Total, Madras	75,564	*14,113	89,677	89,310	†10,166	99,476	94,254	‡10,701	104,955	119,832	§12,230	132,062
	BOMBAY.												
1	Bijapur	72,529	8,289	80,818	71,409	8,535	79,944	67,731	9,368	77,099	65,631	9,069	74,700
2	Sholapur	117,776	6,190	123,966	116,081	6,666	122,747	126,679	6,331	133,010	124,789	7,699	132,488
3	Ahmednagar	89,731	2,231	91,962	90,351	2,548	92,899	95,840	4,061	99,901	93,458	4,388	97,846
4	Poona	15,555	3,628	19,183	13,300	6,428	19,728	16,974	5,155	22,129	17,123	6,428	23,551
5	Nasik	36,752	146	36,898	34,229	138	34,367	34,840	148	34,988	36,474	155	36,629
6	Satara	29,902	18	29,920	33,111	23	33,134	36,176	25	36,201	36,219	42	36,261
7	Khandesh	37,560	—	37,560	37,651	—	37,651	41,938	—	41,938	42,115	—	42,115
8	Belgaum	5,692	601	6,293	546	604	1,150	7,303	589	7,892	8,634	546	9,180
9	Dharwar	118	594	712	611	1,098	1,709	453	832	1,285	255	808	1,056
10	Ratnagiri	—	—	—	—	—	—	—	—	—	33	—	33
	Total, Bombay	405,615	21,697	427,312	397,289	26,040	423,329	427,934	26,509	454,443	424,711	29,128	453,839
	BENGAL.												
1	Champaran	131,147	51,722	182,869	106,836	57,590	164,426	95,972	51,523	147,495	94,513	52,901	147,414
2	Shahabad	5,391	13,580	18,971	7,523	17,209	24,732	12,311	18,312	30,623	12,208	20,430	32,638
3	Nadia	9,010	6,807	15,817	12,307	6,798	19,105	16,596	11,419	28,015	19,524	16,568	36,092
4	Patna	—	73	73	—	140	140	—	86	86	—	135	135
5	Khulna	1,414	3,701	5,115	2,669	4,090	6,759	2,308	4,450	6,758	2,452	4,161	6,613
6	Saran	16,037	22,556	38,593	12,449	27,232	39,681	14,202	29,944	44,146	16,104	35,871	51,975
7	Darbhanga	75,919	58,141	134,060	122,203	52,980	175,183	120,233	53,807	174,040	131,653	57,760	189,413
8	Muzaffarpur	15,444	25,770	41,214	29,915	28,353	58,268	36,474	26,279	62,753	44,555	44,137	88,692
9	Rajshahi	917	—	917	698	—	698	591	—	591	872	—	872
10	Bhagulpur	14,869	3,158	18,027	10,610	2,864	13,474	9,139	2,675	11,814	10,247	2,826	13,673
11	Palamau	1,571	1,206	2,777	3,262	1,631	4,893	4,020	1,705	5,725	3,373	1,666	5,039
12	Manbhum	2,783	3,689	6,472	3,485	4,079	7,564	3,901	5,334	9,235	3,953	5,037	8,990
13	Pabna	208	—	208	211	—	211	323	—	323	513	—	513
14	Murshidabad	2,808	—	2,808	3,360	—	3,360	3,983	—	3,983	1,829	—	1,829
15	Hazaribagh	2,186	840	3,026	2,104	570	2,674	2,062	1,135	3,197	2,417	2,435	4,852
16	Puri	—	—	—	4,589	217	4,806	4,066	52	4,118	6,093	38	6,131
17	Sonthal Parganas	16,130	125	16,255	2,518	45	2,563	2,350	81	2,431	1,855	61	1,916
	Total, Bengal	295,834	191,368	487,202	324,739	203,798	528,537	328,531	206,802	535,333	352,161	244,026	596,187
	NORTH-WESTERN PROVINCES AND OUDH.												
1	Agra	12,690	8,375	21,065	7,992	8,342	16,334	7,789	9,328	17,117	8,704	9,202	17,906
2	Etawah	9,447	3,481	12,928	1,396	2,970	4,366	750	2,489	3,239	929	2,587	3,516
3	Banda	196,829	31,272	228,101	168,674	27,692	196,366	155,538	30,589	186,127	144,526	29,707	174,233

* Includes 9,260 weavers relieved in their own trade.
† " 8,806 " " "
‡ " 9,035 " " "
§ " 9,761 " " "

No.	Name of Province and District.	For the Week ending the 27th March 1897.			For the Week ending the 3rd April 1897.			For the Week ending the 10th April 1897.			For the Week ending the 17th April 1897.		
		Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.
	NORTH-WESTERN PROVINCES AND OUDH—*cont.*												
4	Cawnpur	21,947	12,659	34,606	12,052	10,974	23,026	5,871	10,275	10,146	2,408	10,553	12,961
5	Hamirpur	65,854	16,048	81,902	74,976	14,945	89,921	75,438	18,817	94,255	76,825	18,923	95,748
6	Allahabad	125,626	32,225	157,851	116,389	29,511	145,900	137,202	38,385	175,587	152,692	38,986	191,678
7	Jhansi	63,953	14,052	78,005	65,476	14,317	79,793	58,546	14,814	73,360	50,897	15,379	66,276
8	Jalaun	68,974	12,058	76,032	66,302	11,825	78,127	69,301	7,267	76,568	84,867	17,619	102,486
9	Jaunpur	20,144	9,213	29,357	21,598	9,531	31,129	9,999	11,980	21,979	11,773	12,925	24,698
10	Gorakhpur	18,667	9,286	27,953	28,191	9,816	38,007	30,428	17,644	48,072	10,482	10,386	20,868
11	Lucknow	28,876	22,224	51,100	36,597	23,074	59,671	22,335	22,958	45,293	15,404	24,176	39,670
12	Unao	10,683	13,769	24,452	12,109	11,551	23,660	5,670	10,082	15,752	4,767	10,607	15,374
13	Rai Bareili	30,871	12,976	43,847	25,824	13,277	39,101	14,843	12,702	27,545	13,719	12,564	26,283
14	Sitapur	6,867	8,708	15,575	1,224	6,214	7,438	—	4,667	4,667	—	4,327	4,327
15	Hardoi	56,504	28,231	84,735	52,435	27,155	79,590	53,615	27,933	81,548	72,380	28,989	101,369
16	Rara Banki	3,066	1,631	4,697	863	1,130	1,993	505	1,032	1,537	481	1,083	1,564
17	Mirzapur	31,721	12,011	50,732	44,910	17,140	62,050	38,935	16,322	55,257	29,596	17,469	47,065
18	Dehra Dun	260	—	260	230	—	230	475	—	475	320	—	320
19	Bijnor	900	2,081	2,981	445	1,872	2,317	—	4,266	4,266	—	4,340	4,430
20	Moradabad	2,631	3,216	5,847	1,632	2,866	4,498	62	2,705	2,767	—	2,710	2,710
21	Bareilly	1,125	2,491	3,616	343	2,197	2,540	—	2,206	2,206	—	2,134	2,134
22	Muttra	339	178	517	389	7,411	7,800	240	7,406	7,646	339	5,864	6,203
23	Etah	15	3,259	3,274	127	2,907	3,034	—	2,280	2,280	—	904	904
24	Mainpuri	—	654	654	—	417	417	—	36	36	—	49	49
25	Farukhabad	—	—	—	6	2,464	2,470	—	1,570	1,570	14	1,550	1,564
26	Budaun	82	3,057	3,139	—	122	122	—	1,029	1,029	—	1,264	1,264
27	Shahjahanpur	240	2,896	3,136	—	2,180	2,180	62	3,044	3,106	174	1,396	1,570
28	Pilibhit	311	2,223	2,534	518	2,338	2,856	296	2,302	2,598	140	2,313	2,453
29	Kheri	923	585	1,508	394	205	599	120	60	180	—	—	—
30	Sultanpur	421	727	1,148	230	612	842	342	530	872	587	254	841
31	Pertabgarh	378	2,756	3,134	87	2,159	2,246	177	1,897	2,074	265	1,869	2,134
32	Fyzabad	463	677	1,140	224	1,908	2,132	280	2,284	2,564	223	2,181	2,404
33	Fatehpur	12,944	8,647	21,591	11,019	7,756	18,775	5,605	8,572	14,177	3,974	8,005	11,979
34	Azamgarh	4,049	3,896	7,945	6,176	3,287	9,463	2,688	3,223	5,911	2,859	2,489	5,348
35	Benares	—	9,730	9,730	—	7,303	7,303	—	8,352	8,352	—	8,696	8,696
36	Gonda	1,620	1,337	2,957	781	615	1,396	389	1,027	1,416	281	805	1,086
37	Basti	1,911	1,592	3,503	1,022	1,731	2,753	1,487	1,555	3,042	373	1,206	1,579
	Total for N.-W. P. and Oudh.	803,331	298,221	1,101,552	760,504	289,704	1,050,208	698,088	311,628	1,010,616	690,029	*285,337	1,003,600
	PUNJAB.												
1	Hissar	51,388	5,369	56,757	54,818	5,921	60,739	51,295	6,526	57,821	53,217	6,943	60,160
2	Rohtak	7,230	2,775	10,005	7,090	2,546	9,636	5,839	2,508	8,347	6,503	2,463	8,966
3	Gurgaon	2,456	126	2,582	1,494	460	1,954	1,103	541	1,644	960	149	1,109
4	Delhi	1,255	862	2,117	1,084	840	1,924	1,140	724	1,864	636	775	1,411
5	Karnal	9,221	2,449	11,670	10,606	1,742	12,348	9,161	1,613	10,774	644	1,746	2,390
6	Umballa	5,117	161	5,278	3,490	162	3,652	2,031	166	2,197	608	363	971
7	Ferozpur	1,353	—	1,353	1,802	—	1,802	496	—	1,496	1,410	—	1,410
8	Multan	123	—	123	99	—	99	102	—	102	76	—	76
9	Lahore	2,219	—	2,219	2,265	—	2,265	2,001	—	2,001	1,511	—	1,511
10	Gujrat	21,497	873	22,370	14,385	5,617	20,002	12,893	3,236	16,129	10,480	2,022	12,502
11	Rawalpindi	—	—	—	101	24	125	—	—	—	—	—	—
12	Ludhiana	120	27	147	—	—	—	79	20	99	27	7	34
	Total, Punjab	101,979	12,642	114,621	97,234	17,312	114,546	87,140	15,334	102,474	76,072	14,468	90,540
	CENTRAL PROVINCES.												
1	Saugor	37,733	9,687	47,420	39,458	10,503	49,961	35,729	12,227	47,956	25,574	10,794	36,368
2	Damoh	14,320	6,370	20,690	26,312	7,333	33,645	24,362	7,264	31,626	29,356	7,467	36,823

* Including 17,698 from charitable relief fund.

No.	Name of Province and District.	For the Week ending the 27th March 1897.			For the Week ending the 3rd April 1897.			For the Week ending the 10th April 1897.			For the Week ending the 17th April 1897.		
		Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.
	CENTRAL PROVINCES —*cont.*												
3	Jabalpur	53,732	20,859	74,591	42,089	22,052	64,141	74,272	22,480	96,752	73,074	20,900	93,974
4	Mandla	22,551	1,434	23,985	17,488	1,392	18,880	22,762	1,614	24,376	23,071	1,349	24,420
5	Seoni	4,265	1,524	5,789	7,269	1,399	8,668	9,852	669	10,521	11,226	623	11,849
6	Narsinghpur	25,426	2,511	27,937	27,235	2,410	29,645	42,883	2,467	45,350	37,387	2,313	39,700
7	Hoshangabad	33,171	677	33,848	56,223	770	56,993	46,085	861	46,946	41,694	881	42,575
8	Nimar	65	216	281	92	239	331	249	231	480	375	535	910
9	Betul	8,018	1,510	9,528	9,485	614	10,099	8,040	820	8,860	6,219	809	7,028
10	Chhindwara	4,630	1,744	6,374	8,310	1,859	10,169	8,625	1,927	10,552	9,248	1,977	11,225
11	Nagpur	3,254	—	3,254	5,006	989	5,995	6,094	1,019	7,113	10,680	989	11,669
12	Chanda	857	349	1,206	857	349	1,206	—	—	—	194	—	194
13	Bhandara	7,721	1,275	8,996	13,347	1,214	14,561	12,996	1,858	14,764	11,689	1,752	13,441
14	Balaghat	20,023	1,756	21,779	24,019	1,722	25,741	31,466	3,976	35,442	33,056	4,362	37,418
15	Raipur	43,651	2,514	46,165	55,576	3,507	59,083	60,897	2,979	63,876	63,296	3,519	66,815
16	Bilaspur	12,732	5,473	18,205	15,466	6,185	21,651	22,462	8,568	31,030	22,641	5,072	27,713
17	Sambalpur	—	—	—	86	—	86	—	—	—	436	60	496
	Total, Central Provinces.	292,149	57,899	350,048	348,318	62,537	410,855	406,684	68,960	475,644	399,216	*63,402	†462,618
	BURMA.												
1	Meiktila	12,554	1,969	14,523	10,528	1,654	12,182	6,830	931	7,761	‡717	61	778
2	Myingyan	8,095	1,883	9,978	—	1,824	1,824	12,829	2,657	15,486	10,789	2,774	13,563
3	Yamethin	—	356	356	8,051	358	8,409	—	358	358	Not reported.		—
	Total, Burma	20,649	4,208	24,857	18,579	3,836	22,415	19,659	3,946	23,605	11,506	2,835	14,341
	BERAR.												
1	Akola	—	—	—	19,549	—	19,549	9,313	—	9,313	8,541	—	8,541
2	Basim	25,423	—	25,432				2,105	—	2,105	3,681	—	3,681
3	Ellichpur	—	—	—				2,507	—	2,507	2,035	—	2,035
4	Amraoti	—	—	—				Not reported.		—	Not reported.		—
5	Buldana	—	—	—				1,702	—	1,702	1,709	—	1,709
	Total, Berar	25,423	—	25,423	19,549	—	19,549	15,627	—	15,627	15,966	—	15,966
	HYDERABAD.												
1	Raichur	—	—	—	—	—	—	—	—	—	8,341	—	§8,341
2	Naldrug												
3	Gulburga	§1,793	—	1,793	§4,543	—	4,543	‖4,414	—	4,414	—	—	—
4	Lingsagar	—	—	—	—	—	—	—	—	—	—	170	170
5	Bir	—	—	—	—	—	—	—	—	—	—	339	339
	Total, Hyderabad	1,793	—	1,793	4,543	—	4,543	4,414	—	4,414	8,341	509	8,850
	CENTRAL INDIA.												
1	Bundelkhand	40,283	7,754	48,037	Not reported.		—	Not reported.		—	50,304	8,549	58,853
2	Baghelkhand	66,970	4,662	71,632	64,279	4,343	68,622	65,352	4,170	69,522	58,695	3,699	62,394
3	Gwalior	23,020	20,963	43,983	22,578	10,944	33,522	23,756	6,968	30,724	24,316	1,963	26,279
	Total, Central India.	130,273	33,379	163,652	86,857	15,287	102,144	89,108	11,138	100,246	133,315	14,211	147,526
	RAJPUTANA.												
1	Marwar	4,888	1,219	6,107	4,657	1,215	5,872	4,657	1,111	5,768	4,759	1,195	5,954
2	Dholpur	4,660	—	4,660	4,274	—	4,274	4,893	—	4,893	2,466	—	2,466
3	Bikanir	12,278	3,630	15,908	12,001	3,856	15,857	11,197	4,625	15,462	11,263	4,535	15,798
4	Jaisalmir	677	81	758	743	81	824	835	112	947	811	118	929
5	Kotah	—	—	—	—	—	—	404	—	404	346	—	346

* Includes 291 relieved from charitable funds.
† There were also 125,397 employed on railway and other private works.
‡ Incomplete.
§ Includes Gulburga, Raichur, Naldrug.
‖ Includes Gulburga, Raichur, Naldrug, Lingsagar.

No.	Name of Province and District.	For the Week ending the 27th March 1897.			For the Week ending the 3rd April 1897.			For the Week ending the 10th April 1897.			For the Week ending the 17th April 1897.		
		Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.	Relief Works.	Gratuitous Relief.	Total.
	RAJPUTANA—*cont.*												
6	Bhurtpur	—	430	430	—	304	304	—	312	312	—	316	316
7	Tonk	50	1,923	1,973	65	1,923	1,988	91	1,923	2,014	268	1,976	2,244
8	Deoli	—	—	—	—	19	19	—	8	8	—	8	8
	Total, Rajputana	22,553	7,283	29,836	21,740	7,398	29,138	22,077	7,731	29,808	19,913	8,148	28,061
	Grand Total for all Provinces.	2,175,163	640,810	2,815,973	2,167,762	636,078	2,803,840	2,194,276	662,889	2,857,165	2,251,062	702,528	2,953,590

The dates at the head of the table are the dates of the "Gazette of India" in which the provincial totals were published. The figures however actually show the numbers on relief on each preceding Saturday. Thus the figures in the last column actually show the numbers on relief on Saturday the 10th April. All previous returns should be read subject to a similar correction.

T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

Dated 23rd April 1897.

NUMBERS on RELIEF in SUCCESSIVE WEEKS (as reported telegraphically).

Week ending	Punjab.	N. W. Provinces.	Central Provinces.	Bengal.	Burma.	Bombay.	Madras.	Rajputana.	Central India.	Total.*
31st October 1896	4,700	26,400	—	—	2,700	—	—	2,500	19,500	53,800
6th November 1896	5,900	34,000	—	—	3,000	—	—	8,000	16,000	66,900
13th „	5,800	86,800	—	—	8,600	—	2,100	12,800	4,000	120,100
20th „	7,600	117,000	—	2,200	8,500	1,400	12,100	8,200	4,100	161,200
27th „	9,200	130,100	—	3,400	16,600	11,600	36,500	26,000	17,300	251,500
4th December 1896	10,900	158,300	—	3,500	20,300	9,900	23,400	34,000	—	266,100
11th „	22,300	186,900	—	5,800	29,100	15,500	24,100	29,700	18,300	331,700
18th „	24,200	256,500	15,900	11,700	29,300	14,200	25,250	29,100	18,100	494,200
25th „	6,400	336,200	45,900	34,100	29,900	36,600	26,200	39,000	7,500	531,900
1st January 1897	11,000	347,800	71,700	59,600	31,700	49,300	26,200	37,700	Not given.	635,600
8th „	46,200	390,000	195,000	100,100	30,000	239,300	25,300	47,300	30,900	1,183,000
15th „	61,000	663,000	146,000	163,000	30,000	168,000	27,000	40,000	35,000	1,332,000
22nd „	70,000	795,000	211,000	278,000	30,000	265,000	29,000	28,000	42,000	1,750,000
29th „	83,000	1,024,000	242,000	318,000	32,000	292,000	34,000	20,000	41,000	2,026,000
5th February 1897	97,000	1,254,000	280,000	339,000	33,000	327,000	42,000	25,000	69,000	2,467,000
12th „	96,334	1,404,536	316,613	376,068	32,436	361,698	48,163	Not given.	Not given.	‡2,750,000
19th „	109,000	1,529,000	307,000	435,000	29,000	358,000	55,000	2,000(sic)	95,000	2,948,000
26th „	118,000	1,621,000	324,000	411,000	27,000	412,000	59,000	19,000	133,000	3,141,000
5th March 1897	124,000	1,654,000	351,000	410,000	26,000	412,000	66,000	19,000	137,000	3,216,000
12th „	117,230	1,551,232	335,969	459,694	23,934	417,216	70,163	Not given.	Not given.	†3¼ mill.
20th „	127,000	1,377,000	376,000	497,000	12,000	431,000	77,000	30,000	114,000	3,060,000
26th „	117,000	1,099,000	346,000	486,000	25,000	427,000	90,000	30,000	164,000	2,811,000
2nd April 1897	115,000	1,050,000	404,000	529,000	22,000	429,000	101,000	29,000	102,000‡	2,805,000
12th „	104,378	1,010,616	475,452	516,814	24,237	451,064	104,955	Not given.	Not given.	†2,853,000
16th „	90,000	1,003,000	462,000	596,000	14,000 (incomplete).	454,000	132,000	28,000	148,000	2,952,000
23rd „	92,000	1,058,000	459,000	655,000	19,000	446,000	162,000	26,000	156,000	3,129,000
30th „	84,000	1,173,000	505,000	678,000	16,000	436,000	193,000	24,000	148,000	3,298,000
10th May 1897	85,008	1,287,175	554,505	678,513	17,173	403,719	239,852	Not given.	Not given.	†3,481,480
15th „	91,000	1,316,000	591,000	716,000	16,000	385,000	265,000	28,000	160,000	3,608,000

* N.B.—Totals do not always agree with the summation of the provincial numbers, but are entered as they are received from India.

† Including Native States.

‡ Excluding Bundelkhand.

EXPORTS of RICE, Husked and Unhusked, from 1st January 1897, from all PORTS in BURMA. COMPILED in the DEPARTMENT of REVENUE and AGRICULTURE from Weekly Telegams received from COLLECTORS of CUSTOMS in BURMA.

In	To India.	To Europe.	To other Places.	Total.
	Tons.	Tons.	Tons.	Tons.
January 1897	65,075	12,438	71,795	149,308
February 1897	53,060	139,848	42,374	235,282
1st March to 28th March 1897	87,686	188,343	22,610	298,639
29th March to 4th April 1897	21,548	28,213	7,216	56,977
5th April to 10th April 1897	24,536	18,681	2,288	45,505
11th April to 17th April 1897	16,068	8,443	2,543	27,504

No. 81 Revenue, dated 20th May 1897.

From the RIGHT HONOURABLE THE SECRETARY OF STATE FOR INDIA IN COUNCIL to His Excellency the RIGHT HONOURABLE THE GOVERNOR GENERAL OF INDIA IN COUNCIL.

MY LORD,

SINCE my Despatch, dated the 15th January 1897, I have received from your Excellency's Government the further papers noted below* concerning the famine and relief operations, while your weekly and monthly telegrams bring the narrative of events down to the present time. Two sets of famine papers have already been presented to Parliament, and a third set is in the press.

2. The area of relief operations has considerably extended since January, and by the latest accounts relief of some kind was being given in parts of one hundred British districts, in four districts of the Nizam's territory, and in some other Native States. According to your monthly telegram of the 12th April, the main relief numbers were as follows :—

RELIEF STATISTICS, as per Telegram for Week ending the 9th April 1897.

Province.	Number of Districts in which Relief Operations of some kind are going on.	Distressed Tracts.						Affected Tracts.				Total Number in receipt of Relief of all kinds in 000s.
		Area in Square Miles.	Population in 000s.	Number on Relief Works in 000s, including Dependents.	Numbers on Gratuitous Relief in 000s.	Total Number on Relief in 000s.	Percentage of Numbers on Relief to Total Population.	Area in Square Miles.	Population in 000s.	Number on Relief Works in 000s.	Numbers on Gratuitous Relief in 000s.	
Madras	5	12,400	1,742	90	10	100	5·7	3,300	1,495	4	1	105
Bombay	9	42,100	6,709	423	26	449	6·7	2,300	388	1	1	451
Bengal	16	17,700	9,144	303	197	500	5·4	1,800	848	11	6	517
Punjab	11	14,900	3,199	92	12	104	3·2	—	—	—	—	104
North-West Provinces and Oudh.	37	35,400	14,967	695	268	963	6·4	17,600	9,099	4	44	1,011
Central Provinces	16	49,500	6,036	405	70	475	9·7	—	—	—	—	475
Burmah	3	3,900	381	23	1	24	6·3	—	—	—	—	24
Berar	3	6,000	819	19	1	20	2·3	1,700	202	1	—	21
Total for British India	100	181,900	42,997	2,050	585	2,635	6·1	26,700	12,032	21	52	2,708
Native States	14	—	—	—	—	—	—	—	—	—	—	145
	114	—	—	—	—	—	—	—	—	Grand total on relief 2,853,000		

* No. 4, dated 6th January, from the Secretary to the Government, with enclosures; No. 9, dated 13th January, from the Secretary to the Government, with enclosures; No. 13, dated 20th January, from the Secretary to the Government, with enclosures; No. 23, dated 27th January, from the Secretary to the Government, with enclosures; No. 27, dated 3rd February, from the Secretary to the Government, with enclosures; No. 31, dated 10th February, from the Secretary to the Government, with enclosures; No. 39, dated 17th February, from the Secretary to the Government, with enclosures; No. 9, dated 24th February, from the Government of India, with enclosures; No. 45, dated 24th February, from the Secretary to the Government, with enclosures; No. 50, dated 3rd March, from the Secretary to the Government, with enclosures; No. 11, dated 10th March, from the Government of India, with enclosures; No. 57, dated 10th March, from the Secretary to Government, with enclosures; No. 15, dated 17th March, from the Government of India, with enclosures; No. 65, dated 17th March, from the Secretary to Government, with enclosures; No. 69, dated 24th March, from the Secretary to Government, with enclosures.

The total numbers on relief had been as high as 3,216,000 during the week ending the 9th March, and they have again risen to 3,608,000 by the middle of May. Out of the earlier total, 1,654,000 were in the North-West Provinces and Oudh; afterwards the numbers on relief in those provinces fell 650,000, in consequence of the demand for labourers at the spring harvest, and in consequence of the partial improvement of the situation caused by the ingathering of the spring crops. In the Central Provinces, Bengal, Bombay, and Madras, the numbers on relief have advanced more or less steadily; and in these tracts the spring crops have not lessened the strain on the relief administration.

3. The result of the spring harvest over India is now approximately known. The rain from November to February has been unusally favourable to the spring crops. In the Punjab a good harvest has been realised or is expected over 85 per cent. of the usual wheat area; the spring grains form a much larger part of the food supply for the common people than in other provinces; the relief numbers have fallen; and any fear of famine for the greater part of the Punjab has practically passed away, though prices are still high, and some relief may continue to be needed until August next. In the North-West Provinces and Oudh a fair spring harvest has been obtained over two-thirds of the normal area devoted to that crop, with the result that prices have remained steady or have fallen, that the food supply has nowhere failed, and that the numbers receiving relief were, on the 16th April, 32 per cent. less than they were on the 5th March; though subsequent telegrams have shown that the numbers on relief had again risen to 1,316,000 by the middle of May. It appears to be uncertain how far into the autumn relief operations on a large scale may continue to be required. But it is quite clear that relief administration was begun in good time, and has been wisely and carefully conducted in those provinces. Even if relief should be required until October in the unfortunate districts of Bundelkund, there is ground for hoping that in the remainder of these provinces the people will be in good condition and good heart for returning quickly to their usual occupations, when the monsoon shall have favourably begun.

4. In Bengal the spring harvest has been satisfactory over South Behar; but the spring crops count for little in North Behar where distress has been keenest. Prices have not fallen in Bengal despite the large importations of Burma rice. There is one feature in the Bengal relief administration, which may be susceptible of explanation, and that is the large amount of gratuitous relief. According to the telegram of the 12th April, Bengal had 293,048 relief workers and 223,784 dependents and persons on gratuitous relief of different kinds. At the end of a famine, after outdoor work is stopped by rains, the numbers on gratuitous relief may be expected to increase in comparison with the relief workers. But the proportion of people relieved gratuitously, 43 per cent., in Bengal is high for the month of April; in the North-West Provinces the corresponding proportion was 41 per cent.; in the Central Provinces 27 per cent., and in Bombay 26 per cent. It is possible that the difficulty of devising and superintending a sufficient number of village works has led to the Bengal and North-West Provinces placing very large numbers on gratuitous relief thus early in the season. It is manifestly right to run no risks by causing weakly people to travel considerable distances to large relief works. But you and your officers are doubtless fully alive to the undesirability of giving gratuitous relief on an excessive scale early in the season.

5. In the Central Provinces the spring harvests appear to have been poor, and to have been reaped over a very reduced area only. Prices are very high, especially in some of the Satpura districts. And it appears that relief on a large scale will be required far into the autumn. In Bombay the numbers on relief have not advanced rapidly during the eight weeks ending on the 16th April; the spring harvests have been beneficial; and notwithstanding the aggravation caused by plague in the coast districts, the prospect is not so serious as was at one time feared. In Madras the numbers on relief have gone up recently, but the area of distress is limited, and good crops have been harvested in other parts of the presidency.

6. In regard to the results of the relief operations you were able to telegraph on the 12th April that the condition of the people in the affected tracts continued to be generally good in Madras, Bombay, Bengal and Burma, and fair in the Punjab and Berar, while in all these six provinces the death-rate continued to be normal. In the

North-West Provinces and Oudh the condition of the people is reported to be fair to good, though the death-rate is considerably above normal in the districts of Bundelkund and in some of the Oudh districts. Regarding the Central Provinces you report that in the wilder parts the poorer classes show signs of privation, some cases of emaciation still occur, and the mortality exceeds the normal rate. The latest complete statistics that have reached me are for the month of February, and in the undermentioned districts the death-rate of 1897 is 50 per cent. or more above the normal rate for the month, thus,—

DISTRICTS in which the DEATH-RATE of 1897 exceeds the normal DEATH-RATE by 50 per cent. or upwards.

Central Provinces (10 out of a total of 20 districts).			North-West Provinces and Oudh (17 out of 37 distressed and affected districts).		
Districts.	February 1897.	Average, 10 years.	Districts.	February 1897.	Average, 10 years.
Murwara, sub-division	16·5	2·5	Lalitpur	4·84	2·40
Balaghat	4·8	1·7	Banda	4·81	2·22
Saugor	4·9	2·7	Hamirpur	3·64	2·39
Damoh	4·3	2·5	Allahabad	3·48	1·93
Jubbulpore	6·9	2·1	Jhansi	4·16	2·12
Narsinghpur	4·0	2·3	Rae Bareli	4·38	2·0
Mandla	7·1	2·0	Hardoi	4·00	1·66
Seoni	4·4	1·9	Gonda	3·20	1·90
Bhandara	2·6	1·7	Mirzapur	3·80	1·81
Bilaspur	3·9	1·7	Azimghar	2·75	1·48
			Lucknow	3·33	2·12
			Unao	3·31	1·81
			Budaon	3·19	1·86
			Shahjahanpur	3·00	1·90
			Basti	2·65	1·73
			Partabgarh	3·84	1·90
			Sultanpur	3·27	1·84

The death-rate in some parts of the Central Provinces was very high; I observe the monthly famine statement gives the "deaths due directly or indirectly to the effects of privation" in the whole of the Central Provinces as 4,885 during the month of January, while your telegram of the 16th April reports the January death-rate in six of the districts of those Provinces to have ranged between 5·3 and 6·9 per thousand, and in one sub-division, whither immigrants flock from Native States, to have reached 10·6 per thousand; but even here, in spite of exceptional difficulties, I trust that relief operations are now, and have for some time been, adequate and effective.

It is satisfactory to find that food supplies are nearly everywhere sufficient, local deficiencies being met by private imports. During the three months January to the middle of April nearly 268,000 tons of Burma rice were imported, and a large further surplus of rice (estimated at one million tons) is still available there. Your decision to trust to private trade for supplying food to the country has so far been amply justified. I approve your decision to take steps to secure supplies of food for certain parts of the Central Provinces, where transport is difficult during the rainy season.

8. The contributions to the Mansion House Fund and other public funds raised for the succour of sufferers from the present famine in India exclusive of gifts in kind appear to have reached a total of about 142 lakhs of rupees (887,000*l.*) by the middle of May; and the Central Relief Committee report that the local committees in the several provinces ask for grants aggregating 166 lakhs. Already 50 lakhs have been distributed to the provincial committees in British India and in Native States, who are devoting the money to supplying clothing and small comforts to sufferers and to giving doles to the respectable poor. Voluntary associations and workers are helping to husband these resources, to prevent abuses, and to make the money do as much good as possible. Arrangements are being made to distribute the remaining funds at the proper season so as to enable the poorer cultivators to buy seed-corn and cattle, and thus to recover their position. The splendid liberality shown by the United Kingdom, Canada, and other British Colonies, and also by many charitable people in foreign

ountries, will be greatly appreciated in India; and I am confident that these funds, hich have been contributed by all classes, will be administered as a sacred trust by ll committees and individuals engaged in their distribution.

9. It was not to be expected that India could pass through a severe and far-reaching m ne without much suffering to her and some loss of life; but I am satisfied that, he whole, your Excellency's Government, and the many local authorities and local es engaged in the contest with famine, have been unquestionably successful, and I glad to assure you that the arduous and self-sacrificing labours of those on whom duty has fallen are fully appreciated in this country.

I have, &c.

G. HAMILTON.

FAMINE AND RELIEF OPERATIONS IN INDIA.

FURTHER PAPERS

REGARDING THE

FAMINE AND THE RELIEF OPERATIONS

IN

INDIA

DURING THE YEARS 1896-97.

No. IV.

(IN CONTINUATION OF [C. 8504].)

Presented to both Houses of Parliament by Command of Her Majesty.

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From Viceroy, 21*st May* 1897.

Famine. Showers throughout Bengal, where agricultural prospects good. Autumn crops sowings being actively prosecuted. In Burma fair rain has fallen; elsewhere there has been but little rain since the first. Meteorological forecast considers meteorological conditions are favourable to a normal monsoon, south-east trades being of normal strength. Numbers on relief increasing as expected. In Allahabad division 900,000 on relief; in Darbhanga and Champaran 340,000. Rice prices are rising in Bengal slightly, possibly through seed demand. Similarly autumn grains prices are rising in Punjab, while wheat and barley steady. Prices of staple grains are:—at Bellary 12 seers per rupee, Bijapur and Poona about 10, Mandla 8, Jubbulpore 10, throughout Bengal rice between 7 and 9, and in Behar maize 9½; in North-West Provinces and Oudh cold weather grains from 10 to 13; in Punjab wheat 13, barley 14. On relief:—Madras 299,000, Bombay 376,000, Bengal 782,000, North-West Provinces and Oudh 1,404,000, Punjab 89,000, Central Provinces 649,000, Burma 15,000, Berar 27,000, Hyderabad 27,000, Central India 17,700, Rajputana 23,000; total 3,869,000.

From Viceroy, 28*th May* 1897.

Famine. April death-rate in North-West Provinces and Oudh highest in Fatehpur 4·4, Banda 5·2, Allahabad 4·4, Mirzapur 4·8, Rae Bareli 5·2, Hardoi 5·2, Gonda 4·0, Sultanpur 4·6, Partabgarh 4·2. In Central Provinces, April death-rate highest in Saugor 5·6, Damoh 4·9, Jubbulpore 5·4, Mandla 4·2, Seoni 4·2, Balaghat 4·0, Raipur 4·1, Bilaspur 6·7, Narsinghpur 8·2. Cholera affected death-rate in all districts. Excluding cholera, death-rate in Saugor, Bilaspur, Narsinghpur is respectively 4·7, 5·7, 4·6. In Bombay, April death-rate highest in Satara 3·72, Sholapur 3·75, Belgaum 4·32, Bijapur 3·22; cholera prevalent in Dekkan. Bengal and Punjab death-rate normal. Madras not received.

From Viceroy, 28*th May*, 1897.

Famine. Good rain has fallen in Burma, Eastern Bengal, and Madras east coast; showers also in Bombay, and hot weather storms in North-West Provinces and Punjab. Reports show no change in the situation. Outturn of wheat crop in North-West Provinces has been distinctly good, and western districts are now exporting. Prices are generally stationary, slightly tending to rise in parts; in Madras, Hyderabad and Berar great millet ranges from 11 to 13 seers per rupee, in Bombay from 9 to 11; rice in Bengal from 7 to 9; maize and barley in Behar from 9 to 12; in North-West Provinces wheat, barley and peas from 9¾ to 13; in Punjab wheat averages 12, barley 13; in Central Provinces, at Balaghat rice and wheat are 7½, at Saugor wheat 8½, at Raipur wheat 9½, at Jubbulpore wheat 10. On relief:—Madras 355,000, Bombay 363,000, Bengal 821,000, North-West Provinces 1,454,000, Punjab 92,000, Central Provinces 687,000, Burma 17,000, Berar 32,000, Hyderabad 28,000, Central India 191,000, Rajputana 23,000; total 4,064,000.

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From Viceroy, 4th June 1897.

Famine. Good rain has fallen during past week in Bengal and Burma, and early rain* crops are doing well. Weather showery in Madras and Bombay Deccan, and in parts of North-West Provinces and Oudh and Punjab, enabling fields to be prepared for sowing. Monsoon not yet established in Ceylon or India, and arrival on western coast may be delayed till the middle of June. Meteorological final forecast issued. Conditions in India and in Indian seas alike considered favourable for normal monsoon. Prices unaltered since last week, and generally situation unaltered. On relief:—Madras 401,000, Bombay 350,000, Bengal 833,000, North-West Provinces and Oudh 1,545,000, including 60,000 relieved by Charitable Relief Fund, Punjab 96,000, Central Provinces 697,000, Burma 18,000, Berar 30,000, Hyderabad 40,000, Central India 128,000 (incomplete), Rajputana 21,000; total 4,161,000.

From Viceroy, 14th June 1897.

Famine monthly telegram. Relief figures for each province as follows:—Madras has in seven districts 142 relief works, with 335,713 workers and 15,528 dependents; also 23,755 weavers employed in weaving, and 70,909 on gratuitous relief; also eleven test works in four districts, with 3,256 workers; affected and distressed area 17,800 square miles, population 3,569,000. Bombay in nine districts has 128 small and large works, with 253,338 workers and 65,957 dependants, seven poor-houses with 593 inmates, on gratuitous relief 36,177; distressed area 42,700 square miles, population 6,744,000: also six test works, with 959 workers, 145 dependants; affected area 200 square miles, population 360,000. Bengal has 588 works, with 380,348 workers and 34,435 dependants, 69 poor-houses with 8,409 inmates, on gratuitous relief 386,619; distressed area 19,800 square miles, population 9,718,000: also 57 test works, with 8,293 workers and dependants and 14,016 on gratuitous relief; affected area 5,200 square miles, population 1,902,000. North-West Provinces and Oudh have in 18 districts 924 works, with 948,719 workers and 180,682 dependants, 82 poor-houses with 29,257 inmates, besides 317,144 on gratuitous relief; distressed area 35,400 square miles, population 15,712,000: also in 19 districts 104 test works, with 24,360 workers, and 41 poor-houses with 5,529 inmates, besides 58,676 on gratuitous relief; affected area 17,600 square miles, population 9,781,000. Punjab has in seven districts 237 works, with 69,280 workers and 14,630 dependants, 12 poor-houses with 1,338 inmates, besides 14,065 on gratuitous relief; distressed area 14,300 square miles, population 3,602,000. Central Provinces have in 18 districts 212 works with 487,370 workers and 87,327 dependants, 44 poor-houses with 25,660 inmates, besides 93,048 on gratuitous relief; distressed area 50,400 square miles, population 6,167,000. Burma has in two districts two works with 12,296 workers and 2,506 dependants, besides 1,295 on gratuitous relief; distressed area 4,900 square miles, population 527,000: also in one district one test work since closed, with 58 workers; affected area 200 square miles, population 16,000. Berar has 57 works with 27,497 workers and 6,953 dependants, besides 24 poor-houses with 255 inmates, besides 5,114 on gratuitous relief; distressed area 16,700 square miles, population 2,622,000. Including Native States, numbers on relief are 4,240,337 against 3,481,480 last month. The numbers demanding relief have continued to increase most rapidly in West Madras, Bengal, Central Provinces, and Central India, crops being off ground and agricultural operations temporarily suspended till rains. Relief is at once more necessary and more eagerly sought. Task and wage conditions have been in places made stricter for able-bodied labourers, or numbers might have been greater; in Bombay decrease in numbers due in part to this and partly to cholera. Gratuitous relief extended greatly in Madras, Bengal, Central Provinces, preventing wandering and great privations, though needing very close supervision and large establishment. Monsoon, after advancing feebly on Ceylon

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* *Sic*, query "grain."

and in Southern India, has made no progress, nor is immediate change probable. Delay is unfortunate, as owing to the great heat everywhere prevailing, and outbreak of cholera and small-pox, deficiency of fodder, pasture and water, relief operations are very arduous, telling alike on staff and on relief labourers. Condition of cattle deplorable in Dekkhan and South Punjab, and bad in parts of Central Provinces. Prices have risen slightly in month in Bengal, Central Provinces and in Southern India. Prices stationary in North-West Provinces and Oudh, but in parts of Punjab prices are slightly easier. Punjab is exporting to other provinces. Following are prices of staple grains:—Bellary 11½ seers per rupee, Poona 9⅓, Mandla 7½ seers per rupee, Saugor 8, Saran 11; barley, Dharbanga, 9; Indian corn, Shahabad, 8; rice, Delhi, 10½ seers per rupee. Wheat markets well supplied generally, but Government has had to import in Mandla and assist traders elsewhere with advances. Last month about eighty thousand tons Burma rice imported. Condition of people is fair in Madras except in parts of Ganjam; satisfactory in Bombay except in some hill tracts; good in Bengal, Burma, Punjab; good or fair in North-West Provinces and Oudh and Central Provinces; in latter province signs of distress, except in poor-houses are now infrequent. In all provinces classes on relief are mostly labourers and petty cultivators, but in worst districts higher classes and castes are noticed to be gathering to Relief Works. In all provinces Famine Fund is being actively distributed for purchase of seed and cattle, and with good general rainfall will restore many thousands to prosperity. Regarding Native States, Rajputana has had spring harvest, fair to good, and with prices easier, general situation improved. Affected and distressed area 4,300 square miles, population 1,668,000. In Central India spring harvest in parts very good. General situation improved in South Bundelkhund, but in North distress is increasing. No very material changes to report in Baghelkhand or Gwalior. Affected and distressed area 2,700 square miles, population 3,994,000. In Hyderabad distress not severe and will disappear with favourable rain.

From Viceroy, 16*th June* 1897.

Famine. Monsoon prospects have improved greatly during last two days. Continuous and heavy rain on west coast from Karwar southwards, extending inwards to Bijapur; very strong monsoon winds blowing, extending northwards. Monsoon winds also established in Bay of Bengal, giving moderate rain over south Bengal. Will keep you informed by telegraph.

From Viceroy, 18*th June* 1897.

Famine. South-west monsoon continues to give heavy rain in Mysore, Coorg, and west coast. Moderate to light rain has fallen in Bombay and Madras (Central) and Central Provinces, but deficient still. Also deficient in Berars, Rajputana, Central India. Cyclonic storm from Bay of Bengal has given good rain in Burma, Bengal (Deltaic and Central), Chota Nagpur, Behar, and northern districts North-West Provinces and Oudh. Local falls reported in South Punjab, in Bengal and Burma. Prospects good elsewhere. Preparations for sowing continue. No material change in prices. On relief:—Madras 465,000, Bombay 328,000, Bengal 831,000, North-West Provinces and Oudh 1,500,000 including 60,000 relieved by Fund, Punjab 105,000, Central Provinces 647,000, Burma 14,000, Berar 25,000, Hyderabad 28,000, Central India 205,000, Rajputana 25,000; total 4,174,000.

From Viceroy, 26*th June* 1897.

Famine. Ordinary monsoon conditions now prevail. There has been general rain throughout Burma, Deltaic and Central Bengal, and Behar, North-West Provinces; and heavy rain in Central Provinces. In Madras and Bombay Deccan

more rain is wanted in parts. In South Punjab only slight rain has fallen. In Bengal agricultural conditions quite satisfactory, and elsewhere cultivation now proceeding generally. Advance in prices in many places :—In Kurnool 11 seers, Bijapur 9½, Nasik 8¼, Saran, barley, Darbhanga, Indian corn, 9, rice 7½ ; North-West Provinces 9 to 12 ; Delhi, wheat, 10 ; Rohtak, barley, 12½ ; Bilaspur 9, Mandla 7¼, Balaghat 7. On relief :—Madras 504,000, Bombay 301,000, Bengal 842,000, North-West Provinces 1,367,000 (including 63,000 relieved by Fund), Punjab 98,000, Central Provinces 583,000, Burma 7,000, Berar 23,000, Hyderabad 17,000, Central India 160,000, Rajputana 25,000 ; total 3,929,000.

From Viceroy, 2nd July 1897.

Famine. Rainfall general and heavy in Bengal. General but irregular in North-West Provinces and Oudh. Little or no rain has fallen in other affected tracts during last few days. Rain mainly confined to Bengal, Assam, and Lower Burma, and hot westerly wind has reappeared in North-Western India. Large decrease in numbers on works due to agricultural operations for autumn harvest. Prices show a tendency to rise still further :—Bellary 11 seers per rupee, Bijapur, 8⅞, Sholapur 8⅕, Jubbulpore 8½, Raipur 8, Balaghat 7, Dharbangah Indian corn 9, Champaran Burma rice 8⅞, North-West Provinces and Oudh 9⅝ to 12, Delhi wheat 10. On relief :—Madras 559,000, Bombay 312,000, Bengal 740,000, North-West Provinces and Oudh 865,000, Punjab 93,000, Central Provinces 458,000, Burma 20,000, Berar 27,000, Hyderabad 18,000, Central India 162,000, Rajputana 24,000 ; total 3,279,000.

From Viceroy, 5th July 1897.

Famine. May death-rate highest in following North-West Provinces and Oudh districts :—Fatehpur 4·03, Rai Bareli 4·01, Hardoi 3·51. Highest in following Central Provinces districts :—Saugor 7·48, or excluding cholera 5·80, Damoh 6·31 or 5·29, Jubbulpore 6·31 or 5·29, Narsingpur 7·41 or 5·31, Hoshangabad 7·76 or 5·16, Mandla 7·17 or 5·11, Balaghat 6·56 or 5·55, Raipur 7·50 or 4·14, Bilaspur 6·79 or 5·03. Cholera prevalent in Central Provinces, and probably more of the deaths reported are due to it than are so recorded. Highest in following Bombay districts :—Satara 7·12, Sholapur 4·12, Belgaum 5·23, Bijapur 6·87. These high rates due chiefly to deaths from cholera. Punjab, Madras, and Bengal death-rates not abnormal.

From Viceroy, 11th July 1897.

Famine. Monthly telegram. Relief figures for each province as follows : Madras has in six districts 144 relief works, with 432,886 workers, and 18,224 dependants, also 32,171 weavers employed in weaving, and 136,714 on gratuitous relief. No report one district. Also one test work in one district with 110 workers. Affected and distressed area 21,600 square miles ; population 4,726,000. Bombay in nine districts has 88 small and large works, with 213,494 workers, and 56,906 dependants, 13 poor-houses with 1,278 inmates ; on gratuitous relief 45,565 ; distressed area 42,700 square miles, population 6,744,000. Bengal has 653 works, with 260,682 workers and 30,721 dependants, 55 poor-houses, with 10,016 inmates ; on gratuitous relief 403,961 ; distressed area 23,900 square miles, population 10,195,000. Also 11 test works, with 2,862 workers and dependants, and 38 on gratuitous relief ; affected area 700 square miles, population 572,000. North-West Provinces and Oudh have in 17 districts 375 works, with 340,593 workers and 62,336 dependants, 75 poor-houses with 32,299 inmates, besides 357,097 on gratuitous relief ; distressed area 33,900 square miles, population 15,013,000 : also in 19 districts 32 test works, with 12,166 workers, and 42 poor-houses with 7,463 inmates, besides 49,877 on

gratuitous relief; affected area 19,100 square miles, population 10,484,000. Punjab has in six districts 284 works, with 75,918 workers and 8,712 dependants, 12 poor-houses with 1,478 inmates, besides 11,404 on gratuitous relief; distressed area 13,700 square miles, population 3,447,000. Central Provinces have in 18 districts 177 works, with 269,894 workers and 43,041 dependants, 44 poor-houses with 30,931 inmates, besides 110,683 on gratuitous relief; distressed area 51,800 square miles, population 6,461,000. Burma has in two districts two works, with 18,300 workers and 3,949 dependants, besides 1,314 on gratuitous relief; distressed area 4,900 square miles, population 527,000. Berar has 31 works, with 16,393 workers and 3,076 dependants, 23 poor-houses with 3,201 inmates, besides 6,659 on gratuitous relief; affected area 12,800 square miles, population 2,156,000. Including Native States, numbers on relief are 3,303,968 against 4,240,337 last month. Up to 25th June, ordinary monsoon conditions appeared well established. Agricultural operations had generally commenced and numbers on relief were declining. West coast monsoon then died away, and, excepting scattered showers, weather throughout the country has been fine. Burma still receives good rain. Good rain is now falling again on west coast to the south of Bombay and in Mysore, and fair rain has fallen last three days throughout Central Provinces, and parts Bengal and North-West Provinces. Bombay, Deccan, and Madras still without rain. If there is renewed advance of the monsoon now, damage will not have been very great, but present situation serious in districts where sowings on large scale have been made. Elsewhere sowing operations suspended, and persons returning to relief works. Great scarcity of fodder felt in Bombay, Madras, Hyderabad, Berar, and parts of Central Provinces. Prices are rising, but not rapidly. In Madras, staple food grains are about 10 seers; Bombay between 7 and 9; Bengal 8 seers, rice and Indian corn 9; North-West Provinces 9 to 12 seers; Punjab 8 to 13; Central Provinces 7 to 9; Berar 8 to 10; Gwalior 9. Grain supplies sufficient generally for three months, except Betal, Bhandara, and other isolated tracts in Central Provinces and elsewhere. Condition of people is fair in Madras, good Bengal, also Bombay except in hilly tracts; good or fair North-West Provinces and Berar; good Punjab except in Hissar; generally fair in Central Provinces, but isolated cases of privation occur in Raipur and among immigrants from Native States. Condition of relief workers fair to good everywhere. In Central Provinces all classes are represented on relief works, as also in Hissar. Cultivators are in small proportion in Bombay. Petty cultivators are found on relief works in North-West Provinces and Bengal. General position still improving in Rajputana, and if good rain falls shortly there should be little more distress. Bhurtpore State can now be excluded from affected and distressed area, 4,200 square miles, population 1,104,000. No change of any importance Central India; affected and distressed area 2,700 square miles, population 4,070,000. Hyderabad same as before.

From Viceroy, 17th July 1897.

Famine. During past week good rain has fallen in Bengal, in most districts of Central Provinces and North-West Provinces and Oudh, and some districts of Punjab. Elsewhere in Rajputana, Sind, Gujerat, and Central India there has been general rain of varying amounts. In Bombay Deccan showers have fallen in parts, but more rain is wanted. Madras still practically rainless, also Hyderabad. Some rain in Berar, but more is wanted. Situation therefore much improved, and chief anxiety now confined to Bombay Deccan, and Hyderabad (South), and parts of Madras. Autumn harvest will be late, except in Burma and Bengal, and relief consequently protracted. No material change in prices. On relief:—Madras 720,000, Bombay 359,000, Bengal 695,000, North-West Provinces and Oudh 989,000, Punjab 86,000, Central Provinces 549,000, Burma 25,000, Berar 29,000, Hyderabad 14,000, Central India 102,000, Rajputana 24,000; total 3,592,000. The rapid rise in Madras is engaging our attention.

From Viceroy, 18th July 1897.

Famine. Lieutenant-Governor of North-West Provinces reports sufficient rain has fallen now over whole province.

From Viceroy, 23rd July 1897.

General rain in Bengal (Deltaic and Central) and Behar ; prospects good, except in north Darbhanga and Champaran, where rainfall insufficient. In North-West Provinces good rain has fallen from 15 inches downwards throughout provinces, and prospects now favourable. In Central Provinces, good rain from seven inches downward, and present prospects are favourable throughout province. In Punjab, good rain has fallen in some districts, but more rain is needed. Central India and Rajputana report good, and Berar moderate rain. In Madras (Central) showers now falling, but heavier rain is much wanted both in Madras and Bombay, also in south-west of Nizam's territory. Prices risen in Madras, Hyderabad ; falling Agra ; stationary elsewhere. On relief :— Madras 797,000, Bombay 385,000, Bengal 627,000, North-West Provinces 837,000 (including 64,000 relieved from Famine Fund), Punjab 60,000, Central Provinces 574,000, Burma 26,000, Berar 34,000, Hyderabad 13,000, Central India 93,000, Rajputana 16,000 ; total 3,462,000.

From Viceroy, 30th July 1897.

Famine. Light general rain during past week throughout Bengal and Central Provinces ; heavy rain throughout North-West Provinces ; good or fair rain has fallen throughout Burma, Punjab, Rajputana, Central India, Berar, Nizam's territory. In Madras (Central) good rain has fallen in Kurnool, and fair rain has fallen in Bellary and Cuddapah ; more rain is wanted in Anantapur ; normal elsewhere in Madras. In Bombay Deccan rain has fallen widely, but more rain is wanted in Bijapur and parts of other districts. Monsoon strengthening and prospects much improved everywhere. Prices 9 to 12 seers millet Madras, 7 to 9 millet Bombay, 6½ to 9 rice and wheat Central Provinces, 7 to 9 common rice, Bengal, 9 to 12 wheat and barley North-West Provinces, 10 to 13 wheat Punjab. On relief :—Madras 831,000, Bombay 404,000, Bengal 582,000, North-West Provinces 628,000 (including 66,000 relieved by Famine Fund), Punjab 37,000, Central Provinces, 572,000, Burma 31,000, Berar 29,000, Hyderabad, 14,000, Central India, 77,000, Rajputana 16,000 ; total 3,220,000.

From Viceroy, 2nd August 1897.

Famine. In North-West Provinces June mortality highest in Hamirpur 4·97, Jalaun 3·67, Fatehpur 3·61, Mirzapur 3·45, Jhansi 3·25. In Central Provinces June mortality greatly swollen by cholera, 21,000 deaths being so returned, and many others due to same cause. Highest mortality :—in Balaghat 11·7, or excluding cholera 6·92, Bilaspur 10·9 or 6·88, Mandla 10·5 or 6·91, Saugor 10·3 or 8·5, Raipur 9·05 or 5·73, Bhandara 7·02 or 5·2, Nimar 6·96 or 5·47, Seoni 6·86 or 4·93, Tiret 6·48 or 5·43, Damoh 6·39 or 4·53, Betul 6·3 or 4·01, Puron 6·15 or 4·43, Jubbulpore 5·71 or 5·06, Wardha 5·59 or 4·13, Nagpur 4·83 or 3·97. In Bombay, highest in Satara 5·81, Poona 5·72, Nasik 5·25, Belgaum 5, Bijapur 4·56. Excess due to cholera. In other provinces mortality not excessive.

CENTRAL PROVINCES.

No. 476-C., dated Camp Saugor, the 25th March 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to The Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of my No. C. 330 of the 9th instant, and in compliance with your No. $\frac{848}{84-22}$ F., dated the 19th idem (received yesterday), I am directed to submit a statement received from the Sanitary Commissioner, showing the mortality statistics of the Provinces for the month of January 1897. A brief explanation of abnormal mortality has been given, as desired in your letter, in the remarks column, and a column has been added showing the actual excess mortality, as compared with the normal figures entered in column 2.

2. It will be observed that the January death rate shows an increase in Jubbulpore, Narsinghpur, Seoni, Betul and Sambalpur, and a decrease elsewhere. But in this connection I am to point out that the normal figure for January is lower in every district (except in Burhanpur, where it is the same in both months) in January than in December.

3. As regards deaths from the effects of privation, either direct or indirect, the Chief Commissioner regrets that he is still unable to furnish reliable statistics, and he fears that this will also be the case as regards the February return, which he hopes to submit very shortly. The subject has, however, been discussed in the monthly returns (Famine statements A and B and the appended remarks) for January and February, which have already been submitted to the Government of India. Orders have now been issued for the collection and punctual submission of the information called for in your Circular No. $\frac{13}{84-2}$ F, of the 10th February, and in my letter above quoted it was stated that the Chief Commissioner hoped to be in a position to submit figures for March with some approach to completeness.

Statement showing the death rate for the month of January 1897 *and* 10 *previous years.*

	Districts.	Death rate per mile for the month of January 1897.	Average death rate per mile for 10 previous years.	Excess mortality (column 1 — column 2.)	Total deaths from starvation.	Remarks.
		1	2	3	4	
Jubbulpore Division.	Saugor	5·3	2·8	2·5	Information not available.	Much of the excess mortality during the month was among starving immigrants from outside the Provinces. This was especially the case in the Murwara Sub-division of the Jubbulpore District.
	Damoh	5·5	2·6	2·9		
	Jubbulpore ...	6·9	2·3	4·6		
	Murwara	10·6	2·0	8·6		
	Mandla	3·9	2·1	1·8		
	Seoni	5·3	2·0	3·3		
Nerbudda Division.	Narsinghpur ...	6·5	2·5	4·0		
	Hoshangabad ...	4·2	2·4	1·8		
	Nimar	4·2	2·9	1·3		
	Burhanpur	2·2	2·4	— ·2		
	Betul	3·6	2·5	1·1		
	Chhindwara ...	2·5	2·2	·3		
Nagpore Division.	Balaghat	4·9	2·0	2·0		
	Bhandara	3·5	2·1	1·4		
	Nagpur	2·2	2·3	— ·1		
	Wardha	2·1	2·5	— ·4		
	Chanda	2·0	2·4	— ·4		
Chhattisgarh Division.	Raipur	2·7	1·9	·8		
	Bilaspur	3·1	1·9	1·2		
	Sambalpur	2·3	1·9	·4		

REVENUE DEPARTMENT.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department, No. 1934, *dated Nagpur, the 8th April* 1897.

SIR,

In paragraph 25 of Mr. Priest's letter No. 849, dated the 12th February 1897, it was stated that the Chief Commissioner hoped shortly to be able to submit a forecast of the probable requirements of the Province in the matter of famine-relief during the coming official year. Any such estimate of requirements must obviously be based on the probable numbers of persons who will seek relief, and a preliminary attempt at such an estimate for the period between the 1st of February and the end of September was made in the letter of February referred to above.

It was on this estimate and on the figures furnished by Commissioners of Divisions that the amount of 58 lakhs of rupees (exclusive of famine loans) as representing the probable provincial expenditure on famine relief during 1897–98 was fixed and reported to the Finance Department in this office letter No. 1271, dated the 27th February 1897.

2. Since these calculations were made, the Chief Commissioner has visited Balaghat, Raipur and Bilaspur, and has found that the local officers in all three districts had considerably under-estimated the numbers who will probably need relief during the hot weather and monsoon months. Moreover the actual statistics of persons in receipt of relief during the latter half of February and the first half of March have shown that the diminution in numbers which was anticipated as likely to result from harvest labour and the opening of the forests will probably, in nearly all districts, be more than counterbalanced by the effect of the steady depletion of stocks, especially in the extensive rice tracts of Chhattisgarh, where the reaping of the rabi crops gives but slight relief to the great mass of the people. The Chief Commissioner also thinks it probable that the very fact that relief works have been opened on an extensive scale, and that large bodies of people have for some time been employed on them, will deter many persons from resorting to the forests to gather *mahua* in accordance with their usual practice at this time of the year. In the majority of cases whole families have settled on the works: they have arranged for sufficient shelter: an adequate supply of food is secured, and the regular labour is not found unduly arduous or irksome; and there is thus no sufficient motive to induce them to move off to the uncertain subsistence which the forests offer.

These considerations have made it necessary to recast, in several cases, the estimates of the numbers likely to need relief in each month of the ensuing year, which were furnished by Commissioners in reply to Mr. Priest's letter No. 5123, dated the 30th December 1896; and I am now to submit for the information of the Government of India a carefully revised statement showing the probable numbers, classified as relief workers and gratuitously relieved, for each month of the next year in all districts of the Province. The estimates have been framed on the assumption that the course of the next monsoon rains will be normal and that the outturn of the kharif crops will not be below the average. If these crops should again fail, the figures will of course need entire revision; but it does not seem advisable to provide for this contingency at present. It must, moreover, be carefully borne in mind that the figures given do not pretend to be more than approximations. So far, experience has only tended to strengthen the Chief Commissioner's previous conviction that accurate prediction in matters connected with famine is almost impossible; and all that he can urge in favour of the estimates now submitted is that they are based on previous actuals and that the fluctuations indicated from month to month are those which experienced local officers think, after careful consideration, to be most probable.

3. Considering first the grand totals for the Province for each month, it may be observed that in spite of harvesting operations, which have been in active progress during the last four weeks, numbers during this period have steadily risen from 326,000 to 379,000. This increase has been most marked in the rice country of Chhattisgarh, where stocks are rapidly running out, and in the Nerbudda Division, where there has been a large immigration of harvest labourers who, owing to the scanty rabi crops, have not found their usual employment and have been forced on to the Government works. In the Jubbulpore Division, on the other hand, there has been a decrease, while in Nagpur, owing chiefly to gradual exhaustion of stocks, numbers have gone up by 33 per cent. during the last four weeks.

So far, prices have fallen but slightly, any local fall resulting in immediate export, chiefly to the North-West Provinces, which again brings them back to their previous high level. Should the *rabi* harvest prove abundant in those Provinces and the Punjab, it is possible that a more extensive and permanent fall of prices may take place when it is reaped. The spring harvest is now nearly over in the Central Provinces, and the only further probable cause of decrease in numbers during April and May is the gathering of the *mahua* crop, which, in ordinary years, gives food to large numbers, and which in normal circumstances should at least check the increase which the growing depletion of stocks would otherwise cause. The outturn of this crop is however in most districts still somewhat uncertain; cold and cloudy weather has retarded flowering, and a full crop is in several districts not expected. Moreover, as has been pointed out above, the people have now become accustomed to relief works, and will probably be frequently unwilling to leave them, even for the easier subsistence which the forests might give them. The estimates of 458,000 for April and 525,000 for May, as against 380,000 at the time of writing, seem therefore not unreasonable. In June the advent of the monsoon will certainly induce some of the less needy, especially in the Nerbudda Division, to return to their homes, while, in the rice districts, large numbers will take to field work. In the Jubbulpore Division, however, where distress is acute, it is believed that numbers will increase in all districts except Seoni, where there are large rice areas, and where a considerable proportion of those now on the works are supposed to have a sufficient reserve stock to keep them in food from sowing time to harvest. The same is the case in Nagpur, the Division where it is certain that many of those who are now on the works have come there with the idea of supporting themselves without having to consume their little stocks which they will reserve until the rains begin, and they have to provide food for themselves while engaged in field work. In Chhattisgarh there will certainly be a large decrease in numbers in June, as all cultivators will be busy in their fields. It is indeed possible that the decrease of 22,000 which has been allowed on this account is, if anything, under the mark. The result of these various considerations is that the Provincial total for June is slightly less than the figure for May. In July, when agricultural operations are in full swing everywhere, numbers are expected to fall greatly in all districts, and the diminution of the Provincial total from 507,000 to 356,000 is not more than may reasonably be anticipated. In August the ripening of the maize and some of the early millets will cause a still further fall, and this will be accentuated in September. In October the early rice will give very general relief and will probably lower prices everywhere. The rabi sowings, which will be taken in hand during that month, will still further diminish the demand for Government relief. In November the remaining kharif crops will be reaped, and after December it is generally expected that, if these crops are normal, there will be little or no further necessity for direct famine-relief.

4. A careful comparison of the actual expenditure of the current year, which is now estimated to reach 29½ lakhs, with the number of persons relieved week by week, has shown that the method of calculation hitherto adopted, that is of taking Re. 1 as representing the cost of relieving 10 persons for one day, gives, with a very fair degree of accuracy, the total cost of famine-relief, including actual wages or doles paid, establishments, hutting, tools and plant and contingencies. Accepting this basis of calculation and multiplying the total number estimated to need relief in each month by 30, the total number of units (one person for one day) who are estimated to need relief during the next year comes

to 78,508,500 or say 78½ million, which would give an expenditure for next year of say 78½ lakhs of rupees divided as follows :—

Jubbulpore Division	...	39¾	lakhs
Nagpur ,,	...	9¼	,,
Nerbudda ,,	...	18	,,
Chhattisgarh ,,	...	11½	,,
		78½	,,

From this may be subtracted 10 lakhs of rupees which have been asked for for famine loans, works executed by the aid of which will *pro tanto* diminish the demand for direct Government relief. This leaves a sum of 68½ lakhs as the probable requirements of the Central Provinces up to end of December, after which date it is generally hoped that direct relief will not be needed. The Chief Commissioner is however inclined to think that in view of the succession of bad seasons through which the districts of the Jubbulpore Division have passed, it is not at all certain that the need for Government relief will wholly cease by the end of December. Poor-houses will probably have to be kept open even after that date, and some work will have to be provided for the surplus labourers whom the reduced agriculturists will be unable to employ. He thinks therefore that something should be provided to meet such cases in January, February and the early part of March 1898, and would add 3½ lakhs to the estimate to meet such expenditure. This will raise the Provincial estimate to 72 lakhs as against 58 lakhs estimated in February. This sum is, as already observed, exclusive of 10 lakhs which have been asked for for famine loans.

5. Mr. Lyall observes that, in accordance with the previous estimate, 68 lakhs (inclusive of famine loans) have been provided for famine-relief in the Central Provinces in the Budget for 1897-98. He does not think that it will be necessary to make any change in this provision at present, the data on which the forecast now offered is based being, as already observed, very uncertain. Should further expenditure prove to be necessary, it will have to be incurred independently of Budget provision ; and it will be time enough to add to the amount provided when experience has proved that such addition is necessary.

I have, etc.,

M. W. FOX-STRANGWAYS,

Offg. Chief Secretary.

No. 908-C., dated Pachmarhi, the 19th May 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In compliance with the request contained in your telegram No. 966, dated the 9th ultimo, and subsequent reminder No. 1196-F., dated the 5th instant, I am directed to forward herewith letter No. 386-C., dated the 16th March last, to be substituted for the letter bearing the same number and date, with a copy of the revised monthly Famine Statement A for the month of February 1897, and to express regret for the delay which was unavoidable.

To be substituted for the letter bearing the same number and date.

No. 386-C., dated Camp, the 16th March 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to submit, for the information of the Government of India, consolidated monthly Famine Statements A and B as prescribed by Section 16 IV—VII of the Central Provinces Famine Code for the month of February for all districts of the Central Provinces which are affected by scarcity.

A memorandum by the Commissioner of the Division summarizing the main facts in each of the affected districts is also forwarded for each division as well as copy of a letter from the Commissioner, Nerbudda Division, which accompanied the memorandum for his division.

Maps coloured to show the affected areas are also forwarded for each district.

2. With reference to these reports and statements, I am to observe that relief measures in the Jubbulpore and Nerbudda Divisions are, the Chief Commissioner believes, now fully organized, the arrangements made there being fully adequate to meet any probable development of distress. In these divisions it will be observed the harvest operations have caused a substantial decrease of the numbers coming on Government for relief. This decrease is, however, likely to be temporary only and much of the labour now engaged in harvesting will doubtless return to the relief works when the spring crops have been fully gathered in.

In the Nagpore Division there is, Mr. Lyall thinks, some cause for anxiety as regards the Balaghat District where distress has recently been developing very rapidly, and where the Deputy Commissioner has been in weak health and unable to control the arrangements for famine relief with the necessary energy and attention. The Chief Commissioner has, on these grounds, found it necessary to transfer this officer to a lighter charge and to replace him by an officer better fitted to stand the strain of responsibility for a heavy famine district.

The Chief Commissioner visited this district towards the end of February and the whole situation there is now under his careful consideration.

3. In the two districts of the Chhattisgarh Division which are affected by scarcity (Raipur and Bilaspur) distress is, as was to be expected in tracts so largely dependent on one crop (rice), developing very rapidly, now that the small out-turn of the autumn harvest has been consumed. The circumstances of each district have recently been very fully considered by the Chief Commissioner on the spot in consultation with the local officers and he trusts that the scheme of relief which has now been matured will prove adequate to meet any probable development of the situation there.

4. As regards details it will be observed that the number of deaths reported to be due to privation in Jubbulpore and Bilaspur was large. In the case of Jubbulpore, however, the number includes, as will be seen from the Commissioner's remarks, a large number of deaths of wanderers from Native States and from the North-Western Provinces. The Government of India are aware that the northern parts of this district have long been subject to the invasion of such famine stricken persons from outside and that the method of dealing with such immigration has been one of the chief difficulties of the situation there. According to the latest information received more energetic measures are now being taken in the Baghelkhand States for the relief of distress within their borders and the Chief Commissioner hopes that the difficulties caused by immigration will decrease.

5. In paragraph 2 of your letter No. $\frac{749}{}$ F., dated the 6th instant, a request was made that the result of the enquiry into starvation deaths in Bilaspur referred to in paragraph 6 of the memorandum by the Commissioner, Chhattisgarh Division, forwarded with my letter No. 975, dated the 17th February 1897, should be submitted to the Government of India with the reports for this month. The enquiry is, however, I am to say, not yet complete, but the Commissioner of the Division has been asked to have it completed both for that and the following month as soon as possible. As soon as it is received it will be forwarded to the Government of India. The Commissioner, Chhattisgarh Division, has also been instructed to arrange for a more precise record of starvation deaths in the Raipur district.

Monthly Famine Statement A for the four weeks ending Saturday evening the 27th February 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4	Numbers on relief works on last day of month.					Number on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.			Monthly death-rate per mille per annum.	Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Wheat.	Rice.	Juari.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
	Sq. miles.		Sq. miles.												
Jubbulpore	3,948	748	2,853	498	976	9,177	...	44,410	54,563	24,518	10½	10	...	114	631
Saugor	4,007	592	4,007	591	97	6,781	...	17,018	23,896	13,673	8	7	...	59	...
Damoh	2,831	325	2,000	200	567	3,221	...	10,783	14,571	7,164	8	8	...	52	9
Mandla...	5,056	339	5,056	339	...	...	...	20,300	20,300	6,004	8	8½	...	85	8
Seoni	3,198	371	1,766	200	88	4,127	69	2,212	6,496	2,024	10½	9½	11	52	30
Total Jubbulpore Division	19,040	2,375	15,682	1,828	1,728	23,306	69	94,723	119,826	53,383					678
Nagpur	3,832	758	524	243	18	923	...	337	1,278	1,228	9⅜	9⅜	11½	21·98	24
Bhandara	3,968	742	2,350	430	...	7,135	...	7,959	15,094	4,241	10	10	12½	41·70	21
Balaghat	3,164	383	1,500	230	130	5,757	...	4,461	10,348	4,466	8	8	...	57·36	33
Chanda	10,749	697	2,052	104	32	965	...	1,693	2,690	392	8¾	9 15/16	11⅜	26·76	2
Total Nagpur Division ...	21,713	2,580	6,426	1,007	180	14,780	...	14,450	29,410	10,327					80
Hoshangabad	4,594	530	3,794	361	...	18,830	...	1,379	20,209	6,381	9½	...	11½	33·2	2
Narsinghpur	1,916	367	1,916	367	61	8,729	...	5,191	13,981	6,457	9	...	11	78	42
Nimar	3,928	285	3,928	285	...	159	...	33	192	518	8½	8	10¼	34·92	7
Chhindwara	4,630	407	2,549	164	...	6,954	...	137	7,091	2,812	9⅞	...	10¼	25·08	25
Betul	3,824	323	2,868	149	...	12,037	...	2,063	14,100	2,500	9	...	10	42	42
Total Nerbudda Division ...	18,892	1,912	15,055	1,326	61	46,709	...	8,803	55,573	18,668					118
Raipur	11,724	1,584	4,027	710	...	3,001	...	13,856	16,857	4,852	10	10	...	24·16	31
Bilaspur	8,341	1,164	8,341	1,164	...	11,056	...	956	12,012	6,019	10½	9	...	33·45	224
Total Chhattisgarh Division	20,065	2,748	12,368	1,874	...	14,057	...	14,812	28,869	10,871					255
Grand Total ...	79,710	9,615	49,531	6,035	1,969	98,852	69	132,788	233,678	93,249					1,131

FOOT-NOTE (1).—8,101 persons employed on small works started from private funds in the Bhandara District.
15,955 persons employed on Malguzari Tank works in the Balaghat District.
20,328 employed on local works started by the Deputy Commissioner and by Malguzars with the help of famine loans in the Raipur District.

No. 638-C., dated Pachmarhi, the 15th April 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of my letter No. 476-C., dated the 25th March 1897, I am directed to submit a statement, received from the Sanitary Commissioner, showing the mortality statistics of the Central Provinces for the month of February 1897. The delay which has occurred in the submission of this statement, and which the Chief Commissioner regrets, has been partly due to the necessity for scrutinising some of the very high figures reported.

2. The Murwara registering circle (the Murwara tahsil of the Jubbulpore District) again shows by far the highest death-rate, the excess over the normal being 140, and over last month's figure 5·9. Mandla also, and the remainder of the Jubbulpore District, show large excesses over the normal figure, though in the case of Jubbulpore there has been no increase over the rate reported for January. Seoni, Balaghat, Saugor and Damoh all show high rates, though in all four the rates are below those of January. In all these latter districts, however, the distress is, it is well known, acute, and the rates are not higher than might be expected under the circumstances. As regards the first three, I am to say that in Mandla no less that 363 deaths occurred from cholera, and that if these be deducted the death-rate falls to 54 per mille. In this district, one of the most severely distressed in the Provinces, the administration of relief is, owing to the large area to be dealt with, the imperfect means of communication, the scattered population, and the shy and suspicious character of the aboriginal tribes, particularly difficult.

3. There remain the two registering circles forming the Jubbulpore District. In these also cholera has been present, but not to an extent that would appreciably affect the figures. The Chief Commissioner is not at present in a position to assign any special reason for the very high mortality in this district beyond the fact that the distress there is undoubtedly more intense than in any other part of the Provinces. But I am to submit, for the information of the Government of India, copy of my letter No. 581-C., dated the 9th April 1897, from which it will be seen that a special enquiry, as suggested in your letter No. 904—26-11-F., dated the 24th March 1897, has been ordered. I am further to say that the Murwara tahsil has recently been visited by the Commissioner and the scheme of relief operations thoroughly revised with a view to reach every part of the area, and that Mr. Lyall hopes to visit it himself before the end of the current month.

No. 581-C., dated the 9th April 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Commissioner, Jubbulpore Division.

With reference to paragraph 6 of Mr. Anderson's summary of the district reports accompanying the monthly Famine statements A and B for the Jubbulpore Division for February last, in which he deals with the mortality of each district in January as a whole, and the deaths specially ascribed to privation in particular, I am directed to forward an extract (paragraph 3) from a letter No. 904—26-11-F., dated the 24th March 1897, from the Government of India, in the Revenue and Agricultural Department, in which they ask that some further enquiry should be made into the high death-rate prevailing in the Jubbulpore District in January.

2. The recent instructions (conveyed in Mr. Priest's circular No. 1400, dated the 4th March, subsequently revised and supplemented on the 31st March) regarding the return of mortality in distressed districts will have supplied full information for each reporting circle for the month of March; but the Chief Commissioner thinks that the enquiry now ordered should include, not only the month of January, but also that of February as well. The enquiry should be made in communication with the Sanitary Commissioner. The returns of each circle should be examined, and the deaths for each classified by clauses as in the usual monthly statements; but in addition to the details thus given, those regarding deaths in poor-houses aud those ascribed to want of food, as set forth in paragraph 4 of circular No. 1400, should be reported.

3. It will, the Chief Commissioner hopes, be found possible to distinguish deaths of wanderers from those of the resident station house population; and in the case of deaths in poor-houses to distinguish (*a*) immigrants from Native States, (*b*) immigrants from the North-Western Provinces, and (*c*) immigrants from other Central Provinces districts from deaths of residents of the district. These details should all be ascertainable from the poor-house registers. Whether in the case of relief centres this information can be given the Chief Commissioner does not know; but if it can it should be. Any additional temporary establishment that may be needed for the purpose of abstracting and compiling this information may be entertained as you may find necessary.

4. The results of the enquiry should be laid before the Sanitary Commissioner who will favour the Chief Commissioner with any observations upon them resulting from his examination, as desired by the Goverment of India. I am to request that the matter may be taken in hand as soon as possible.

Statement showing the death-rate for the month of February and ten previous years.

District.		Death-rate per mille for the month of February 1897.	Average death-rate per mille for ten previous years.	Excess over normal.	Total deaths from starvation.	Remarks.
Jubbulpore Division	Saugor ...	4·9	2·7	2·2	Complete and reliable information not available. Steps have been taken to obtain these statistics in future.	
	Damoh ...	4·3	2·5	1·8		
	Jubbulpore ...	6·9	2·1	4·8		
	Murwara ...	16·5	2·5	14·0		
	Mandla ...	7·1	2·0	5·1		
	Seoni... ...	4·4	1·9	2·5		
Nerbudda Division ...	Narsinghpore.	4·0	2·3	1·7		
	Hoshangabad.	3·2	2·7	·5		
	Nimar ...	3·3	2·7	·6		
	Barhanpore ...	2·0	2·2	—·2		
	Betul... ...	3·5	2·5	1·		
	Chhindwara...	2·1	2·2	—·1		
Nagpur Division ...	Balaghat ...	4·8	1·7	3·1		
	Bhandara ...	2·6	1·7	·9		
	Nagpur ...	1·8	2·1	—·3		
	Wardha ...	1·7	2·5	—·8		
	Chanda ...	1·7	2·0	—·3		
Chhattisgarh Division	Raipur ...	2·2	1·8	·4		
	Bilaspur ...	3·9	1·7	2·2		
	Sambalpur ...	1·9	2·1	—·2		

From M. W. Fox-Strangeways, I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to The Secretary to the Government of India, Revenue and Agricultural Department, dated Pachmarhi, April 1897.

I am directed to submit, for the information of the Government of India, consolidated monthly statements (for March) A and B, as prescribed by section 16—IV-VII of the Central Provinces Famine Code. Figures are given for all districts affected by scarcity, that is, for all except Wardha and Sambalpur.

Memoranda by the Commissioners of Divisions, letters from the Deputy Commissioners of Betul and Chhindwara, received subsequently to the date of the Nerbudda Division memorandum, and maps coloured to show the affected districts and the localities of relief works and poor-houses in each district, are also forwarded.

2. There has been a great increase during the month in the numbers both on works and on gratuitous relief. The rabi harvest although fairly good in most districts, and even excellent in one or two, was yet, owing to the very restricted,

area sown, so small in amount as to afford but little help in the way of employing labour. The mohwa crop, again, has been very late in maturing, and, partly for this reason, and partly for the reason given by the Commissioner of Jubbulpore in his remarks on the lucrative nature, especially to families, of relief work employment, the number of those who left our works in order to pick up a living in the forests was smaller than had been anticipated. There were during the month, in most districts, sudden reductions in the numbers due to the Holi-festival, but these were invariably followed after a very short interval by a return to the former figures.

3. Another result of the short rabi harvest was the very slight effect produced on prices by the marketing of the new crop. Large quantities of wheat were exported especially from the Jubbulpore Division, and no sooner did a tendency to a fall in price appear in any district than it was immediately corrected by export to the North-Western Provinces.

4. The condition of the affected districts has thus been very little improved during the month, and it is therefore a matter for congratulation that the mortality statistics, so far as they are yet available for March, show a decided improvement. This is especially the case in the Jubbulpore District, the blackest spot, as regards the intensity of distress, in the Provinces. The figures now reported lead the Chief Commissioner to hope that the enquiry now being made in this district will show that the very large number of deaths reported as due to privation in February may need some correction. The figures for Mandla and Balaghat, however, show a serious increase. A good deal of this is due in Mandla to cholera, which began in February and continued through the greater part of March. In Balaghat also if the cholera deaths are eliminated the death rate falls from 66 to 60 per mille per annum.

5. Statement B shows that sufficient work is now provided in every district for the numbers likely to apply for it. In this connection I am to say that the programme for nearly every district has recently been revised and enlarged, and that this revision will, it is hoped, be complete for the Provinces by the end of the current month.

6. The Chief Commissioner believes that the organization of relief is now complete in every district. Much has been done during the past month towards systematizing operations and perfecting order and discipline. The system of village to village relief has been very largely extended, and the poor-house population has, wherever possible, been reduced by drafting back to their villages persons who are suitable objects of relief under Section 34 of the Central Provinces Famine Code.

7. The district and divisional reports show that food stocks are everywhere at present sufficient, and that no anxiety about their continued sufficiency is felt in any district except Mandla and Balaghat. The Commissioner of the Jubbulpore Division has been studying the question on the spot in Mandla, and the Chief Commissioner awaits his proposals, which will probably be found equally applicable to the district of Balaghat, which is very similarly situated. As at present advised Mr. Lyall does not think that there is reason to apprehend that private trade will prove unequal to the crisis.

8. It will be observed from the divisional reports that the Indian Famine Charitable Relief Fund has started operations in all divisions, and that in some districts, notably Jubbulpore and Saugor, good progress has been made. The administration of this fund, and the provision of seed grain by means of takavi advances are the two subjects which are now mainly occupying the special attention of the district officers.

9. As regards general prospects Mr. Lyall fears that now that the slight immediate effect of the harvest has passed off no great change, either in the severity of the distress or in the numbers on relief, can be looked for till the breaking of the rains. The reports show, indeed, that a certain number of cultivators are taking advantage of the relief works who are not driven to them by distress, and many of these may be expected to leave during May, when field work will begin. With a view to ascertaining what diminution may be expected from this cause orders have lately been issued for the taking of a census of cultivators on works. This census was to have been taken on the 15th instant; the results are not yet to hand.

Monthly Famine Statement A. for the 4 weeks ending Saturday evening the 27th March 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Numbers on Relief Works on last day of month.					Number on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.			Monthly death-rate.	Deaths due directly or indirectly to privation.
					Class A.	Class B.	Class C.	Class D.	Total.		...	...	...		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Jubbulpore Division.															
Jubbulpore	3,948	748	2,853	498	161	11,938	...	54,469	66,568	31,767	9	...	11	84	152
Saugor	4,007	592	4,007	590	247	7,035	...	31,245	38,527	14,260	5⅝	10	...	Not reported.	...
Damoh	2,831	325	2,000	200	831	4,117	...	17,805	22,753	10,892	8	...	7½	41	14
Mandla	5,056	339	5,056	339	1	465	...	18,303	18,769	5,607	8	...	9	79	2
Seoni	3,198	371	1,766	200	194	3,748	...	2,995	6,937	1,738	9	11	11	53	17
Total ...	19,040	2,375	15,682	1,828	1,434	27,303	...	124,817	153,554	64,264	...	...	...	...	185
Nagpur Division.															
Nagpur	3,332	758	524	243	29	1,596	...	2,473	4,098	1,897	9⅜	10 5/16	9⅜	...	23
Bhandara	3,968	742	2,350	430	171	6,422	...	4,170	(a) 10,763	3,972	9½	11¼	9½	...	...
Balaghat	3,164	383	1,500	230	352	4,401	...	14,307	(b) 19,060	9,705	8	...	...	66·4	48
Chanda	10,749	697	2,052	104	1	111	...	415	527	...	6⅞	11⅛	8 7/16	...	...
Total ...	21,713	2,580	6,426	1,007	553	12,530	...	21,365	34,448	15,474	...	...	...	...	...
Nerbudda Division.															
Hoshangabad	4,024	499	3,794	361	1,913	39,912	...	4,431	46,256	11,140	...	9 7/16	...	33·7	85
Narsinghpur	1,916	367	1,916	367	478	20,365	...	15,197	36,040	10,625	...	11	...	...	...
Nimar	3,928	285	3,928	285	5	68	...	5	78	314	7	9	...	...	...
Chhindwara	4,630	407	2,549	164	205	7,533	...	476	8,214	3,234	..	10 5/16	9½	...	...
Betul	3,824	322	2,868	149	159	6,497	...	1,992	8,648	2,385	...	...	9	...	...
Total ...	18,892	1,912	15,055	1,326	2,760	74,375	...	22,101	99,236	27,698	...	...	...	...	...
Chhattisgarh Division.															
Raipur	11,724	1,584	427	710	...	8,613	...	30,600	39,213	15,507	9	...	10	...	...
									(c) 5,063	...					
Bilaspur	8,341	1,164	8,341	1,164	274	14,480	...	2,130	16,884	7,932	9	...	10	...	...
Total ...	20,065	2,748	8,768	1,874	274	23,093	...	32,730	61,160	23,439	...	...	...	...	...
Grand Total ...	79,710	9,615	45,931	6,035	5,021	137,301	...	201,013	348,398	130,875	...	...	...	...	...

Children and dependants who do not work should be shown in column 11 under "gratuitous relief": if they do any work, they should be entered under class D (column 9).

N. B.—Columns 15 and 16—Any observations that it may be necessary to make respecting the extent to which increase in mortality is due indirectly or directly to famine should be included in the "Remarks" page appended to Statement A—*vide* overleaf.

If particulars to fill columns 15 and 16 cannot conveniently be submitted for the month under report in the first half of the month following, then these columns should be left blank and a separate mortality statement referring to the month previous to that dealt with in Statement A should be submitted.

This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

(*a*) Besides these there were 11,360 persons on small private works.

(*b*) " " 14,980 " malguzari works.

(*c*) Works under Civil Agency.

M. W. FOX-STRANGWAYS, *Officiating Chief Secretary.*

Monthly Famine Statement B. for the 4 weeks ending Saturday the 27th March 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works, (*i.e.*, average daily number for three months).			Number for whom relief can be provided by works remaining on programme on date of report (*i.e.*, average daily number for three months) (*a*).		Expenditure since April 1st 1896. (*b*)			Advances since April 1st up to end month under. (*c*)			Revenue suspended.
		Date of last programme.	On large works, (P. W. D. Schedule A).	Others.	On large works, (P. W. D. Schedule A).	Others.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
JUBBULPORE DIVISION.													
Jubbulpore	116,000	9-4-97	127,556	...	68,375	90,000	21-3-97	437	72	4	60	74	352
Saugor	40,000	9-4-97	129,000	...	75,749	10,000	21-3-97	171	45	1	30	8	114
Damoh	25,000	9-4-97	91,511	...	76,023	...	21-3-97	109	24	...	...	95	284
													(remitted)
Mandla	40,000	9-4-97	135,556	...	108,221	4,000	21-3-97	145	6	...	11	22	33
Seoni	13,000	9-4-97	98,222	...	89,075	5,000	21-3-97	35	5	9	8	21	46
Total ...	234,000	...	581,845	...	417,443	109,000	...	897	152	14	109	220	829
NAGPUR DIVISION.													
Nagpur	75,000	22-11-96	51,444	...	46,790	...	27-3-97	33	12	43	...	...	...
Bhandara	20,500	5-2-97	46,111	8,000	21,099	15,000	27-3-97	95	5	21	89	...	75
Balaghat	25,000	28-1-97	48,768	8,000	28,611	4,000	31-3-97	81	18	17	92	...	98
Chanda	69,000	28-1-97	47,262	...	45,756	...	27-3-97	12	...	48	...	...	...
Total ...	189,500	...	193,585	16,000	142,256	19,000	...	221	35	129	181	...	173
NERBUDDA DIVISION.													
Hoshangabad	50,000	9-4-97	162,224	2,400	103,245	2,400	27-3-97	250	8	5	...	...	66
Narsinghpur	40,000	9-4-97	153,984	...	114,613	...	27-3-97	133	18	2	5	27	8
Nimar	28,000	9-4-97	77,171	...	76,273	...	27-3-97	5	2	2¾	...	3	3
													(remitted)
Chindwara	14,000	9-4-97	128,327	2,376	121,754	1,500	27-3-97	15½	4	...	7½	10	Not reported.
Betul	25,000	9-4-97	122,067	...	100,126	...	27-3-97	76½	6	2	1¼	8	10
Total ...	157,000	...	643,773	4,776	516,011	3,900	...	480	38	11¾	13¾	48	87
CHHATTISGARH DIVISION.													
Raipur	50,000	4-12-96	146,228	11,755	110,920	11,755	27-3-97	103	18	25	111	146	114
Bilaspur	25,000	12-2-97	56,493	23,750	42,856	18,775	27-3-97	62	...	3	60	15	50
Total ...	75,000	...	202,781	35,505	152,876	30,530	...	165	18	28	171	161	164
GRAND TOTAL ...	655,500	...	1,621,984	56,281	1,228,586	162,430	...	1,763	243	182¾	474¾	429	1,253

(*a*) Some relief works will have been more or less exhausted since the last programme, and others will have been provided for entry in the next programme. The net result should be shown in columns 6 and 7.
(*b*) The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.
(*c*) The total expenditure incurred and the advances made during the financial year previous to that to which the report and statements under submission belong should be stated in a foot-note.
This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

M. W. FOX-STRANGWAYS, *Officiating Chief Secretary.*

Supplementary statement showing mortality statistics for February 1897 for the districts in the Central Provinces in which the figures for March are not available.

No.	District.	Monthly death-rate for February 1897 per mile per annum.	No. of deaths due to starvation.	Remarks.
	Jubbulpore Division.			
1	Saugor	59		
	Nagpur Division.			
1	Nagpur	21·98	Figures for March given.	
2	Bhandara	41·70	21	
3	Chanda	26·76	2	
	Nerbudda Division.			
1	Narsinghpur	78·0	396	
2	Nimar	34·92	7	
3	Chhindwara	25·08	25	
4	Betul	42·0	42	
	Chhattisgarh Division.			
1	Raipur	24·16	31	
2	Bilaspur	33·45	681	

Summary of District Reports to accompany monthly Famine Statements A and B for March 1897 as given by Commissioners.

Jubbulpore Division.

Private relief.—The main feature of the month has been the gradual organization of local private relief as part of the scheme of the Indian Charitable Relief Fund. In Jubbulpore, a grant of Rs. 10,000 was made during the month from the Central Fund in addition to Rs. 2,592 raised locally. The District Committee held several meetings during the month, and the following scheme of relief was approved of.

(*A*) *Clothing and comforts for the aged and infirm.*—Each officer in charge on the large relief works has been given an advance of Rs. 50 for clothing and extra food for the old and weakly, and an extra morning meal of rice and gur has been provided in all poor-houses and for the infirm at relief centres. To the destitute residents of villages clothing is being given, and a milk diet is being provided for emaciated or weakly village children on the gratuitous relief lists. Advances have been given to the District Superintendent of Police and Forest Officers to enable them to relieve, in the above ways, any distress they may meet with.

(*B*) *Maintenance of orphans.*—An allowance of Rs. 2 each per mensem has been made by the District Committee for all orphans in the mission, and other philanthropic orphanages, Rs. 830 were spent in this way during the month.

(*C*) *Relief of the respectable poor.*—Rs. 1,800 were spent under this head during the month in Jubbulpore, Sehora and Murwara, and an advance of Rs. 200 was given to Lady Superintendent of the Church of England Zenana Mission, for distribution among poor *pardahnashin* women.

(*D*) *Relief of the agricultural classes.*—An estimate amounting to Rs. 3,75,000 was submitted as the probable requirements for cattle and seed and subsistence grain for destitute cultivators. Careful lists of those cultivators who will need such help are being prepared, and it is intended to distribute the money before the rains break.

The Deputy Commissioner states that the people evince great gratitude for what is being done for them with the aid of the Charitable Fund.

In Saugor, somewhat less progress has been made in the organization of this branch of relief. A Committee has, however, been formed and two meetings were held during the month. Estimates of requirements under the four main heads of relief were framed and submitted to the Central Committee, Rs. 3,10,000 being calculated to be necessary for providing destitute cultivators with cattle and seed grain. Careful lists are now being prepared of the persons to whom this relief will be given. A further sum of Rs. 1,147 was subscribed locally during the month. Rs. 8,000 were received from the Central Committee and Rs. 508 were spent.

A large number of orphans have been taken charge of by the Roman Catholic and Swedish Missions.

In Damoh and Seoni, subscriptions were collected and District Committees have been formed. Estimates of the requirements for cattle and grain Rs. 3,00,000 in Damoh, and Rs. 15,000 in Seoni, were drawn up and submitted, and lists of destitute cultivators are also being prepared by local officers. In Mandla the local Famine Funds which were previously being administered by a separate Committee have been merged in the general fund and the former Committee, with the addition of two more members, has become the District Committee of that Fund. Estimates of the requirements under the four main heads of charitable relief have been framed; funds have been allotted for the provision of clothing to the destitute on relief works, the respectable poor in towns are being fed, and arrangements are being made for the timely purchase of kodo and kutki seed, of which local stocks are scanty. Detailed lists are being prepared of cultivators to whom money for cattle and grain is to be given; the district estimate under the head being Rs. 1,87,500. The Church Mission Society employed 609 persons on light labor and fed 134 persons in their poor-houses. A small poor-house was opened by Malguzars in the Dindori Tahsil and 8 people were fed there.

From this summary it will be seen that the greatest degree of progress in the organization of charitable relief has been made in Jubbulpore and Mandla. Saugor comes next, while in Seoni and Damoh much remains to be done.

Government poor-houses.—The following is a comparative statement of the number of poor-houses in the division and of the number of inmates on the last Saturday of February and March respectively:—

District.	No. of poor-houses.		No. of inmates.		+ or —
	February.	March.	February.	March.	
Jubbulpore	5	5	2,470	2,241	—229
Saugor	5	5	3,781	3,373	—408
Damoh	4	4	1,269	1,146	—123
Mandla	2	2	404	499	+ 95
Seoni	2	2	621	558	—63
	18	18	8,545	7,817	—728

Numbers have decreased everywhere except in Mandla, the decrease being due to the fact that persons who were merely temporarily incapacitated are being

gradually sent to work, or to their homes, and also, to the more complete organization of village relief which allows of people being fed in their own homes instead of being sent to poor-houses. In Mandla, however, there are numbers of Aborigines who have no homes to go to or whose villages have been deserted except by the weakly and aged. For such persons the poor-house is the best refuge, and the Deputy Commissioner expects a still further increase in future months.

I inspected the poor-houses at Jubbulpore, Murwara and Mandla and found that great care was being taken in doing all that was possible for the health and welfare of the paupers. Orphanages are also now being organized in all Head-Quarters, poor-houses and the question of providing the orphans with suitable occupation is being carefully considered.

It may be noticed that in a census which was taken in the Saugor poor-houses it was found that 819 or nearly 25 per cent. of the total population came from Native States or other Provinces. Steps are being taken to return to their homes, those who come from Native States.

3. *Village relief.*—(*a*) Relief centres.

The following table compares the number of relief centres open at the end of February and March respectively and shows the relief afforded :—

Districts.	No. of centres.		Relieved gratuitously.		At work at centres.		Total.		+ or —
	February.	March.	February.	March.	February.	March.	February.	March.	
Jubbulpore ...	19	17	2,919	1,931	16,610	11,965	19,529	13,896	—5,633
Saugor ...	8	3	504	105	90	15	594	120	—474
Damoh ...	...	...	...	...	...	...	...	...	...
Mandla ...	17	17	653	901	3,283	3,233	3,936	4,134	+198
Seoni	8	9	340	161	1,042	681	1,382	842	—540
	52	46	4,416	3,098	21,025	15,894	25,441	18,992	—6,449

Here also, the more effective organization of village relief combined with an adequate provision of work for all who need it has led to a considerable reduction in numbers everywhere except in Mandla.

In that district the area to be dealt with is so large ; parts of it are so inaccessible, and the population is so averse to leaving their homes, that relief centres must probably remain as a permanent feature in a complete scheme of famine relief. In Saugor all centres except three had been closed before the end of the month, and the remaining three have been closed since. In Seoni numbers are greatly diminishing and it will shortly be possible to close several centres, while in Jubbulpore the more effective distribution of relief works which has now been arranged for will probably also make it possible to close some of the existing centres.

(*b*) *Relief of people in their homes.*— Village relief has now been organized with a fair degree of completeness in all districts, Seoni being the most backward. The number of people entered on the 27th March as being in receipt of this class of relief was as follows :—

Jubbulpore	17,849
Saugor	7,010
Damoh	6,000
Seoni	995
Mandla	670

Numbers have considerably increased in Jubbulpore and Saugor. In Jubbulpore it was found by Famine Circle officers in the Murwara Tahsil that people in the west and east of that Tahsil, where no large works had been provided, refused to leave their homes, and were in such a reduced state that the only possible course was to bring them on the registers of village relief. Many of them will, it is hoped, soon recover their strength and, as ample works have now been provided for these tracts it is anticipated that the numbers gratuitously relieved may again diminish. In Saugor and Damoh the increase is ascribed partly to the return of old or crippled people from harvest work, and partly to such people who were wandering about the district returning to their homes on hearing that relief would be provided for them there. The question of the punctual and effective distribution of this class of relief has had the careful consideration of Deputy Commissioners and satisfactory rules have been framed and adopted.

(4) *General character of relief works.*

(*a*) *Public Works Department relief works.*

The numbers of persons on these works at the end of February and March respectively are shown below :—

District.	Works.		Dependants.		Total.		+ or —
	February.	March.	February.	March.	February.	March.	
Jubbulpore	22,793	40,517	5,162	8,247	27,955	48,764	+20,809
Saugor	23,706	29,273	3,643	2,765	27,349	32,038	+4,689
Damoh	6,076	11,267	1,314	2,054	7,390	13,321	+5,931
Mandla	15,949	14,236	4,574	3,792	20,523	18,028	—2,495
Seoni	4,284	4,761	1,059	1,013	5,343	5,774	+431
	72,808	100,054	15,752	17,871	88,560	117,925	+29,365

In Jubbulpore the number and distribution of charges remained unchanged until the close of the month when facts brought to notice by Famine Circle Officers made it necessary to consider possible improvements in the distribution of work in the Sehora and Murwara Tahsils. A redistribution was effected which, without changing the number of the charges, will result in more useful work being done and will provide adequate relief for the distressed tracts in the west and east of the Murwara Tahsil and the south-east of Sehora. In Saugor one charge was added during the month and the present arrangements are reported to be fully adequate for the needs of the district. In Damoh, Seoni and Mandla there was no change in the number or distribution of the charges.

The organization of these works is reported to be most effective in Saugor and in the Murwara Tahsil of Jubbulpore. It is also improving steadily in Seoni. In Mandla, recent inspection leads me to think that much more frequent and rigid supervision is necessary. This has now been arranged for. The chief defect is the failure to exact sufficient tasks, and it is only by constant and repeated inspection that this defect can be remedied. The Deputy Commissioner of Jubbulpore (Mr. Robertson) has been very active in inspecting Public Works Department works and his efforts have already had a good effect.

It will be noticed that numbers have increased in all districts except Mandla, the increase in Jubbulpore, Saugor and Damoh being considerable. This is mainly due to the completion of harvesting operations and Deputy Commissioners consider that there will be no diminution until the rains. It was originally supposed that the ripening of the mohwa flower would greatly lessen the population on famine works, but, so far, this has not drawn off any considerable

numbers. It is true that the crop is, this year, very late ; but it also appears probable that, now that the people have become accustomed to the works where, especially in the case of families, the wage is more than sufficient for sustenance, they will not willingly leave them even for the attraction of an idle life in the forests. I have recently examined large numbers of people on the large works in Jubbulpore and Mandla and have found that in the majority of cases they have been steadily on the works for months, the large families earning 8, 9 and even up to 12 annas a day and in several cases managing to save something out of their daily wage. I consider therefore that we may look for a steady if gradual increase on these works until the rains break.

(*b*) *Local works under District Officers.*—The numbers employed excluding dependants at the close of February and March respectively are shown below :—

District.	February.	March.	+ or —
Jubbulpore	15,160	12,886	—2,274
Saugor	108	9,239	+9,131
Damoh	8,485	11,486	+3,001
Mandla	1,068	1,505	+ 437
Seoni	1,170	1,300	+ 130
	25,991	36,416	+10,425

In Jubbulpore nearly half the total numbers were employed on two Municipal works, the rest being at work on five tanks, two in the Murwara and three in the Sehora Tahsil. No new local works were opened during the month. In Saugor two new tanks were started, one at Jaisinagar in the Saugor Tahsil and another at Khurai the Head-Quarters of the Tahsil of that name. Numbers at Jaisinagar rapidly ran up to over 6,000, and another work in that part of the district has now been arranged for. In Damoh the number of workers remained unchanged, but a severe outbreak of cholera on the Public Works Department works in the Hatta Tahsil led to a large increase in those employed on the local works.

In Mandla there were two local works at the Tahsil Head-Quarters and four forest roads. Work on a ryotwari tank was also begun during the month and, on the 27th March, was employing 190 people.

In Seoni there are 20 local works in ryotwari villages employing small numbers and two forest roads, both in the southern half of the district.

In Jubbulpore the District Council has recently submitted a representation laying stress on the importance of starting as many *local* works as possible both on the ground of their utility being greater than that of the present large works and also because they serve to keep the cultivators in their villages. In this connection it must be remembered that the very liberal terms on which famine loans are now being offered give ample apportunity to malguzars to carry out such works but, so far, they have not proved very ready to avail themselves of this opportunity. There are, however, doubtless, other works which would not benefit particular individuals or are of too large a character to be executed by private funds. With the numerous European officers who are now in charge of famine relief operations, supervision of local works can, so far as I can judge, be made quite as effective as that of Public Works Department works and where useful works can be found in distressed tracts, we should, I think, have no hesitation in starting them. I have asked the Deputy Commissioner, Jubbulpore, to give the matter his very careful attention and to ask his Famine officers to do the same. The subject will be taken up when I return to Head-Quarters.

Famine Loans.

The amounts actually paid out as famine loans up to the end of March are shown below :—

	Rs.	A.	P.
Jubbulpore	20,087	8	0
Saugor	8,500	0	0
Damoh	9,350	0	0
Mandla	3,800	0	0
Seoni...	8,243	0	0
Total	49,980	8	0

In most parts of the division, malguzars and cultivators alike have been so reduced in circumstances by a succession of disastrous seasons that they are not prepared to take further loans of any kind. In Damoh, however, the Deputy Commissioner hopes to advance a considerable sum under this head.

(5). *Physical condition of the people.*—The Deputy Commissioner, Jubbulpore, writes as follows :—

"The people who are on the larger relief works are generally in very fair condition. The difficulty has been that these works hardly reached the people in the more remote parts of the district, especially in the west, north-east and south-east of the Murwara Tahsil, and from these parts reports have been received of the low physical condition of many of the inhabitants. The programme has now been recast, so as to place the works nearer to these people. The ripening of the mohwa crop should also now greatly improve the appearance of the people in the northern parts of the district."

The Deputy Commissioner of Saugor observes that—

"There cannot be the smallest doubt that the physical condition of the people has improved very considerably during the past three months. When poor-houses were opened in all parts of the district in December, it was only natural that most of the worst cases of emaciation should be swept up into them, and this circumstance naturally brought about a low standard of physical well-being in the poor-house population. Speaking generally, I think, that the worst results of the famine were to be seen in these institutions. But the physical condition of the inmates has been gradually improving and the contrast between now and December is marked. The Administrative Medical Officers visited the Saugor poor-house on 2nd current, and was much struck by the improvement in the physical condition of the inmates which had taken place since he last visited it on 15th January. The improvement in the condition of the workers (and also dependants) on relief works has been still more marked and much more rapid. The healthy condition of relief workers in all parts of the district is now matter of common observation. There has been a similar improvement in the condition of the general population even in the worst affected tracts. Cases of emaciation are now exceedingly rare. The extension of village relief throughout the district has doubtless been largely instrumental in bringing about this satisfactory state of things."

The Deputy Commissioner of Damoh was unable, owing to ill-health, to make any personal inspections, but he writes that the condition of the people both on works and generally is reported to have materially improved.

The Officiating Deputy Commissioner of Seoni states that the condition of those in receipt of gratuitous relief is fair while on relief works it is generally good.

The Deputy Commissioner, Mandla, writes as follows :—

"On the whole the condition of inmates of the poor-houses has considerably improved during the month under report. There is also improvement at relief centres. At the poor-houses the percentage of emaciated cases is under 20. The percentage at relief centres of such cases is generally speaking small. The health of those working on Public Works Department works is generally very fair indeed and the percentage of emaciated cases is very low. The condition of the people in distressed tracts is not bad and cases of emaciation are not frequently met with. On the whole question of the condition of the people the reports of the touring officers are very favourable."

Since taking charge of the division I have inspected in some detail several relief works in Jubbulpore and Mandla. In both districts I found the condition of the workers to be distinctly healthy and robust. Among the workers themselves

I noticed no instances of emaciation, such cases being confined to a few new arrivals who were being treated in the hospital or fed in the kitchen attached to the work.

(6). *Mortality, deaths from starvation.*

The following table gives the total number of deaths and the death-rate (per mille per annum) for the months of January and February respectively :—

District.	No. of Deaths.		Death-rate.			
			Exclusive of towns.		*Inclusive of towns.*	
	January.	February.	January.	February.	January.	February.
Jubbulpore	5,807	6,839	86·	102·	107·	114·
Saugor	3,313	2,907	55·	60·	63·	59·
Damoh	1,740	1,417	...	...	64·	52·
Mandla	1,313	2,396	..	...	46·	85·
Seoni	1,948	1,621	...	...	63·	52·

As regards the increased mortality in Jubbulpore the Deputy Commissioner remarks as follows :—

"The chief feature is the high death-rate in Murwara Tahsil. Cholera was prevalent over a considerable portion of the Tahsil and I have already alluded to the fact that the people in the remoter parts of the tehsil preferred to starve rather than leave their villages and go to Public Works Department Relief Camps. Mr. McIver, the District Superintendent of Police and Mr. Maw the Circle Relief Officer found the people in a very reduced state in some of the eastern parts of Murwara. They could not be induced to go to the works, as the latter were at a considerable distance from their homes, and to this, in some measure, part of the increased mortality must be attributed. Prompt measures were taken to bring the worst cases upon village relief, and works have now been opened at Bijeraghogarh, Barhi and near Khitoli which should materially help the distress.

Adequate measures of relief have, I think, now been adopted both in the Murwara and Sehora Tahsils. The Deputy Commissioner is at present making an extended tour in the most distressed parts of these Tahsils and is giving especial attention to the sufficiency of the relief which has been given. I fear, however, that, however much may be done, mortality in the Jubbulpore district must continue high for some time to come. Many thousands of people from the Native States of the Baghelkund Agency have been pouring into this district for some time past in search of harvest labour which was far less abundant than in ordinary years. They are now returning. Many of them having earned little or nothing. Their condition is frequently very low and they are so anxious to get back to their homes that it is difficult to induce them to go on to relief works or to poor-houses. All that is practicable will be done, but it is impossible in such circumstances, to prevent a high rate of mortality.

In Saugor the district death-rate has diminished from 63 to 59 and in Damoh the decrease has been marked the rate having fallen from 64 to 52 per mille. These results are satisfactory.

In Mandla on the other hand the total number of deaths rose from 1,313 to 2,396 : the death-rate being 85 per mille as compared with 46 in January. It is true that 523 of the excess deaths were due to cholera, but there was also a large increase in the mortality from fever and bowel complaints, part of which must almost certainly be ascribed to the results of privation, I have directed the special attention of the Deputy Commissioner to these statistics and have asked him to satisfy himself both by personal inspection and through his famine circle officers that village relief is being given to all those who need it, that sufficient work has been provided and that the Police are doing their duty in looking after starving wanderers. I am at present in the Mandla district and have made

careful inspections of three out of the four large works there. These certainly give no indication of acute distress or inadequate relief. The workers are, as I have already noted, above the normal of their class in health and robustness, and cases of emaciation are only to be found in a few cases of new arrivals. The Deputy Commissioner's special report on the subject will be awaited with interest.

The Seoni figures do not call for special remarks. The following statement gives the number of deaths (*a*) due to actual want of food (starvation), (*b*) due to the effects of privation, in *February* and *March* respectively. Deaths are put in class (*a*) where they were due to the entire want of food or to inadequate food for *some days prior to death.* They occur chiefly among wanderers in remote parts of districts. In class (*b*) are put cases where in spite of adequate and suitable food, death occurred in consequence of previous want of nourishment. Such deaths take place chiefly at poor-houses and at relief centres and in the relief kitchens which are now attached to all large works :—

District.	Due to Starvation.		Due to Effects of Privation.	
	February.	March.	February.	March
Jubbulpore	631	152	2,077	1,237
Saugor	...	...	425	255
Damoh	9	14	186	167
Mandla	8	2	166	39
Seoni	30	17	29	131

It will be seen that there has been a very marked improvement in the Jubbulpore district though the figures there are still far in excess of those in any other district. The question of the high mortality in Jubbulpore is, as I have already noticed, forming the subject of special enquiry and need not be further noticed here. Meanwhile the large decrease in starvation and privation deaths as compared with the previous month is satisfactory. The statistics from other districts require no comment.

7. *Food stocks.*—On this subject the Deputy Commissioner, Jubbulpore, remarks as follows :—

"Food-stocks seem to be sufficient for present requirements. The general opinion is that there is no dearth of grain in the country. This has come out plainly enough in the enquiries we have been making as to sufficiency or otherwise of seed grain. The excellent rabi harvest in the haveli must have replenished the stocks all over the district to some extent, if we may judge from the strings of people to be seen going along the Mirzapur road carrying their labourers' share of the produce."

In Saugor stocks are reported to be ample and no difficulty is anticipated with regard to future supplies. In Damoh supplies are sufficient and, as it is now hoped that the branch of the Indian Midland Railway will be open for goods traffic by the beginning of May, this district also gives no cause for anxiety on this score. The Deputy Commissioner, Mandla, observes that stocks are beginning to run short in the interior of the district but the excellent rabi harvest so far as it goes, will tend to replenish them. The ordinary operations of trade are, so far, keeping pace with the demand both at relief camps and in the markets in the interior of the district.

Considerable difficulty is anticipated in securing an adequate supply of food-grains during the monsoon months. The demand in many parts will not be large enough to induce competition among traders nor are local trading firms sufficiently numerous or enterprising to enter spontaneously into the risks of such a business. The subject is now under consideration and it is hoped that by a system of local contracts or bounties a sufficient supply may be secured.

The following table shows the retail prices of staple food-grains in seers per rupee at the Head-quarters of each district at the end of February and March respectively :—

District.	Wheat.		Gram.		Common Rice.	
	27th February.	27th March.	27th February.	27th March.	27th February.	27th March.
Jubbulpore	10½	11	11	11½	10	9
Saugor	8	8¼	10	9¾	7	5¾
Damoh	8	7½	10	10¼	8	8
Mandla	8	9	10	11	8½	8
Seoni	10½	11	11¼	9	*9¼	*11

* Price of juar.

It will be seen that the reaping of the rabi crops has caused a slight fall in the price of wheat in all districts except Mandla where the rabi area is unimportant. That the fall in the Jubbulpore—where the outturn has been excellent—has not been much larger, is due to extensive exports from there to Upper India where higher prices were obtainable. Gram shows, but slight fluctuations except in Seoni where it has become dearer probably owing to export. The price of rice has risen in all the four districts where it is a staple. Generally speaking, it may be said that the small areas sown in Saugor and Damoh and considerable export from Jubbulpore have prevented that fall in prices which was anticipated as a consequence of the reaping of the rabi harvest. It is possible that when the new crops from the Punjab and the North-Western Provinces come on to the market there may be a further fall, but the demand for gram is, this year, so intense and widespread that it takes a very large surplus stock to produce any perceptible effect on the general level of prices.

So long as these high prices continue they must obviously increase such distress as exists. I may mention here that Burma rice is now being sold throughout the division at a price not higher than that of the local rice. It is much whiter and freer from dirt and impurities than the local product and the people buy it readily.

8. *Import and export of food-grain.*—The exports and imports for these districts where they have been registered are as shown below :—

	Imports. Maunds.	Exports. Maunds.
Jubbulpore	56,855	85,961
Saugor	4,237	5,878
Mandla	3,000	*Nil*
Seoni	8,744	4,056

The only noteworthy figures in these statistics is the large increase—nearly 30,000 Maunds—in the exports from Jubbulpore. This was due to the excellent harvest in the haveli area of that district and to the high prices obtainable in the distressed districts of the North-Western Provinces.

9. *General condition and prospects of the affected area.*—On this subject the Deputy Commissioner of Jubbulpore observes that—

"the harvesting has given very general employment for the first part of the month but now that it is over the relief works are being largely resorted to. There is no doubt also that as this is the slack season and the agricultural population have little to do many people are coming on the works who are not really distressed. Near Sleemanabad and Teori I found

whole villages practically deserted and was informed that everybody went to the works both those who had enough to eat and those who had not. It is manifestly lucrative employment for every person in the household to receive a wage, as is done on the works, and this is being taken advantage of. The prospects of the mohwa crop continue on the whole favourable. From the south of the district reports are received that the flowers have been damaged by the cloudy weather. But in the north the people consider any damage that has been done to be slight, and the crop is expected to be little below the average."

The Deputy Commissioner of Saugor reports as follows :—

"The harvest has now been gathered but it has not been by any means abundant. The yield of the crop has been best in the Rehli Tahsil and worst in Khurai. On the whole 7 annas may be taken to represent the outturn of wheat and gram, and 6 annas that of linseed. But when it is remembered what a small proportion of the normal area was sown at all, a considerable deduction must be made even from this moderate estimate. Thus comparatively few cultivators have been able to lay up a store of grain, and the improvement effected by the harvest is small. No material improvement can now be looked for until after the rains."

The Deputy Commissioner, Damoh, reports that the outturn of the rabi crops has been poor but that as a consequence of the extensive system of relief which has now been organized the condition of the people is improving. The mohwa crop, though here as elsewhere it is unusually late, promises well and will furnish a very welcome addition to the local food-supply. In Mandla the outturn of the rabi has been excellent on the diminished area ($\frac{1}{4}$ of the normal) which was sown. The mohwa has been somewhat damaged by cloudy and unsettled weather but is already furnishing perceptible relief to the people. In Seoni the good rabi crop has perceptibly improved prospects.

It may be said generally that though the rabi harvest has lowered prices to a slight extent it has not materially diminished the necessity for Government relief. Harvest wages were less liberal than usual and far fewer labourers were employed. These have now either returned or are returning to the relief works and numbers will probably continue to increase during the current month. The gathering of the mohwa crop may attract a good many away from the works, but these will shortly return and others will come to add to their number. Relief arrangements are now, however, fully organized and district officers are well able to provide for all who may seek Government relief.

The chief problem at present is the provision and distribution of seed grain. The grants from the Mansion House Fund will be of untold value in restoring the really destitute to their former and better position, while agricultural loans on a liberal scale should provide for those who still have some credit left. The matter is being dealt with with great care by all district officers.

10. *Changes in the rate of wages.*—There has been no change in the rate of wages in any district.

11. *Railway work.*—The numbers employed on the Saugor-Katni extension of the Indian Midland Railway at the end of February and March respectively are shown below :—

	27th February.	27th March.
Jubbulpore	3,692	3,935
Saugor	8,510	7,238
Damoh	8,918	12,214
	21,120	23,387

12. *General remarks for the Division.*

(*a*) *Situation of the division in regard to famine.*—The following is a

comparison of the aggregate numbers in receipt of Government relief at the end of February and March respectively :—

Nature of relief.	27th February. Nos. relieved.	27th March. Nos. relieved.
A. WORKS.		
1. Public Works Department	72,808	100,044
2. Works under Civil Officers	47,016	52,310
A. Total Works ...	119,824	152,354
B. GRATUITOUS RELIEF.		
3. In Poor-houses	8,465	7,817
4. All other kinds of gratuitous relief including dependants on works	44,834	57,442
Total Gratuitous Relief ...	53,299	65,259
Grand Total Relieved ...	173,123	217,613

It will be seen that owing to the cessation of harvest labour there has been a considerable increase under all heads except poor-houses. The decrease in the numbers in poor-houses is due to the more complete organization of village relief. Those who recover their strength are drafted off while there are fewer new arrivals owing to those who formerly sought refuge in the poor-house, now receiving relief in their homes. The kitchens which have now been established on all the large Public Works Department works will also tend to diminish the poor-house population.

(*b*) *Measures taken to organize and complete measures of relief.*—Village relief has now been fully organized in all districts and a scheme of works suitable for the hot weather and rains has been worked out for Damoh and Saugor and is under consideration in other districts. Two more European Relief Officers (Staff Corps Officers) have been posted to Saugor and one more to Mandla. The arrangements for famine relief may now be considered to be complete in all districts all that is needed being constant aud sustained supervision.

(*c*) *Prospects of the division as regards the scarcity.*—The rabi crops having been gathered in, no marked change in the situation can be anticipated at present. Numbers will probably increase during the current month and increasing exhaustion of stocks in kharif areas must make distress more acute. The gathering of the mohwa crop will form a most useful addition to the food supplies of the people, and, especially in remote tracts, should improve the general health and tend to diminish the death-rate.

NAGPUR DIVISION.

Private relief.—No change in arrangements under this head is reported from Nagpur and Balaghat. In Bhandara, local subscriptions amount to about Rs. 1,250 per mensem up to the end of June. While Rs. 4,000 have been received as a provincial allotment from the Provincial Committee at Nagpur. In addition to money being distributed to relief works and poor-houses, the necessities of respectable persons in towns and elsewhere, are relieved, a scheme for the relief of the weaver class is being introduced, and information regarding requirements of cultivators in the matter of bullocks and seed grain is being collected. I am aware that similar action is being taken in other districts also but details are not reported.

Poor-house relief.—A proposal to close the Kampti poor-house and take action under Section 34 of the Famine Code, is being considered. No new poor-houses have been opened. In Bhandara, the number of inmates has risen from 787 to 811. A trifling increase due to more careful organization. The Deputy Commissioner reports that at all poor-houses there are a number of persons who would "more suitably be relieved at their own homes," and that he is arranging to do this. In Balaghat the number relieved was 1,634 against 1,392 in February and 1,149 in January. Total dieting charges amounted to Rs. 4,103.

Village relief.—Nothing to record as regards Nagpur. Probably some assistance will be required at Mansar near Ramtek, where the mohwa crop has all but failed. The Deputy Commissioner intends visiting this spot and will report definitely as to the extent of relief (if necessary), required. The only relief centres in the Bhandara district are children's kitchens at police station houses and outposts. The number of persons on village relief is estimated at 250. But the number is expected to increase in the future, as four Additional Revenue Inspectors, through whom relief is given, have been sanctioned for employment in this district. In Balaghat the total expenditure incurred on account of this form of relief was Rs. 7,672 the number of persons relieved being 3,058.

General character of relief works.—In the Nagpur district new works (Public Works Department) have been opened at Metpanjra and Mansar. The number of people on the latter work increased rapidly soon after it was opened. These two new camps have resulted in an increase in the number on relief works throughout the district to 4,098, compared with 1,278 in the previous month. The poor outturn of mohwa in this part of the district induced many to flock to the relief work near Mansar. Details are given in Statement D of the district statements. In Bhandara, there has been no change in the number of relief works under the Public Works Department. On the 27th March there were 10,763 persons on the Tumsar, Rampaili, Amgaon-lanji and Gondia-Arjuni roads as compared with 15,094 persons on 27th February 1897. Similarly, on the former date 2,584 persons were relieved gratuitously on the works, against 3,420 persons on the latter date; the average attendance during March being 10,475 as compared with 11,749 in February. The steady decrease is due partly to rabi harvestings, and the holi festival but principally to the large sums expended in famine loans. The Court of Wards in this district is said to have spent Rs. 1,832 during the month. 385 works were open on the last day of the month, giving employment to 11,360 labourers of whom 2,167, 5,654 and 3,539 were distributed amongst the Tahsils of Bhandara, Tirora and Sakoli, respectively. In Balaghat the following new works were in progress during the month.

Lanji-Amgaon Road (2 camps).
Bhilewani tank.
Ghoradihi tank.
Bakal tank.

Including persons fed gratuitously the number on relief works increased from 13,374 to 24,019. Relief kitchens have been opened on relief works. The number of persons employed on private works was 14,980, against 16,000 at the end of the previous month, the decrease is said to be due to the mohwa harvest. The only work of this class in Chanda has already been mentioned in last month's summary. To it has apparently been recently added the construction of the Chowki Tank, but no details are to hand.

Physical condition of the people.—The remarks under this head as regards Nagpur, do not contain anything definite but they are clear on one point, no deaths from starvation. The Deputy Commissioner submits some interesting statistics under this head in the statements appended marked E and K. The state of things they indicate is no doubt reassuring, but at the same time I quite agree with the Deputy Commissioner's reservation, "if these figures are to be trusted." In Bhandara, as in other districts, no details are given as to the actual condition of people in receipt of gratuitous relief, attention will be drawn to this. In this district the highest death-rate (48·72) is reported from the Nowegaon. In rural circles where curiously, there is hardly any distress, all the

deaths except eight are reported as due to fever, the next highest (42·12) is reported from the Sakoli Rural circle. 143 out of 230 deaths are reported as due to fever. Increases are most noticeable in the Gondia and Tirora registering circles, being 37·84 against a mean of 18·14, and 27·24 against 19·77, respectively. The Pamir Rural circle shows a considerable increase from 21·10 to 35·88. Distress there is said not to be severe at present, but the advisability of opening relief works there is under consideration. 26 deaths are reported as due to starvation. Of these 7 are reported from Gondia Station House and 5 from Rampaili. 20 of the 26 deaths are returned as unknown wanderers varying in age from 40 to 60, none of the remaining 6 died in the villages in which they resided.

The condition of the people in Balaghat on relief works is said to be fair. I am able to support this opinion from what I saw during my recent visit to that district. But in the poor-houses both at Balaghat and Gondia, I noticed several cases of emaciation. The total number of deaths from all causes has been 2,547 during the month. Of these 236 died of cholera. 48 deaths are reported as due to starvation as against 233* in February. The death of an old man of 90 is reported from Chanda, as due to starvation but from enquiries the Deputy Commissioner says he has no hesitation in ascribing the death to natural causes.

* The Deputy Commissioner has shown this to be incorrect—*vide* this office letter No. 3692, dated 10th instant. The correct No. is 33.

Food stocks.—Reported to be ample in Nagpur. 83,234 maunds of grain were imported and 24,938 exported by rail during the month as against 66,971 and 20,932 respectively in the previous month. The exports were chiefly to Wardha, Hinganghat, Burhanpur and districts in Berar. 41,972 maunds of grain were imported and 1,945 exported by road. In Bhandara the stocks are reported to be generally sufficient except on the Arjuni relief works, where the necessity for arranging for a grain contractor is contemplated. The imports and exports are 26,491 and 20,138 maunds respectively by rail during the month. The rabi crops on the whole are said to have yielded an 8 to 10-anna outturn; much of the produce having been exported to other districts in exchange for common rice. The food stocks in Balaghat are reported to be insufficient. 1,362 maunds of food and seed grain were imported for Baihar by a contractor named Haroosao. The Deputy Commissioner reports that imports cannot be ascertained with any precision, but does not explain why. From Chanda, the imports and exports of grain are reported to be 3,256 and 11,660 maunds respectively. The condition of the food stocks is not stated, nor indeed any remark made in reference thereto, but as the late grain is being exported, apprehension arises that in some parts of the district, stocks will run short before long.

General condition and prospects of affected areas.—Is generally reported as unchanged. The damage to the mohwa crop by cloudy weather, and the exportation of the whole of the produce of the Pauni Chawras have caused some distress near Pauni and in the Pauni Haveli. The Deputy Commissioner, Bhandara contemplates opening a relief work here and hopes it will be possible to close all relief work by 15th July next, but expects some further relief may be necessary in September.

In Balaghat the mohwa crop although below the average is at present affording relief to the destitute. In Chanda the Deputy Commissioner does not anticipate the necessity for any more relief works beyond the scheme of tank repairs now in hand, but expects that a few forests will have to be thrown open later on.

Changes in the rates of wages.—There has been very little variation. In Bhandara wages were paid at 9½ seers per rupee, but owing to a rise in prices payments will probably have to be made at 7 seers per rupee. In Balaghat wages are paid on the basis of 8 seers per rupee.

State of crime.—In Nagpur, burglaries have increased from 28 to 80 and thefts from 47 to 190, but no details are given. In Balaghat thefts against property are on the increase. The jail is reported to be overcrowded and arrangements are being made for constructing huts outside it. Mr. Fraser and

I explained on the spot to the Superintendent how this can best be done. In Chanda an increase of petty crime is reported throughout the district, principally thefts of small value, the increase being most marked in Talodhi Station House circle and in the Brahmapuri Tahsil.

Nerbudda Division.

Private relief.—The system of private relief on a large scale is now being organized by the District Charitable Fund Committee and operations will shortly be begun. Meantime the various Mission Societies in the district have continued to give relief both through their orphanges and by providing work.

Hoshangabad.

During the month under references 75 persons were relieved in the district by private charity at a cost of Rs. 114-15-3. On receipt of the instructions from the Honorary Secretary of the Indian Famine Charitable Relief Fund, Central Provinces, Rs. 1,009 were raised by private subscriptions for local relief. Rai Bahadur Seith Tikaram continued to feed needy persons in the town of Narsinghpur. There are no private institutions for famine relief in the district.

Narsinghpur.

In Burhanpur Rs. 101-8-0 were subscribed in March 1897. This sum is spent in affording gratuitous relief by a Committee. Total expenditure up to end of March Rs. 1,165. The attendance on 27th March was 169 against 121 at the end of February.

Nimar.

In Khandwa Rs. 42 were subscribed in March 1897. This money has not yet been spent.

Poor-house relief:—Two poor-houses were open during the month and a third was sanctioned for Hurda and will be opened shortly. Hitherto there has been a private poor-house there but the funds have become exhausted.

Hoshangabad.

The number of inmates has steadily risen from 545 on the 28th February to 770 on the 27th March.

The condition of the inmates has improved and it has been found possible to send several batches to the relief works.

In Hoshangabad poor-house there were 25 deaths during month on an average population of 315, and in Sohagpur 24 deaths on an average population of 334.

The number of persons receiving treatment during the month at each institution was :—

Hoshangabad	...	...	66 in-patients, 128 out-patients.
Sohagpur ...	...	...	78 „ 103 „

There were 3 Government poor-houses at Narsinghpur, Gadarwara and Chhindwara. None were opened during the month. The number of inmates on the date of the report (*i.e.*, 27th March 1897) in each of these institutions was respectively 944, 727 and 148 ; being an aggregate of 1819. On the last day of the preceding month the numbers were Narsinghpur 955, Gadarwara 667 and Chhindwara 183. Total 1805.

Narsinghpur.

There are two Government poor-houses, one at Khandwa and the other at Burhanpur—

Nimar.

Attendance on 27th March 1897	...	...	136
„ at the close of February	...	...	105

Village relief.—The village relief is gradually being organized. In the Hoshangabad Tahsil 300 persons are at present in receipt of relief. In the Seoni Municipality there are 103 persons similarly relieved and lists for Harda and Hoshangabad have been approved by the Commissioner.

Hoshangabad.

The list for Sohagpur Municipality is now ready and lists for village relief in the Sohagpur Tahsil have been passed but the Circle Inspectors have not reported if the payments have been made.

Those for the Seoni Tahsil are being examined and the list for one circle of the Harda Tahsil has been passed.

The question of this form of relief will be carefully examined during this month with a view to see that the relief granted is sufficient. The Police continued to do good work during the month. 302 persons were sent to the poor-houses, and 278 persons to relief works.

There were 21 relief centres* at the Police station houses and outposts. The numbers gratuitously relieved at these centres on the last day of the period under report were 213, as compared with 884 of the preceding month. No regular works were opened at any of these centres. No new centres were established during the month. The number of persons relieved in their houses on the same date was 378, as compared with 324 in the previous month.

Narsinghpur.

* These are not relief centres in the sense in which the term is understood in the Jubbulpur division. Wanderers in a reduced state are fed at Police stations and passed on to poor-houses or relief works.

Nimar.

Attendance at the Harsud relief centre on
27th March 1897 22
at the close of February 9

On the last day of the month, 27th March, gratuitous relief at home was afforded to 81 persons in 32 villages in hilly tracts. This form of relief will be further extended.

General character of relief works.—The large works under the Public Works Department remained the same during the month, but the numbers of workers rose considerbly owing to the completion of the harvest as the following statement shows :—

Hoshangabad.

Date.	No. of workers.	No. of persons gratuitously relieved.	Total.
28th February 1897 ...	20,209	6,381	26,590
27th March 1897 ...	46,256	9,967	56,223

The numbers in receipt of gratuitous relief have not increased in the same proportion as the workers and the ratio of the one to the other is now more satisfactory.

There was one small village work in the Hoshangabad public garden and another is about to be opened at Sobhapur.

The system of substituting food for a money dole for weakly children has had a good effect in improving their conditions.

There were five large works, all being in charge of the Public Works Department. During the month the Chawar Patha section of the Burmhan-Tendukhera road was opened.

Narsinghpur.

(*a*) Construction of the Gadarwara-Sanikhera road ; earthwork. Number on last day of the month 9,096, as compared with 2,336 of the previous month.

Gadarwara Tahsil.

(*b*) Metalling of Burmhan-Tendukhera road including Chawarpatha section; stone breaking. Number on last day of the month 13,553 as compared with 5,936 of the previous month.

Gadarwara Tahsil.

On these works (A) and (B) I am informed that large numbers of immigrants from Bhopal are employed.

(*c*) Metalling of the Narsinghpur-Lakhnadon road; stone breaking. Number on last day of the month 3,090, as compared with 2,188 of the previous month.

Narsinghpur Tahsil.

(*d*) Metalling of the Saugor-Kareli road north of Burmhan; stone breaking. Number on last day of the month 4,222 as compared with 383 of the previous month.

(*e*) Construction of the Narsinghpur-Sankal road. Number on last day of the month 6,079, as compared with 3,138 of the previous month.

During the latter part of the month under report famine loans to the extent of Rs. 5,875 were advanced to cultivators and Court of Wards estates. Local works such as field embankments were started by the Court of Wards in the villages of Umaria and Dilheri.

Nimar.

The attendance on the Mohghat road which is the only relief work in the district fluctuated.

Attendance on 27th March 1897	...	...	78
,, at the close of February	...	...	192

The fall is ascribed to labourers resorting to the neighbouring Indore territory where grain sells cheap. The classification is agriculturists 21, agricultural labourers 15, ordinary labourers 27, artizans 12, low caste 3, total 78. 24 people belong to this district and 54 are outsiders.

Works with the aid of famine loans, *nil*. Advances have been made under the Land Improvement Loans Act, Rs. 2,250.

Physical condition of the people.—The physical condition of the people on the whole is fair, except in the hill tracts. On the Bagdeo work, the Matkuli and Basaughati works, all in the hilly portion of the district, the death-rate has been high and the number of patients in the hospital large. A statement is attached giving the figures for each work.

Hoshangabad.

In the plain villages the condition of the people is better especially in Seoni and Harda Tahsils, but in Sohagpur I noticed several persons even in the plains who were obviously underfed.

(*a*) Those in receipt of gratuitous relief, were generally more or less emaciated; in some cases very much so and a considerable portion of persons reached the poor-houses in advanced stages of privation and disease.

Narsinghpur.

(*b*) On works the general physical condition was distinctly good, the proportion of B class labourers being large and cases of emaciation very exceptional.

(*c*) In distressed tract generally, that is taking the district as a whole, the physical condition of the mass of the people cannot be said to have been very perceptibly reduced. Very painful sights were indeed to be frequently seen, but considering the population collectively, it may safely be said that emaciation was exceptional.

Nimar. Generally fair except in the case of some old people, women and children in the jungly tracts. Government forests have been thrown open for the free use of edible roots and fruits. On the whole the mohwa crop is fairly good this year.

The number of labourers on the relief work is too small to draw inferences as regards the physical condition of the people.

Hoshangabad. *Deaths due to starvation.*—There were 1,427 deaths during the month of which 23 were due to cholera, 18 to small-pox. There were 18 deaths due to starvation verified by the police out of a total of 85 reported and due to privation, excluding the 110 deaths on relief works and in poor-houses.

The death-rate for the month was 34·7 per mille as against 47·5 in March 1896, excluding towns the death-rate was 32·9 only. As a whole the death-rate is low especially in the Sohagpur Tahsil where the greatest number are on relief works.

Narsinghpur. The number of deaths due to starvation outside poor-houses was 72 as reported by the police. The total number of deaths in the district during the month of February was (*a*) inclusive of towns 1,471 with a death-rate of 4·71 and (*b*) exclusive of towns with a death-rate of 4·21.

In the Narsinghpur poor-house there were 124 deaths or a ratio of 128·09 per thousand during the month against 107 or a ratio of 137·49 per 1,000 in the previous month. Of these deaths four cases were brought to the poor-house in a moribund state due to want of food, three of them died the same day they were brought. In the case of 53 other persons that died illness was induced by want of food, the sufferers having been brought to the poor-house in a very emaciated condition. In the Gadarwara poor-house there were 73 deaths during the month against 104 in the previous month. Of the 73 deaths eight were due to want of food and 45 due to illness and diseases induced by want of food. During the month there were 26 deaths in the Chhindwara poor-house against 25 in the previous month with a death-rate of 167·61. Of the 26 deaths four were due to want of food and 12 due to illness and disease induced by want of food. A copy of the telegram sent by the Civil Surgeon is also enclosed.

Nimar. Outside the poor-house seven deaths have been reported by police from privation and disease.

16 deaths in Khandwa poor-house during March.

11 deaths in Burhanpur poor-house.

Three deaths in Harsud relief centre.

Cholera has broken out in the south-eastern hilly parts of the district. There are reported to have been 88 cases and 44 deaths during March.

During the month 96 persons were forwarded to poor-houses and relief centre and 11 persons to relief works.

DEATH RATIO FOR FEBRUARY 1897.

Khandwa town	...	...	...	...	46·20 per mille
Burhanpur town	...	...	...	...	25·68 ,,
Nimar district...	...	...	...	...	34·92 ,,

This is lower than what it was in January 1897.

Hoshangabad. *Food stock.*—Food stocks are sufficient.

Narsinghpur. There are still no signs of depletion and no complaints.

Nimar. Sufficient.

Importation of grain.—Exports have become less during the month and are principally to Khandesh. The amount exported was 12,460 maunds as against 10,182 maunds for the last fortnight of February.

Hoshangabad.

Imports have increased to 26,349 maunds compared with 5,543 maunds for the last fortnight of February.

As, however, all imports for Betul leave the rail at Itarsi, it is possible that a part of the 7,058 maunds unloaded there was for that district.

No detailed statistics are available on this point but the total imports and exports as reported by the station masters in the district were 9,299 and 31,011 maunds respectively as compared with 5,949 and 16,265 maunds in the previous month. The general destination of exports is believed to have been the North-Western Provinces. The exports exceed the imports.

Narsinghpur.

Exports by rail to places beyond the district 8,892 maunds during March. Imports into Nimar from outside the district by rail was 43,694 maunds during March.

Nimar.

General condition and prospect of affected area.—The harvesting is now over and owing to the short crops and the demand for work the people who cut the crops earned only sufficient for the day and have been unable to save anything. The mohwa is beginning to fall and will provide something for a few of the poorer hill tribes.

Hoshangabad.

In the area shown as most affected there has been practically a total failure of kharif, and little if any rabi sown. In forest villages jungle fruits, &c., will afford some subsistence, othewise the whole population of this area will need relief. In the remainder the average rabi crop is from 6 to 8 annas, but distress is nevertheless severe in view of the fact that only about half the normal *rabi* area was sown and of the succession of bad seasons. A large proportion of the people will probably need relief.

Narsinghpur.

There is no general distress among agricultural population except in the jungli tracts. There are a large number of ryotwari and other tenants there who will require help in the form principally of grain to enable them to remain in their villages. They ought to get help from the Indian Charitable Fund, as they cannot get advances under the Agriculturists Loans Rules. Gratuitous relief at home has been started. The weavers of Burhanpur have again applied to receive advances from Government for the purpose of yarn. This will be given another trial. The gathering of rabi crop is over. The daily labourers are occupied in the gathering of mohwa.

Nimar.

Change in wages.—Prices have as yet shown no sign of falling. The outturn was less than was expected, and there is a general uncertainty as to the future.

Hoshangabad.

There has been no noteworthy changes in rates of wages.

Narsinghpur.

Owing to rise in the price of juar wages have been increased during the month.

Nimar.

Other matters.—Crime decreased during the month while harvesting operations were in progress but began to increase towards the close of the month. Thefts of cattle chiefly for food show the largest increase.

Hoshangabad.

The number of offences reported during the month was 172 against 181 in the previous month and 101 in the corresponding month of 1896.

Narsinghpur.

Crime is on the decrease. During the month there have been 16 cases of housebreaking and 21 of theft.

Nimar.

No. 96 C., dated Pipaldhana, the 5th April 1897.

From the Deputy Commissioner, Chhindwara, to the Commissioner, Nerbudda Division.

I have the honour to forward monthly famine Statements A and B in duplicate together with the monthly report on famine relief for March 1897. The duplicate famine map will be forwarded from the office at Chhindwara.

(1) *Private relief* has been confined during the month to the Municipal town of Chhindwara. The number of recipients during the month was the same as in February, namely, 118.

(2) No change has occurred in the number of *poor-houses* in the district.

One is located at Chhindwara and the other at Amerwara. On Saturday the 27th of March, the number of inmates in these institutions was 161 and 109 as compared with 170 and 129 on the 27th of February. The decrease is due to inmates being discharged as fit for employment on relief works, while the rate of admissions fell off owing to the employment afforded by harvesting and in the last week of the month by mohwa picking.

(3) *Village relief.*—

(*a*) *Relief centres.*—At present these have only been found necessary in the jagirs. The number of centres (15) is the same as last month. The numbers of recipients of gratuitous relief at these centres have increased from 896 on the 27th of February to 1,388 on the 27th of March. This increase is due to systematic village to village inspection by Circle Inspectors, and to the fact that people in the jagirs are getting over the doubts as to the motives of Government relief, which at the outset made many refuse it when offered to them. The number of persons relieved in their homes is 201 as compared with 198 last month. This form of relief is limited to the Amerwara Revenue Inspector's circle in the Chhindwara Tahsil.

(4) *General character of relief works.*—There has been no change during the month in the large works in the charge of the Public Works Department. The following statement shows the variations in the numbers on each work as compared with last month's figures :—

Name of work.	Numbers on 27th February.	Numbers on 27th March.
Construction of Chhindwara-Narsinghpur road	3,375	4,040
Metalling of Matkuli-Belgaon road	1,524	1,584

The increase in the numbers of the workers on the Chhindwara-Narsinghpur road is consequent on the completion of harvest operations. The mohwa crop does not appear to have influenced the numbers on this road as it has in the case of other works, owing, as far as I have been able to ascertain, to the crop being rather backward in this part of the district.

The numbers on the Matkuli road fell in a marked manner as soon as the harvest in the Nerbudda valley began to be reaped and have not risen again to their former level.

This is I think to be attributed in part to mohwa collection, but it is not improbable that harvesters have joined works in the Hoshangabad and Narsinghpur districts.

The smaller works (columns 5 and 7 of statement B) are the same as for last month.

(*a*) The numbers on the Umreth-Bhataria road increased from 1,090 in the end of February to over 1,700 during the month but with the beginning of mohwa collection fell to 1,311 on the 27th of March.

(*b*) Other small works consist of the three tanks under construction at Harrai, Dhondra in the Sonpur jagir and Tamia in the Bagara jagir. The Sonpur Jagirdar has not submitted proper returns, and they have not been incorporated in the statement for the month. The numbers employed appear to have been between 800 and 900 on the 27th of March. The numbers on the Harrai and Tamia tanks were 930 and 349 on the 27th of March as compared with 730 and 379 at the end of February. The numbers rose during the month but fell with the commencement of mohwa collection.

5. *Physical condition of the people.*—The physical condition of the relief workers shows a marked improvement compared with what it was in December. Cases of emaciation are rare in the khalsa, and were so when I visited the work at Harrai at the commencement of the month, but I am informed that numbers of people who left the jagirs for harvesting in Narsinghpur were unable to get employment and came back in a starving condition. During the month besides visiting Harrai and the works in the Amerwara circle I went through the whole of the Sansar Tahsil and was only able to find one starveling who turned out to be an emigrant from the Betul district who had come to stay with his relatives. In the Khamarpani Pargannah where at one time distress was anticipated I saw many Gond women during the Holi festival with Rs. 30 worth of silver ornaments round their necks and nearly all, labourers as well as cultivators, had large silver ear ornaments which must have cost 4 or 5 rupees. The physical condition of the people in this part was as might be expected excellent. There was a similar absence of emaciated persons in Aser and Umreth Pargannahs where the people have only just come to the end of the bean crop ("sem") which they sow in their baris and will now have an adequate food-supply in the mohwa crop. The parts of the district where distress is so acute that starving people are in evidence are the jagirs and a few villages of the Amerwara Circle. The condition of the people in these tracts has from all accounts not varied much since my last report.

During the past month, however, I have not had an opportunity of inspecting the condition of people at relief centres in the jagirs.

6. *Deaths from starvation.*—No return of deaths from starvation has at the time of writing been received from the Police. The death-rate for February is, however, lighter than it was in either 1895 or 1896 as the following figures will show :—

Death-rate for	February 1897.	February 1896.	February 1895.
Chhindwara Tahsil	2·02	...	...
Sansor Tahsil	2·22	...	...
Chhindwara district	2·09	3·94	2·23

7 & 8. Food stocks are adequate and no imports of grain worthy of notice occurred during the month.

9. The harvest has afforded comparatively little employment this year owing to the enormous number of harvesters. The harvest in the Chanrai Circle which nominally provides employment to labourers for over a month was finished in a fortnight, harvesters being ready to work for one-half and even one quarter the ordinary wage in kind.

The poor classes, however, have a great standby in the mohwa crop, which though damaged by cloudy weather is estimated as providing nearly two months' supply of food in the Chhindwara Tahsil, while accounts from the jagirs indicate that the crop there is very fair. This removes any anxiety that there might have been as to the means of subsistence available for cultivators during the ploughing season, when it will be necessary for them to leave relief works and return to their villages.

10. The wages during March were fixed on the assumption that the price of the staple grain juari was 11 seers per rupee.

11. There was no noticeable increase in crime during the month, but petty thefts continue to be numerous.

Copy of a Note dated 9th April 1897, *by the Deputy Commissioner, Betul.*

1. No subscriptions were raised for private relief during the month. The balance of the amount previously raised is being expended in gratuitous relief in municipal towns. The amount expended during the month was Rs. 505-1-0 and 106 persons were in receipt of relief at the end of the month as compared with Rs. 215 and 153 persons in last month.

2. Only one poor-house was open during the month, that at Badnur. The number of inmates on 7th April was 285 as compared with 345 on 7th March.

3. Four relief centres were open at the end of the month as compared with one in last month, three new centres having been opened at Chicholi, Kheri and Shergarh.

(*a*) The number of persons in relief centres gratuitously relieved on the last day of the month at these centres was 30 as compared with 19 of last month.

(*b*) No persons were at work at or near relief centres.

(*c*) The number of persons on village relief was 1,008 in Betul Tahsil and 96 in Multai as compared with 388 at the end of last month. The increase is owing to the fact that last month the system was not in full operation, and complete returns had not been received. The system was described in last month's report.

4. The large works open during the month were :—

(1) Stone breaking and moorum collection on the Itarsi road at Shapur.

(2) Earthwork and ghat cutting on the Badnur-Ellichpur road.

(3) Earthwork and ghat cutting on the Badnur-Harda road.

The numbers were as follows :—

	On last day of present month.	On last day of previous month.
On (1)	3,585	5,192
„ (2)	3,759	2,069
„ (3)	1,304	6,839.
Total	8,648	14,100

No large works were opened during the month.

No local works were open.

Rupees 1,230 have been advanced as famine loans, but no figures are available yet as to the number of persons or works carried out with the aid of such loans.

5. (*a*) The physical condition of people in receipt of gratuitous relief is generally bad as they are mostly old and broken down in health.

(*b*) The condition of the people on relief works is generally good and cases of emaciation are not frequent.

(*c*) The condition of the poorer classes in the distressed tracts is poor but cases of emaciation are not frequent.

6. The death-rates for February were as follows :—

	Excluding cholera and small-pox.	
Betul Tahsil.		
Rural Circles	41·24	38·90
Towns	46·71	46·71
Multai Tahsil.		
Rural Circles	40·61	39·17
Towns	78·74	54 77
Total	41·58	39·43

7. There seems no reason to fear that private trade will not be sufficient to maintain the supply of food grains.

The falling of the mohwa flower has afforded a supply of food for the poorer classes. The mohwa trees have this year flowered abundantly, and only slight damage is apprehended from cloudy weather.

8. Imports and exports have been as follows during the month :—

	Wheat.	Juari.	Tur.	Teora.	Gram.
Imported	2,140	275	50	650	1,450
Exported	250	...	...	50	...

9. The general prospects of the affected area are only changed in so far that the poorer classes are obtaining a small supply of food by collecting mohwa. Future prospects chiefly depend on the extent to which seed will be available for kharif sowings.

10. Wages have been calculated on the scale of 9 seers per rupee during the month as compared with 10 seers during the last month. The change having been effected from first week of the month.

11. There have been a great many petty thefts of grain during the month, but there have been no serious outbreaks of crime. Cholera appeared among the relief workers on the Badnur-Harda road but now that the work has been moved a distance of some seven miles, the outbreak has ceased.

Chhattisgarh Division.

1. *Private relief.*—In the Raipur district private relief is afforded at Bisrampur, where a poor-house is maintained by the American Mission from funds raised in America. At Gandai local subscriptions maintain what is practically a relief centre, but has hitherto been reported as a poor-house.

In the Bilaspur district Rs. 6,900 are reported to have been raised in private charity, a part of which represents subscriptions to the Indian Famine Charitable Relief Fund. The Deputy Commissioner, Raipur, does not report what amount was subscribed towards this fund in the district. I have drawn his attention to the omission.

2. *Poor-house relief.*—There are now four Government poor-houses in the Raipur district, *viz.*, at Raipur, Simga, Baloda and Drug. The poor-houses at Arang and Dhamda were closed under the orders of the Chief Commissioner, and one was opened at Drug during the month.

There are also four poor-houses in the Bilaspur district, *viz.*, at Bilaspur, Pendra, Mungeli and Pandaria. The Pendra poor-house was opened during the month.

In both districts, there is a tendency for the numbers in the poor-houses to increase largely. In the Raipur district the number of inmates on the 27th March was 1,859 as compared with 1,298 in February. In the Bilaspur district the figures were respectively 2,878 and 1,988.

3. *Village relief.*—Twenty-one relief centres are reported to be in existence in the Raipur district at which 367 persons were relieved. No statistics of village and town relief are given. From the weekly reports for the four weeks ending 27th March, it appears that village relief was granted in 234 villages to 1,977 persons.

In the Bilaspur district there are three relief centres, *viz.*, at Bhatapara, Kargi and Pendi. The Pendra relief centre was converted into a poor-house. Two other relief centres, *viz.*, at Lormi and Marwahi were reported in the weekly returns, but these have apparently been closed. As regards works attached to relief centres, a local work has been opened close to Kargi, and the road work under the Public Works Department is only a few miles from Bhatapara relief centre. Village relief is reported as having been given to about 3,600 persons.

4. *General character of relief works.*—A new road work was started in the Raipur district during the month, *viz.*, the second section of the Drug-Balod road. The total number of relief workers on roads under Public Works Department was 39,213 against 16,857 in February. The number employed on local works started by Government and by private individuals was 36,974 against 20,328 in February.

Six roads are being constructed by the Public Works Department in the Bilaspur district. Of these three were opened during the month, *viz.*, the road at Bilaspur to the railway station, the Kota-Lormi and the Parasi-Pendra roads. The number of relief workers on all roads amounted to 14,697 against 10,976 in February. As regards local works in charge of civil officers 1,359 persons were employed on these works. A large embankment work at Pendra in charge of the Public Works Department also gave employment to 828 persons. The number of persons relieved by the grant of famine loans and by works started by private individuals without the help of these loans has not been started. The Deputy Commissioner's attention has been drawn to this omission.

5. *Physical condition of the people.*—The condition of the people is stated to be fair in the Raipur district. New arrivals for relief are reported to be generally weakly and somewhat in a starved condition. The attention of the Deputy Commissioner has already been drawn to the meagre information on this important subject, and I have asked the Deputy Commissioner to report whether information as to the physical condition of the people in distressed parts is systematically furnished to him by his subordinates.

In the Bilaspur district the people of the Pendra zemindari are the worst off, the largest number of deaths from starvation being reported from this part of the district. Cases of emaciation are reported to be numerous at Pendra, and many of the people admitted into the poor-house reach it in a dying condition. In other parts of the severely affected tracts also cases of emaciation are met with though they are not so numerous as in Pendra. Some cases are also reported for the slightly affected parts of the district. As regards relief works, the condition of the people is reported to be good except in Pendra.

6. *Deaths from starvation.*—For the Raipur district 31 deaths have been reported, but the Deputy Commissioner does not place reliance on this figure. The agency for reporting these deaths in the district has not yet, it is feared, been properly organized and special attention will be invited to the matter.

In the Bilaspur district, 569 deaths are returned as having occurred from starvation, of which 274 occurred in Pendra alone.

7. *Food stock.*—Food stocks are sufficient everywhere except in parts of the Pendra and Pandaria zamindaris of the Bilaspur district and in the North-Western zamindaris, and the zamindaris of Dondi-Lohara and Khujji in the Raipur district.

8. *Importation of grain.*—Exports continue to be large in the Raipur district, 1,72,437 maunds of food grains were exported as compared with 1,48,947 in February. The imports were inconsiderable, amounting to 637 maunds against 861 in February. In the Bilaspur district 18,305 maunds were exported against 22,675 maunds in February. The imports were respectively 24,740 and 11,560 maunds. The increased importation has been chiefly to Pandaria and Pendra, where a deficiency of food stock has been reported.

9. *General condition and prospects of affected area.*—The Deputy Commissioner, Bilaspur, reports that the rabi crop has been good, but the areas sown are inconsiderable. The mohwa crops have also been plentiful in some parts. He does not, however, expect any general improvement in the district till November. In the Raipur district, the organization of relief has been more complete and in this way the people are better off. It is not, however, as yet possible to speak confidentially of the prospects of the future.

10. *Rates of wages.*—No changes in the rates of wages are reported for either districts. The Deputy Commissioner, Bilaspur, expects the rate to increase on some relief works, where grain is selling dearer.

The Deputy Commissioner, Raipur, reports that there has been no serious increase in crime. The number of cases in the Bilaspur district is slightly less than in the last month. Three dacoities were perpetrated in the past month in this district.

No. 667 C., dated Pachmarhi, the 20th April 1897.

From M. W. Fox Strangways, Esq., I.C.S., Offg. Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department.

In compliance with the request contained in your Circular No. 13–F.–84–2, dated the 10th February 1897, and your subsequent endorsement No. 17–84–12, dated the 13th March, I am directed to submit a statement received from the Administrative Medical Officer and Sanitary Commissioner, showing the death-rate per mille per mensem for March 1897 in the 18 districts of these Provinces with the exception of Saugor, the figures of which have been telegraphed for and will be communicated on receipt.

2. It will be seen that there has been a decrease in Damoh (from 4·3 to 3·4), Jubbulpore (from 9·1 to 7·7), Hoshangabad (3·2 to 2·9), Mandla (7·1 to 6·7), Chanda (1·7 to 0·9) and Sambalpore (1·9 to 1·4), an increase in Nimar (2·9 to 3·3), Betul (3·5 to 4·8), Chhindwara (2·1 to 2·5), Balaghat (4·8 to 6·7), Bhandara (2·6 to 2·9), Nagpur (1·8 to 2·0), Wardha (1·7 to 2·0), Raipur (2·2 to 2·9) and Bilaspur, (3·9 to 5·2), while in Narsinghpur (4·0) and Seoni (4·4) the figures for February and March are the same.

The highest death-rates shown for March are :—

Districts.	Death-rate.	Deaths from		Death-rate excluding cholera and small-pox.
		Cholera.	Small-pox.	
Jubbulpore	7·7	376	12	6·5
Mandla	6·7	392	2	5·6
Balaghat	6·7	241	15	4·5
Bilaspur	5·2	818	59	3·0
Betul	4·8	114	31	4·4

It will be seen that in these districts of heavy mortality a substantial portion of the death-rate is due to epidemic disease. Cholera was particularly fatal in Bilaspur and Mandla. In other districts also (not included in these highest death-rates) epidemics accounted for a larger proportion of the mortality. Thus in Damoh out of 1,105 deaths 464 were due to cholera, in Bhandara 237 out of 2,139, and in Raipur 203 out of 3,656, besides 215 due to small-pox.

3. The number of deaths reported from starvation in March has been given by the Administrative Medical Officer in the last column of his statement; but the Chief Commissioner finds on examination that the figures do not correspond either with the figures adopted by Commissioners in their monthly reports for March recently submitted to the Government of India, nor with some of those returned in the Weekly Famine Reports from districts. He prefers therefore to make further enquiry into them before reporting them to the Government of India and they will accordingly be sent up with the figures of the next month.

Statement showing the death-rate for the month of March 1897 and ten previous years.

No.	Districts.		Death-rate for March 1897.	Average death-rate for 10 previous years.	Excess over normal.	Remarks.
1	Jubbulpore Division.	Jubbulpore ...	7·7	2·7	5·	
2		Saugor ...	...	2·7	...	
3		Damoh ...	3·4	2·9	·5	
4		Seoni	4·4	2·2	2·2	
5		Mandla ...	6·7	2·5	4·2	
6	Nagpore Division.	Nagpore ...	2·0	2·6	—·6	
7		Bhandara ...	2·9	1·9	1·	
8		Chanda ...	0·9	2·3	—1·4	
9		Wardha ...	2·0	3·2	—1·2	
10		Balaghat ...	6·7	1·8	4·9	
11	Nerbudda Division.	Hoshangabad	2·9	3·2	—·3	
12		Narsingpur ...	4·0	2·7	1·3	
13		Nimar ...	3·3	3·4	—·1	
14		Chhindwara ...	2·5	2·7	—·2	
15		Betul ...	4·8	3·1	1·7	
16	Chhatisgarh Division.	Raipur ...	2·9	2·1	·8	
17		Bilaspur ...	5·2	1·8·	3·4	
18		Sumbulpur ...	1·4	2·6	—1·2	

No. C. 678, dated Pachmari, the 21st April 1897.

From M. W. Fox Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department.

I am directed, in continuation of my No. C. 667* of yesterday's date, to submit a supplementary statement showing the death-rate for the month of March in the Saugor district. 232 of the 2,508 deaths were due to cholera or small-pox.

Supplementary statement showing the death-rate for the month of March 1897.

District.	Death-rate for March 1897.	Average death-rate for 10 previous years.	Excess over normal.
Saugor	4·2	2·7	1·5

No. C. 893, dated Pachmarhi, the 17th May 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Offg. Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to submit, for the information of the Government of India, consolidated monthly statements (for April) A and B as prescribed by section 16, IV-VII of the Central Provinces Famine Code. Figures are now, for the first time, given for every district of the Provinces, relief operations, to a greater or less extent, being now carried out in each. The usual memoranda by Commissioners of Divisions, and famine maps, are also forwarded.

2. The total numbers in receipt of relief have risen from 479,273 at the end of March to 534,420 at the end of April. During March, temporary reductions in the numbers on works were caused, first by the employment afforded by the harvesting of the *rabi* crops, and afterwards by the occurrence of the Holi festival. Harvesting was practically over in all districts by the beginning of April, and the first weekly returns for that month showed a sudden and large increase in the numbers on works. The ripening of the *mohwa* crop caused another reduction, and during the 2nd and 3rd weeks the numbers fell by some 15,000 to rise again largely during the fourth week when the collection of *mohwa* was practically over. The reports received as to the out-turn of this crop are somewhat conflicting. The trees were late in coming into flower, and much damage was anticipated from the cloudy weather and thunderstorms at the end of March. In the end, however, it appeared that the actual damage done was much less than had been anticipated, and that in most parts of the Provinces where *mohwa* trees are plentiful the crop was little, if at all, below the average. From all districts it is reported that the crop has been a most valuable addition to the food supply of the poorer classes, and it is believed that much has been stored by the people for consumption during the rains.

3. It was noted in the report for March that the effect of the *rabi* harvest in lowering prices had been very slight, any tendency to a fall being corrected by export to the North-Western Provinces. During April there was a great contraction of export and in several districts imports became considerable. Prices have continued to rise slowly but steadily.

4. The question of the sufficiency of food stocks, especially in the districts of Mandla and Balaghat, which was referred to last month, has continued to engage the attention of the Chief Commissioner and of his officers. Proposals for supplementing the deficiencies of private trade in the Mandla district have recently been sanctioned by Mr. Lyall and the details submitted to the Government of India, and a similar scheme is being worked out for the up-land portion of Balaghat. For the rest, nothing has occurred to cause the Chief Commissioner to alter the opinion expressed last month that private trade will do all that is required.

5. The monthly death-rates reported in column 15 of Statement A show on the whole an improvement. It is true that the number of deaths in the Provinces as a whole has increased. But this is largely due to cholera which was present and more or less active in 17 out of the 18 districts. It was especially severe in Narsinghpur which shows an abnormally high death-rate. No district shows so high a rate as has been reported in previous months for Jubbulpore. The figures will be examined in greater detail in the special mortality return for the month, which is being separately submitted.

6. It will be observed that columns 6 and 7 of Statement B show sufficient work in reserve for the maximum number for whom relief is likely to be required in all districts except Nagpur, Wardha, Chanda, Sambalpur and Raipur. The first four of these districts are not seriously affected by famine and the numbers now on relief are very far below those shown in column 2. The Raipur programme has recently been very largely extended, and provision has been made for the establishment, if necessary, of 28 charges which would employ not less than 140,000 people. There is therefore no fear that employment will run short.

Monthly Famine Statement A for the four weeks ending Saturday evening the 24th April 1897.

[To be submitted t tohe Government of India within the first-half of the next month.]

District	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Numbers on Relief Works on last day of month.					Number on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.			Monthly death-rate per mille per annum.	Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Juar.	Wheat.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Jubbulpore Division.												(Grain.)			
Jubbulpore	3,948	748	2,853	498	341	14,141	...	50,107	64,589	31,505	9	11	10	64·8	49
Saugor	4,007	592	4,007	592	171	13,145	...	15,092	28,408	15,028	6½	9¾	8½	67·2	3
Damoh	2,831	325	2,000	200	1,068	6,116	...	17,744	24,928	12,023	7½	9¼	8	58·8	54
Mandla	5,056	339	5,056	339	124	1,076	...	21,821	23,021	7,626	8½	10	9¼	50·4	1
Seoni	3,198	371	1,766	200	345	4,862	...	5,707	10,914	2,723	9	9	10¾	50·4	8
Total ...	19,040	2,375	15,682	1,829	2,049	39,340	...	110,471	151,860	68,905	...	...	...	...	115
Nagpur Division.															
Nagpur	3,832	758	524	243	120	2,449	...	5,564	8,133	2,915	8¾	10⅜	9 1/16	32·4	7
Bhandara	3,968	742	2,350	430	164	4,277	...	6,732	11,173	4,417	9	10½	9	33·6	16
Balaghat	3,164	383	1,500	230	547	7,404	...	25,987	33,938	16,381	7½	...	...	48	13
Chanda	10,749	697	2,052	104	...	...	...	...	...	...	6¼	10 15/16	8⅛	...	*Nil.*
Wardha	2,428	400	650	70	(Work started only on 24th April 1897. No statistics available).						...	9½	...	31·2	10
Total ...	24,141	2,980	7,076	1,077	831	14,130	...	38,283	53,244	23,713	...	...	...	...	46
Nerbudda Division.											(Grain.)				
Hoshangabad	4,024	499	3,794	361	1,165	33,839	...	3,520	38,524	11,056	7⅜	8 9/16	7⅜	34·8	81
Narsinghpur	1,916	367	1,916	367	575	15,573	...	6,442	22,770	5,277	9 6/16	10	9 5/16	97·2	4
Nimar	3,928	285	3,928	285	8	119	...	12	139	349	...	9	...	45·6	...
Chindwara	4,630	407	2,549	164	249	11,652	...	548	12,449	3,295	9 15/16	9	9 6/16	26·4	28
Betul	3,324	323	2,868	149	306	5,794	...	1,919	8,019	2,997	...	8	...	51·6	6
Total ...	18,892	1,912	15,055	1,326	2,303	67,157	...	12,441	81,901	22,974	...	...	...	...	119
Chhattisgarh Division.															
Raipur	11,724	1,584	4,027	710	1,491	25,371	...	45,925	72,787	21,159	8	...	9	49·2	71
Bilaspur	8,341	1,164	8,341	1,164	464	17,080	...	2,334	19,878	16,463	9	...	10	80·4	189
Sambulpur	4,948	796	228	62	...	1,339	...	36	1,375	161	...	...	10	33·6	4
Total ...	25,013	3,544	12,596	1,936	1,955	43,790	...	48,295	94,040*	37,783	...	...	...	...	264
Grand Total ...	87,086	10,811	50,409	6,168	7,138	164,417	...	209,490	381,045	153,375	...	...	...	...	544

* Besides 5,635 (4,725 in Raipur and 910 in Bilaspur) on works under civil officers.

Monthly Famine Statement B for the four weeks ending Saturday the 24th April 1897.

[To be submitted to the Government of India within the first-half of the next month.]

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works, (*i.e.*, average daily number for three months).			Number for whom relief can be provided by works remaining on programme on date of report (*i.e.*, average daily number for three months) (*a*).		Expenditure since April 1st 18 . (*b*)			Advances since April 1st up to end month under. (*c*)			Revenue suspended.
		Date of last programme.	On large works, (P. W. D. Schedule A).	Others.	On large works, (P. W. D. Schedule A).	Others.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
JUBBULPORE DIVISION.													
Jubbulpore	116,000	9-4-97	127,556	...	65,969	50,000	4-4-97	142	33	...	14	...	253
Saugor	40,000	,,	129,000	...	75,505	10,000	,,	61	26	...	12	...	114
Damoh	25,000	,,	91,511	...	53,712	...	,,	49	16	...	18	...	(259 remitted).
Mandla	40,000	,,	135,556	...	74,025	4,000	,,	51	3	...	...	7	33
Seoni	13,000	,,	98,222	...	54,326	6,000	,,	10	3½	...	3	...	46
Total ...	284,000	...	581,845	...	323,537	70,000	...	313	81½	...	49	7	446 (259 remitted).
NAGPUR DIVISION.													
Nagpur	75,000	9-4-97	51,444	...	41,460	6	24-4-97	16	2	*Nil*	29	*Nil*	...
Bhandara	20,500	,,	46,111	...	40,148	10	,,	26	3	...	38	...	75
Balaghat	25,000	,,	48,768	...	60,701	10	,,	74	4	...	11	28	56 (3 remitted).
Chanda	69,000	,,	47,262	...	37,262	*Nil*	,,	*Nil*	*Nil*	3	14	*Nil*	...
Wardha	40,000	,,	7,056	...	8,300	...	,,	...	...	*Nil*	*Nil*	...	...
Total ...	229,500	...	200,641	...	187,871	26	...	116	9	3	92	28	131 (3 remitted).
NERBUDDA DIVISION.													
Hoshangabad	50,000	9-4-97	162,224	2,400	73,361	2,400	24-4-97	90	3	*Nil*	2	*Nil*	430
Narsingpur	40,000	,,	153,984	...	92,246	...	,,	66	6	...	(*a*)	...	...
Nimar	28,000	,,	77,171	...	76,198	...	,,	(*a*)	(*a*)	...	*Nil*	...	...
Chhindwara	14,000	,,	128,327	3,000	118,897	1,800	,,	21	4	...	5	...	...
Betul	25,000	,,	122,067	...	95,689	...	,,	19	3	...	6	(*a*)	...
Total ...	157,000	...	643,773	5,400	456,391	4,200	...	196	16	...	13	(*a*)	430
CHHATTISGARH DIVISION.													
Raipur	100,000	9-4-97	146,228	5,555	71,776	4,733	24-4-97	174	7	...	85	13	164
Bilaspur	50,000	,,	56,493	23,750	59,777	15,000	,,	58	21	...	14	...	...
Sambalpore	79,000	,,	25,778	...	25,731	...	,,	1	...	...	...	...	...
Total ...	229,000	...	228,559	29,305	157,284	19,733	...	233	28	...	99	13	164
Grand Total ...	849,500	...	1,654,818	34,705	1,125,083	93,959	...	858	134½	3	253	48	1,171 (262 remitted).

(*a*) Below 1,000.

Summary to accompany monthly Famine Statements A and B for the month of April 1897.

Jubbulpore Division.

1.—*Private Relief.*

The organisation of this class of relief through the Agency of the District Committees of the Indian Famine Charitable Relief Fund has proceeded during the month on the lines indicated in my report for March. Clothing has been given to the destitute on relief works and in poor-houses. Extra diet has been provided for the sick and weakly in poor-houses, at relief centres and in the kitchens on large works, payments have been made for the support of famine orphans taken charge of by philanthropic or missionary societies and money has been given to those of the respectable poor who are averse to seeking relief in any public fashion.

Comparatively little has, however, been spent on any of these objects as it is becoming more and more clear that the maximum of relief which can be afforded by this fund will be given by enabling destitute cultivators to buy seed and plough cattle to enable them to sow and reap their little holdings, and thus once more acquire a small reserve against future need. It is indeed probable that, had the many charitable people in England and elsewhere fully realised the inestimable benefit which will result from each pound which can be devoted to this purpose, the subscriptions, liberal as they have been, would have been doubled. As it is, the allotments made to districts will, in most cases, not be sufficient to meet all their needs, though they will certainly suffice to effect an immense amount of good. Where the whole amount needed for each cultivator cannot be given a portion of it will be granted so that as many as possible of those who are really destitute may at least be able to sow some portion of their land, and, should the crops be good, be in a better position to arrange for their winter sowings. The details given in the district reports of the work done and the actual number of persons relieved by the charitable fund are not as full as I should have wished and I have asked the Deputy Commissioners to obtain more definite and precise information from the Secretaries of the District Committees for inclusion in future reports.

I may add that the work of completing the lists of those destitute cultivators who are to be recipients of grants from this fund, has been completed in all districts while in Seoni and Jubbulpore actual distribution has begun. The bulk of this work will, however, be carried out during the current month, and acting on a suggestion made by the Chief Commissioner (*vide* Revenue Secretariat No. 2169 of 23rd April 1897) the services of Civil Judges and Munsiffs, whose courts will be closed from the 15th current, will be utilised to assist the members of the several District Committees in the work of distribution.

2.—*Government poor-houses.*

The following is a comparative statement of the number of poor-houses in the division and of the number of inmates on the last Saturday of March and April respectively :—

District.	Number of Poor-houses.		Number of Inmates.		+ or —
	March.	April.	March.	April.	
Jubbulpore	5	5	2,241	2,715	+474
Saugor	5	5	3,373	3,381	+ 8
Damoh	4	4	1,146	1,104	— 42
Mandla	2	2	499	551	+ 52
Seoni	2	2	558	430	—128
Total	18	18	7,817	8,181	+364

The general decrease which characterised the figures for March as compared with those of the previous month was ascribed by me in last month's report to the more complete organisation of village relief and to the fact that the temporarily incapacitated inmates of poor-houses were, on recovery, being returned to their homes. It would have been thought that these cases would have continued to operate during April and that a further general decrease would have occurred. That this did not happen is, I think, chiefly due to the fact that numbers of harvesters who had not earned enough to support themselves and who were too weak for regular work have been filling our poor-houses during April. In the Jubbulpore district especially, the number of these wanderers was very large and the Police have done what they could for their relief by sending them to the poor-houses. In Jubbulpore itself, however, I found that this was being carried too far, and that numbers of perfectly healthy and indeed robust people were being sent to the poor-houses because they had been found begging in the bazaar. Such persons should be sent to a relief work, and arrangements have now been made to have them collected periodically by the Police and sent by rail to a large Public Works Department work at some distance from the city whence they will not so easily be able to return there to beg.

Arrangements for completing and strengthening existing poor-house buildings so as to ensure their giving adequate shelter during the monsoon have been vigorously pushed on during the month. I have also endeavoured to secure a better organisation and more regular attendance of the existing poor-house committees and also to put the head-quarter orphanages on a more systematic footing, especially as regards the provision of suitable occupation for the numerous children of varying ages and capacities who are to be found there.

Owing to the large number of wanderers always to be found in the Jubbulpore district it has been decided, with the Chief Commissioner's approval, to convert some of the existing relief centres into rural poor-houses for the monsoon months, and I have addressed other Deputy Commissioners with a view to ascertaining whether similar arrangements would be advisable elsewhere.

3. *Village Relief.*

The following table compares the number of relief centres open at the end of March and April respectively :—

District.	No. of centres.		Relieved gratuitously.		At work at centres.		Total.		+ or —
	March.	April.	March.	April.	March.	April.	March.	April.	
Jubbulpore ...	17	17	1,931	2,065	11,965	10,548	13,896	12,613	—1,283
Saugor	3	...	105	...	15	...	120	...	—120
Damoh	...	...	...	...	...	...	...	...	...
Mandla	17	17	901	830	3,233	3,111	4,134	3,941	—193
Seoni	9	8	161	143	681	561	842	704	—138
Total ...	46	42	3,098	3,038	15,894	14,220	18,992	17,258	—1,734

In Jubbulpore the reduction in numbers, which was anticipated, was delayed owing to the failure of one of the circle relief officers in the Murwara Tahsil to give effect to the orders which had been given to him. These orders have now been carried out and the present month will show a large reduction in the numbers so relieved in this district. In reducing numbers, however, the greatest possible care is being taken to provide for those who are now being relieved in this way, and every effort is being made to prevent further distress. But, except to provide for weakly and emaciated wanderers or to meet the needs of wild and

inaccessible tracts, like large parts of Mandla, the relief provided at these centres has not proved economical or effective as regards the exaction of a sufficient amount of work in return for wages paid. They are, therefore, being steadily reduced, some being converted into rural poor-houses to provide for wanderers during the monsoon months, and others being closed altogether. In Mandla where the area to be dealt with is very large, the same number of relief centres as are now in existence will, however, be maintained throughout the rains and it may similarly be necessary to maintain some of the centres in the more remote parts of Seoni.

(*b*) *Relief of people in their homes.*—Village relief has now been completely organised in all districts though it needs very constant and rigorous supervision to secure, on the one hand, that money reaches those for whom it is intended and, on the other, that it is not given to those who either have enough means to do without it, are fit for labour even though it be of a light description, or have relatives who are capable of maintaining them. I had an opportunity, during the month of checking village relief in Mandla and Damoh and I found that it needs a most careful and detailed enquiry and considerable experience of the normal conditions of village life to prevent abuses in one or other of the above directions. The number of people entered on the register as in receipt of this class of relief is compared below with the corresponding figures of the previous month :—

	27th March.	24th April.
Jubbulpore	17,849	17,064
Saugor	7,010	9,485
Damoh	6,000	7,040
Mandla	670	1,011
Seoni	995	1,500

There has been an increase in every district except Jubbulpore, a result largely due to the return of the poorer class of labourers from harvesting. The apparent decrease in Jubbulpore appears to have been due to the figures having been incorrectly reported in the previous month. The large accession of numbers in Saugor, nearly 2,500, is remarkable, and I am not altogether satisfied that village relief in this district is being confined to its proper limits. No adequate explanation of the very large increase has been given by the Deputy Commissioner, and I have recently asked him to arrrage for a careful enquiry by himself and his circle officers with a view to ascertaining whether the very considerable additions to the village lists have been properly made. The increase in Mandla is satisfactory, as I had found that in this district the limits of the classes entitled to this class of relief had been somewhat too strictly drawn. On this subject, however, it may be well to quote the Deputy Commissioner's remarks. He says :—

"I may note here that the numbers actually entered as in receipt of village relief only partially represent the extent of true village relief. Unlike other districts, the number of relief centres in Mandla is very large *i.e., 19* (including the local works at the two Tahsil head-quarters) and to each of these relief centres is attached a sort of poor-house on a small scale where people unable to work are relieved gratuitously. The work taken at these relief centres is also very light, so all the people at those centres are practically on village relief. The numbers thus relieved stand as follows :—

1. On two local works at Tahsil head-quarters	801
2. Dependants on Tahsil head-quarters	213
3. At work at relief centres	3,120
4. Fed gratuitously at relief centres	871
	5,005"

I may add that the people of Mandla are, as a rule, but little attached to their homes and are ready to desert them on the slightest provocation. On the large works nearly all the labourers live on the site of the work, and at one relief centre

which I visited I found several people who, though they said they had homes in a village about a quarter of a mile away, preferred to live in huts on the work itself. In such circumstances there is much less scope for village relief proper than in more settled districts.

4. *General character of relief works.*

(*a*) *Public Works Department Relief Works.*—The number of persons on these works at the end of March and April respectively is shown below :—

District.	Workers.		Dependants.		Total.		+ or —
	March.	April.	March.	April.	March.	April.	
Jubbulpore	40,517	39,070	8,247	7,771	48,764	46,841	—1,923
Saugor	29,273	15,168	2,765	1,116	32,038	16,284	—15,754
Damoh	11,267	14,279	2,054	2,065	13,321	16,344	+ 3,023
Mandla	14,236	18,131	3,792	4,931	18,028	23,062	+ 5,034
Seoni	4,761	9,015	1,013	2,069	5,774	11,084	+ 5,310
Total ...	100,054	95,663	17,871	17,952	117,925	113,615	—4,310

It will be noticed that in Jubbulpore numbers have decreased by nearly two thousand, there has been a large increase in Damoh, Mandla and Seoni, while in Saugor numbers have fallen from 32,088 to 16,284 or to nearly half of their former figure. Had the orders which have already been referred to regarding the closing of relief centres in the Murwara Tahsil been properly carried out the Jubbulpore figures would also have shown an increase, and the larger numbers in Damoh, Mandla and Seoni are only what I had anticipated in making my report for March. The remarkable feature then, in these returns is the marked diminution in Saugor—a diminution which had not yet been fully explained by the Deputy Commissioner. It may, however, be noted that, at the beginning of April, extensive frauds were discovered on two of the large works in Saugor, and from the enquiry made in those cases it appeared that the numbers actually at work on the 27th March, were in reality, much less than had been represented. It was also discovered that there had been abuses in connection with the supply of grain on those works, and it is more than probable that there had been other irregularities in the matter of punctual payment of wages, infliction of fines and the like which would have tended to make those works generally unpopular. The fact that the numbers on local works under circle officers in this district have recently increased largerly, tends to confirm the view that the large Public Works Department works have for some reason or other, become unpopular. I have asked the Deputy Commissioner to give the matter his very careful attention and to ascertain, both by personal enquiry and through his circle officers, to what causes the greatly diminished numbers on those works are due. I have also discussed the matter with the Executive Engineer, Saugor, but he is unable to say what has caused this remarkable diminution in numbers. The question of the introduction of the modified system of piece work approved of by the Government of India in Revenue and Agricultural Department letter No. $\frac{722}{110}{}_{2}$ F, dated the 3rd March 1897, is being carefully considered for all districts and since the close of the month orders have been issued to start the new system in parts of Jubbulpore, Mandla and Seoni. At present the great defect on nearly all Public Works Department works is the failure to exact an adequate task, large numbers of the workers being, apparently quite satisfied if they receive the minimum wage even after deduction of fines for short work. The bulk of these labourers are now quite strong and healthy, they have been on Government works for months, and are as competent to do piece-work as any labourer in ordinary times. These remarks apply particularly to Seoni, but may be considered as true

of the greater part of all districts of the divison, and the introduction of piece-work, if associated on each work with infirm gangs for the old and weakly, will, I trust, produce a marked improvement in the out-turn of work while not diminishing the efficiency of relief.

In Jubbulpore the distribution of work was improved by closing three of the existing charges and opening new charges in their place in tracts of greater distress. In Mandla two new charges were opened, one in the Northern and one in the Southern Tahsil, and are both filling rapidly. In Seoni a fourth charge was opened in the distressed area of the Seoni Tahsil. In the remaining two districts the number and distribution of charges remained unchanged.

(*b*) *Local works under district officers.*—The numbers employed on these works, excluding dependants at the close of March and April are shown below :—

District.	March.	April.	+ or —
Jubbulpore	12,886	14,971	+ 2,085
Saugor	9,239	14.354	+ 5,115
Damoh	11,483	10,649	—837
Mandla	1,505	1,779	+ 274
Seoni	1,300	1,131	—169
TOTAL	36,416	42,884	+ 6,468

In Jubbulpore four new local works were started during the month—two tank works in the distressed parts of the Jubbulpore Tahsil and a tank work and a road work in the west and east respectively of the Murwara Tahsil.

All local works in Jubbulpore are now well organized and supervised. Professional opinion has been obtained as to the plan of work in each case and tasks are fixed and exacted.

Of the two municipal works in Jubbulpore City it has been decided to hand over one, the stone breaking work near the town, to the Public Works Department, This will secure better management and stricter supervision. In Saugor three new tank works were started during the month and have attracted considerable numbers over 5,000 workers. Here, also, regular organization is insisted on and adequate tasks secured.

In Damoh no addition has been made to the previous number of local works and the ten tanks, which are in progress, are being steadily completed. I inspected five of these during the month and was pleased with the way in which work was being done. The general organization was exceedingly good, work was systematically carried out and tasks were fixed each day, and, so far as could be ascertained, regularly completed. The Deputy Commissioner has now obtained professional advice to assist him in completing these tanks and it will, I hope, be possible to complete them all before the monsoon breaks.

In Mandla there were besides the 17 relief centres, two local works, at Mandla and Dindori respectively, four forest roads and eight ryotwari tanks, in progress during the month.

In Seoni 16 works in ryotwari villages and two forest roads were available as local famine works. The Deputy Commissioners found, however, that the attractions of the large Public Works Department works were greater than those of local works and he was obliged to adopt special measures to secure sufficient labour to complete his works before the rains. He considers that on the large works less labour is exacted and a more liberal wage given, and he thinks the introduction of piece-work to be the only effective remedy for this. In this view I agree with him.

Famine Loans.—The amounts paid out as Famine Loans during the month of April are shown below in round numbers :—

	Rs.
Jubbulpore	14,000
Saugor	12,000
Damoh	18,000
Mandla	2,000
Seoni	3,000
	49,000

From the diaries of circle relief officers and from what I have heard from Deputy Commissioners I gather that a considerable amount of useful work is being done with the aid of these loans, and that, generally speaking, borrowers are paying a sufficient wage.

5. *Physical condition of the people.*

The Deputy Commissioner, Jubbulpore, who has been almost constantly on tour during the month in the most distressed parts of the district, writes as follows :—

"The condition of the people on the larger relief works is good. Only in the poor-houses and relief centres are cases of extreme emaciation to be met with. Barhi, in the east of the Murwara Tahsil, being the place where I have seen the worst cases in this respect. In the Murwara Tahsil, generally the general health of the people has greatly improved, a good *mohwa* crop having helped greatly to this end."

The Deputy Commissioner, Saugor, has nothing to add to what he wrote last month on this subject and which was quoted in paragraph 5 of the divisional report for March. The decreasing death-rate in this district, combined with the very small number of deaths ascribed to starvation or privation, would point to a steady improvement in this respect.

The Deputy Commissioner of Damoh, who was also on tour during the great part of the month, considers that the condition of the labourers on relief works is distinctly improving and that the additional food supply afforded by the *mohwa* crop has tended to better the condition of the population generally. I had considerable opportunity while on tour in Damoh, of observing the condition of the people both on works and in villages. The average condition of workers was distinctly good, most of them having been doing regular work and receiving regular pay for months past. In the villages I noticed no cases of emaciation, except among the very old. In the poor-houses there were naturally numerous cases of people in very reduced condition. But this must always be the case so long as there are people who prefer to wander and to beg until they are reduced to such a state of weakness that it is almost impossible to restore them to normal health.

A careful watch is kept over the work of the Police in dieting and forwarding such wanderers to poor-houses or works, and, generally speaking, I consider that this work is now well done.

In Mandla the condition of the inmates of poor-house and of those who are relieved at relief centres is, as elsewhere, poor. On works the people are generally robust and healthy. They have, in most cases, been on the works for months and the regular work, wholesome food, good water-supply, and sanitary surrounding have all combined to improve their condition greatly. Except on the Thonda work (Bilaspur-Mandla road) and on the north of the Dindori Tahsil there are but few in hospital, and deaths, except from occasional outbreaks of cholera, are

less common than they are among the general population in ordinary times. The Deputy Commissioner of Seoni reports as follows :—

"The condition of persons employed on Public Works Department relief works is excellent, so much so that I have recommended piece-work to be started on all these works. This proposal has been accepted by the Chief Commissioner and piece-work will be introduced as soon as possible."

In this district generally the Deputy Commissioner informs me that the condition of the people is good and that it has here, as elsewhere, been improved by the extra food supply afforded by the *mohwa* crop. From the result of my own inspection of famine works and of the Lakhnadon poor-house I incline, however, to think that the Deputy Commissioner takes a somewhat too favourable view of the general condition of the people. It is quite true that the greater number of the labourers are robust, but cases of emaciation are not uncommon, and the large number of deaths in the Seoni poor-house during April points to the existence of more suffering than the Deputy Commissioner's remarks would imply. Even allowing for deaths from cholera the death-rate for April is still considerably above the normal (41 per mille per annum) and most careful supervision should, I think, be maintained over relief arrangements especially in those parts of the district which are remote from the main lines of traffic.

6. *Mortality. Deaths from starvation.*

The following table gives the total number of deaths and the death-rate (per mille per annum) for the month of February, March and April.

District.	No. of Deaths.			Death Rate.					
				Exclusive of town.			Inclusive of town.		
	February.	March.	April.	February.	March.	April.	February.	March.	April.
Jubbulpore ...	6,839	5,287	4,014*	102	8,182	128	114	8,818	65
Saugor	2,907	2,595	3,047†	60	54	...	59	53	61
Damoh	1,417	1,871‡	1,592§	...	...	...	52	69	58
Mandla	2,396	2,277	1,430	...	...	...	85	74	50
Seoni	1,621	1,647	1,571‖	...	...	...	52	52	50

* 255 deaths from cholera. † 515 deaths from cholera. ‡ 523 deaths from cholera.
§ 323 deaths from cholera. ‖ 297 deaths from cholera.

The steady decrease in the death-rate of the Jubbulpore District from February onwards in spite of outbreaks of cholera in March and April, and notwithstanding the number of wanderers in the district who had come for harvesting and had to return with little or no earnings, is most satisfactory. During the present month the great heat which has now set in must, however, tell on the old and weakly, and a maintenance of this improvement can scarcely be anticipated. In Saugor, the March figures showed a distinct improvement on those for February, but the April total has been swelled by 515 deaths from cholera. Had it not been for cholera in Damoh there would have been a diminution in the number of deaths in that district both in March and April. In Mandla the great improvement which is shown in the figures for April, an improvement which extends to all the main heads of classification, is satisfactory. In Seoni the April figures are better than those for March, and, if the 297 cholera cases be allowed for, are markedly better.

During the month, I issued a circular letter to all Deputy Commissioners asking them to arrange to have the weekly special mortality returns, which are submitted to Civil Surgeons under the instructions contained in Revenue Department Circular letter No. 1400, dated 31st March 1897, regularly sent to all circle relief officers. It would then be their duty to examine carefully any unusual or

excessive local mortality, ascertain its causes and endeavour to take steps to prevent its recurrence. It is of little or no use to enquire into the causes of the mortality, of past months. The great point is to obtain information of deaths as soon as possible after they occur, to verify anything unusual in them *at once* and to take immediate steps to remove any preventable causes of excessive mortality.

The following statement gives the number of deaths (*a*) due to actual want of food (starvation) and (*b*) due to the effects of privation in March and April respectively. The determination of whether a death is or is not due to privation is a delicate and difficult operation and I do not think that our reporting agency (Kotwars and Subordinate Police Officers) can be relied upon to discriminate these deaths satisfactorily. It may be said indeed that proper verification should make the actual cause of death certain, but where, as is the case with most deaths from starvation, the victims are wanderers without friends or companions who can give any information regarding them, any real verification is quite out of the question, and I do not think that any great weight should be attached to the statistics given under this head. The effectiveness of famine relief can, I venture to think, be much more clearly and satisfactorily gauged by following the progress of the general death-rate, after allowing for deaths from cholera, small-pox or other epidemic disease, than by scrutinizing the returns of deaths from starvation or privation.

With these preliminary remarks I gave the figures for the two months for what they are worth :—

District.	Due to Starvation.		Due to Effects of Privation.	
	March.	April.	March.	April.
Jubbulpore	152	49	1,237	993
Saugor	9	3	255	111
Damoh	14	54	167	244
Mandla	2	1	39	7
Seoni	17	8	131	199

I have had some difficulty in compiling this return and am unable even now to attach much weight to the statistics which it contains. Thus in Jubbulpore the figures, both for March and April, are taken from a special classified statement of deaths from starvation prepared by the Police and attached to the Deputy Commissioner's report. These figures differ largely from those given by the Civil Surgeon in his special mortality return for April, where 222 deaths are ascribed to starvation. I have already, however, detected one glaring error in this return whereby the total number of deaths from all causes in the Panagarh station house area are put down as deaths from starvation, and I incline to think that careful check will detect other similar errors.

For Saugor I accept the Civil Surgeon's figures, no others being available.

In Damoh, in the return received from the Civil Surgeon, I yesterday detected an obvious error, the correction of which by the Deputy Commissioner to whom I referred by wire, has resulted in lowering the number of starvation deaths by 102, and I am now awaiting a reply to another reference which will, I believe, again considerably lower this figure. For Mandla I accept the Deputy Commissioner's figures which have, he reports, been verified, while in Seoni, I have entered the Civil Surgeon's figures for this month and the Police figures for March, a reference to the Deputy Commissioner having shown that the Civil Surgeon's figures for the former month were erroneous. In view of the discrepancies and of the importance which is attached to these figures, I think it would be well to issue further clear and detailed instructions to the Police which would secure greater attention on their part to the correctness of these returns

and also to direct that the returns should, each month, be sent to the Administrative Medical Officer *through the Deputy Commissioner*, who would carefully scrutinise the figures, verify any entries the correctness of which appeared doubtful on the face of them, and add remarks of his own commenting on any abnormal or peculiar features in the return. I may further notice that, in no single case, has the verified statement of starvation deaths prescribed by the Secretariat Circular letter been submitted with the returns, nor have civil surgeons added any remarks regarding abnormal features in the reported statistics.

I may add, that, so far as they can be relied on, these figures show, except in Damoh, where the accuracy of the statistics is exceedingly doubtful, a marked improvement on those of the previous year. This is especially the case in Jubbulpore where there are other reasons for thinking that famine relief arrangements are steadily being made more effective and more complete.

7. *Food-stocks.*

In Jubbulpore, Saugor and Damoh food-stocks are reported to be sufficient. Indeed a brisk export has been going on throughout the month from Jubbulpore. No difficulty is anticipated as to a sufficient food supply for the monsoon months. In Seoni stocks are also generally sufficient, and, as the district is easily accessible both from the north and south, no difficulty is anticipated as to future supply.

In Mandla, as I noticed in the report for March, special arrangements are being made for the supply of food-grain during the monsoon months, (1) to large Public Works Department works, (2) to relief centres, (3) to bazaars in the more remote parts of the district. The whole subject was fully discussed with the Deputy Commissioner during my visit to Mandla in the early part of the month, and a special meeting of grain merchants was held to explain to them the bounty system as approved by the Government of India for the Palamau District in Bengal (*vide* letter No. 1598, dated 17th March 1897, from Government of India, Revenue and Agricultural Department, to the Chief Commissioner, Central Provinces). They all, however, stated that they were not prepared to enter upon trade with the interior where the demand was uncertain and the circumstances of which were strange to them. Accordingly it was determined to invite tenders for the monopoly of supply of food-grain on the large Public Works Department works from June to September, and to make contracts, on the basis of advances at low rates of interest, with small trades for the supply of relief centres and local bazaars. No single tender was, however, forthcoming for the Public Works Department monopoly, but I have now succeeded in inducing the firm of Raja Gokal Dass, Ballab Dass of Jubbulpore, to take the contract for the Mandla Tahsil, while for the Dindori Tahsil the Deputy Commissioner has been given, with the approval of the Chief Commissioner, an advance of Rs. 50,000 to arrange for direct import by Government. Small contracts are also being arranged for the supply of relief centres and bazaars in the interior.

The following table shows the retail prices of staple food-grains in seers per rupee at the head-quarters of each district at the end of March and April respectively :—

District.	Wheat.		Grain.		Common Rice.	
	27th March.	24th April.	27th March.	24th April.	27th March.	24th April.
Jubbulpore	11	10½	11½	11	9	9
Saugor	8¼	8½	9¾	9	5¾	6½
Damoh	7½	8	10¼	9¼	8	7½
Mandla	9	9¼	11	10	8	8¼
Seoni	11	10¾	9	9	9	9

In Saugor, Damoh and Mandla the price of wheat, probably owing to import, has fallen slightly. Heavy exports have hardened prices in Jubbulpore, and in Seoni also there has been a slight rise in price. The price of gram has risen everywhere except in Seoni, where it has remained steady. The slight cheapening in rice in Mandla, where it is much more largely consumed than wheat, is noticeable. This is probably due to large imports. On my return from Mandla I found strings of carts all along the Jubbulpore road carrying grain to the head-quarters of the district.

It will be seen that prices keep, on the whole, very steady and that the comparatively good *rabi* crops in the North-Western Provinces, the Punjab and parts of this Division have had no effect in perceptibly lowering the rates of retail sale. As was remarked in last month's report, a very large surplus is necessary to perceptibly affect the general level of prices where the demand for food-grains is so intense and so universal as it is this year, and where stocks have been depleted by several successive harvest failures.

8. *Import and export of food-grain.*

The imports and exports for those districts where they have been registered are shown below as compared with those of the previous month :—

District.	Imports.		Exports.	
	March.	April.	March.	April.
Jubbulpore	56,855	47,446	85,961	71,978
Saugor	4,237	26,012	5,878	595
Mandla	3,000	5,000	*Nil*	*Nil*
Seoni	8,744	16,124	4,056	6,126

The large exports from Jubbulpore still continue, but the amount exported was not quite so large as in the preceding month. So far, in Saugor, the exports of each month have exceeded the imports, but now, as the Deputy Commissioner points out, "the tide has definitely turned," exports are merely nominal while import exceeded 26,000 maunds. No reliance can, I fear, be placed on the Mandla figures which are mere estimates. I should incline to put the imports into this district at a much higher figure.

9. *General condition and prospects of the affected areas.*

On this subject the Deputy Commissioner of Jubbulpore remarks as follows :—

"The health of the people is steadily improving. The relief operations in progress are gradually producing this effect, and the advent of the *mohwa* crop has conduced greatly to the same end. Cattle are in good condition. It is the general opinion, especially in the northern part of the district, that only the worst of the cattle have been killed off for their hides. I believe that this is to a great extent the case and that the famine has thus been productive of a certain amount of good, in getting rid of the more useless of the village stock. The organization of the relief works both under Public Works and District Agency is being improved. There are, however, individual cases where much remains to be done in this respect The proposed introduction of the piece-work system will, it is hoped, be useful in this direction."

I may add that the *mohwa* crop in this district has been a distinctly good one, averaging some 12 to 14 annas. The Deputy Commissioner of Saugor remarks :—

"I spoke last month of the *rabi* harvest. It was undoubtedly a poor one and has done but little towards ameliorating the material condition of the people generally, though individual cultivators here and there have fared well. The *mowha* crop which has been gathered during the past month was on the whole good. Conflicting accounts used to reach me from time to time as to its quality. It was late in coming to maturity, and this

circumstance had first led many to think that it was never coming at all. Then a too sanguine view was taken of it. Finally, when it was damaged by cloudy weather, the damage was immensely exaggerated. The Superintendent of Land Records estimates that it was an 8-anna crop. I believe myself that this estimate is pitched too low. Any how there can be no doubt that the crops has proved a great boon to the poorer classes. But no substantial improvement in the situation can be looked for till the rains have been established and the earlier food crops have been gathered."

The Deputy Commissioner of Damoh observes that the *mohwa* crop was a very fair one and has proved a useful addition to the food supply of the people. Moreover, the extensive measures of relief which have now been in operation for some time past have done much to diminish distress. The failure of crops in this district has however been more severe and less redeemed by local exceptions than in other districts, and the resources of all classes, malguzars and tenants alike, have been almost entirely exhausted. There is a universal demand for loans for cattle and seed grain, and, without extensive help of this kind, the recovery by the district of anything like its former prosperity will be impossible. The result of my recent visit to Damoh leads me to agree in this view of the situation there. Damoh seems to me to be more exhausted and impoverished than any other district in the division and in this opinion I find that experienced residents of Jubbulpore, who are acquainted with the circumstances of the other four districts, agree.

The *rabi* harvest here was, with the exception of a few isolated villages, very poor, and no real improvement in the situation can be expected until the autumn crops are reaped.

In Mandla there has been no change in the situation as reported last month, *mohwa* is not important here and affords no extensive relief.

In Seoni the *mohwa* crop, though considerably damaged by cloudy weather, has given perceptible relief. Ploughing for the early sowings is in active progress, and it is reported that 3-5ths of the normal *kharif* area have already been ploughed. The great need now in all districts is either seed for the June sowings or money to buy seed. The only seed grain of which a real deficiency of stock is reported, is *kodo* and *kutki* of which the crop last autumn was very scanty; which is sown by the poorest agriculturists and which has, in consequence, been largely eaten by them for food. Great efforts have been made by the Deputy Commissioner of Mandla to obtain this seed which is very largely sown in his district. Letters have been written to all districts where such crops are grown and agents have been sent out to the adjacent Native States to attempt to effect purchases. So far, however, no stocks have been met with and there seems some reason to fear that the full area usually occupied by this crop may not be sown. But it is not impossible that, even now, small stocks are being kept back, either in view of urgent personal necessity at sowing time or in anticipation of an even higher price being obtainable as the monsoon approaches, several cultivators whom I questioned on the relief works in Mandla, at first entirely denied having any stock of seed laid by, but further and more detailed enquiry showed that they had in reality laid by some little store. This may be the case in many instances. Except as regards these lesser millets the demand is not for seed but for the money to purchase seed and plough cattle. For this purpose the Chief Commissioner has placed five lakhs of rupees at my disposal for allotment for agricultural loans.

This has been distributed as follows :—

	Rs.
Jubbulpore	1,50,000
Saugor	50,000
Damoh	2,00,000
Mandla	60,000
Seoni	30,000

These amounts will be largely supplemented by grants made to necessitous cultivators from the Indian Famine Charitable Relief Fund, and it is hoped that with this liberal aid from these two sources, a considerable area of *kharif* land may be sown and the cattle purchased which are necessary for ploughing it.

Careful instructions were issued early in April as to the methods to be followed in maturing proposals for the suspension or remission of the *rabi* land revenue instalment. For Damoh and Seoni detailed proposals were submitted during the month. In Damoh the whole of the *rabi* instalment except Rs. 15,607 has been remitted while in Seoni Rs. 38,270 have been suspended out of a demand of Rs. 1,16,752.

In the other districts the detailed examination of the statistics of each village which has been ordered has entailed delay. But it is hoped that the proposals will be submitted and sanctioned within the next week or so.

10. *Changes in the rate of wages.*

In Saugor the rate of wages was raised during the month, the basis of calculation being a rate of 8½ seers per rupee for the staple food grain. In Damoh wages are still fixed on a basis of 10 seers for the rupee which is now too low. The Deputy Commissioner is being written to on the subject. In other districts there has been no change in the rate of wages and none is called for at present.

11. *Railway work.*

The numbers employed on the Saugor-Katni extension of the Indian Midland Railway at the end of March and April respectively are shown below :—

—	27th March.	24th April.
Jubbulpore	3,935	3,921
Saugor	7,238	7,561
Damoh	12,214	13,090
TOTAL ...	23,387	24,572

12. *General remarks for the division.*

(*a*) *Situation with regard to famine.*—The following is a comparison of numbers in receipt of the aggregate Government relief at the end of March and April respectively :—

Name of relief.	27th March. Numbers relieved.	24th April. Numbers relieved.
(A) WORKS.		
1. Public Works Department	100,044	95,663
2. Under Civil Officers	52,310	56,497
	152,354	152,160
(B) GRATUITOUS RELIEF.		
1. In poor-houses	7,817	8,181
2. Other gratuitous relief including that of dependants on works	57,442	60,724
	65,259	68,905
	217,613	221,065

The increase in the total number has not been so great as I had anticipated. This is partly due to the numbers on Public Works Department works in Saugor having previously been considerably overstated, but is also to be ascribed to the gathering of *mohwa* which has taken away some thousands from the works into the forests, and also to outbreaks of cholera which generally lead to a stampede and to the very rapid diminution of numbers on any work where the disease breaks out with any violence. The fluctuation under the several other heads has already been discussed in the earlier part of this report.

(*b*) *Measures taken to organise and complete measures of relief.*—It was remarked in last month's report that the arrangements for famine relief in this division may now be considered as complete, all that is necessary being constant and rigid supervision, and prompt arrangements to meet any local distress. During the month active preparations were being made for securing effective relief during the monsoon months. Schemes of relief for Mandla, Seoni, and Jubbulpore were decided on. Office buildings and workers' huts are being built or improved so as to give adequate shelter from rain and the poor-houses are being improved and partly reconstructed so that the weakly inmates may not suffer when the monsoon sets in. Moreover, special arrangements have, as already noticed, been made for the supply of food during that season in the Mandla district.

(*c*) *Prospects of the division as regards the scarcity.*—Under this head I can only repeat, with one slight alteration, what I wrote last month :—

"The *rabi* crops having been gathered in, no marked change in the situation can be anticipated at present. Numbers will probably increase during the current month and increasing exhaustion of stocks in *kharif* areas must make distress more acute. The gathering of the *mohwa* crop has formed a most useful addition to the food supplies of the people and, especially in remote tracts, should improve the general health and tend to diminish the death-rate."

I would add, however, that the increasing heat will make adequate shelter more necessary, will tell on the old and weakly, and will probably also raise the death-rate.

Nagpur Division.

1. *Private Relief.*

Balaghat.—Subscriptions are collected for the Balaghat, Katangi and Baihar poor-houses. Rs. 299 were spent during the month on the Balaghat poor-house from subscriptions, the balance from Government funds. There are no private institutions. In Baihar 20 or 30 orphans are being maintained by the Revd. J. Lampard.

Bhandara.—The Charitable Relief Committee is now in fair working order. There have been no changes. Detailed reports and accounts are submitted direct to the Committee at Nagpur.

Chanda.—The subscriptions amount to Rs. 2,495-4-2 and are to be devoted principally to the relief of destitute tenants. Nothing has yet been spent. The method of expenditure is under consideration.

Nagpur.—A new poor-house has been opened at Umrer. The District Charitable Committee are doing good work. Relief is afforded to destitute families and to the needy, selected by the Committee. Experimental measures have been started for assisting the weavers of Nagpur, selection has been made of fit recipients for the money given for seed and subsistence.

2. *Poor-house relief.*

Balaghat.—No new houses opened. The number of men, women and children in the three poor-houses now in existence was 1,041 in April, against 1,634 in March. The decrease is said to be due to a number having been sent away to relief works, to several going away to pick *mohwa*, and to the institution of village relief.

Bhandara.—The poor-houses remain the same. There was a slight increase in numbers, most noticeable at Gondia.

Nagpur.—A considerable reduction in numbers is reported in the Nagpur poor-house owing to stricter enforcement of the code ration, but great care is taken to avoid severity. The outbreak of cholera at Chorbaoli led to a sudden increase in the numbers at the Kamptee poor-house, which, however, is now being closed, as the inmates can be more economically provided for in the Nagpur poor-house.

3. *Village Relief.*

Balaghat.—There are 86 persons gratuitously relieved, and 10 on light labour in the four relief centres at Lalbarra, Hatta, Kirnapur and Baila. There is an increase in the number of persons relieved at their homes, owing, it is reported, to all villages being now under supervision. It is thought the numbers will rise still higher. All the Kotwals in the ryotwari and a large number of those in the malguzari area are in receipt of relief.

Bhandara.—Twelve Revenue Inspectors are engaged in the work. The number relieved has largely increased. Children's kitchens, it is said, continue to do good work, and starving wanderers are relieved by the Police, and sent to poor-houses or relief works.

Chanda.—The Deputy Commissioner writes: "The village gratuitous relief started in the Courts of Wards estates is not shown as a famine charge. The number receiving relief is 49 and their condition is satisfactory."

4. *Relief Works.*

Balaghat.—There are three roads and five tanks on which work is going on, giving employment to 43,427 people. Of these five tanks, two are new (the Saregaon and Alua) and are under the Public Works Department, in the Baihar Tahsil, for ryotwari villages. On two of the roads the camps become unmanageably large, so a third camp had to be started on each road.

Bhandara.—No new works opened during the month. The number of labourers on the works in existence rose from 10,763 to 11,173. In addition to the above, 1,851 persons were relieved gratuitously. There was a steady decrease in numbers since last month up to the week ending 24th April, when there was a sudden rise. This was owing to the *mohwa* season which is now practically over, and a considerable rise is expected during the current month.

Chanda.—The only works taken in hand consist of repairs to 212 tanks, started partly with the aid of Famine loans and of loans under the L. I. Loans Act aggregating Rs. 17,565. Including ryotwari, malguzari and zamindari tanks, it would appear that 11,304 men, women and children were employed on tank work on the last Saturday of the month, but no very precise details have been given.

Nagpur.—Full details are given in Statement D attached to the District Return. A new camp opened at Metpanjra, at the beginning of the month employs now about 2,500 people. The camp at Chorbaoli increased very rapidly to 6,000 and was shifted in consequence of cholera to Mansur. The camps round Nagpur are said to be in very good order. I have seen them all and can confirm this opinion. The piece-work system which worked well at Telinkheri is being extended. The camp at Umrer remains small, owing, the Deputy Commissioner thinks, to the large amount of *taccavi* given in this tahsil. Rs. 30,000 were distributed in famine loans, as per details in statement DI, but no particulars have been given as to the number of works being carried out with the aid of these loans. Most of them are however in the Umrer Tahsil.

Wardha.—Work has just started (24th April 1897) in this district on the Arvi Ashti road. Writing on the 7th May the Deputy Commissioner states the numbers have gone up to 4,700. It has been arranged for the work to be done on the piece-work system.

5. *Physical condition of the people.*

Balaghat.—As regards those in receipt of gratuitous relief the Deputy Commissioner writes : "These are of course the worst people who have stuck to their villages and refused to leave. Some of the people I have seen have become terribly emaciated." Those "on works" are said to be in good condition, and there were no cases of emaciation amongst those in "distressed tracts." Cases of emaciation are becoming comparatively rare, owing to the village relief system.

Bhandara.—In the Powni Chauras, and Haveli and a portion of the Sakoli Tahsil, the condition of the people is said to be normal, but the Koshtis and other artizans of Powni are reported to be "hard up." The condition of the people on relief works is good as also of those in receipt of village relief. There were cases of emaciation in poor-houses, especially at Gondia.

Chanda.—The condition of the people as a whole is satisfactory, and the Deputy Commissioner reports that he has not come across any cases of emaciation caused by starvation.

Nagpur.—The general condition of inmates of the poor-house is said to be good, and of those on works "very fair." I noticed, however, a few cases of emaciation in the poor-house at a recent visit, but they were almost invariably found to be wanderers from Balaghat and Bhandara. Male weavers, it is reported, at all camps look pulled down, and never approach a D task. Their women and children however look well. Cases of emaciation at all camps are very few, and even these are chiefly people who travelled very long distances in search of work. In distressed tracts visited by the Deputy Commissioner no cases of emaciation were found—great relief is said to have been experienced during the month from the *mohwa* and *char* produce. It is reported that many have stored up *mohwa* for consumption during the rains.

Wardha.—As work has only just started in this district, it would be well, perhaps, to quote the Deputy Commissioner's own words—"fairly good on the work, said to be deteriorating in the affected area, cases of emaciation are noticeable among the poorer classes in that area. Relief works are necessary for them." I am writing to the Deputy Commissioner on the subject.

6. *State of crime.*

Balaghat.—Reported to be much the same and offences against property above normal.

Bhandara.—Some increase in petty thefts and cattle lifting, but no cases of serious crime.

Chanda.—Increase throughout the district, principally thefts of small value.

Nagpur.—A note by the District Superintendent of Police gives details. Compared generally with last year there is an increase, due, it is said, to high prices. Compared with last month (March) there is a decrease in thefts owing to grain being better guarded.

Wardha.—No remarks.

7. *Deaths from Starvation.*

Balaghat.—Details will be found in the mortality return attached. 13 deaths are reported against 48 in last month. The deaths in poor-houses are all said to be due to debility caused by privation.

Bhandara.—The deaths shown in column 16 of District Statement A relate to the preceding month, March. The special mortality return for this District for April prescribed by Secretariat letter No. 1400, dated 31st March last, has been received this day, and it shows deaths from starvation at 16, 7 in towns, and 9 wanderers found dead on or near lines of traffic.

Chanda.—One death is reported in the Warora Dispensary, but enquiry as to its real cause is being made.

Nagpur.—Statement E attached shows 7 deaths from starvation outside the poor-houses, and a reduction of 15 compared with the previous month, said to be due probably to the *mohwa* crop. Four deaths all of one family are reported from the Nagpur poor-house. Two deaths from diarrhœa and two from dysentery at the Kamptee poor-house are attributed to privation.

Wardha.—The special mortality returns for this district for April have been this day received. The figure as entered in column 16 of District Statement A, has apparently been taken from the above return. Of the 10 deaths from starvation three were in towns, and seven were wanderers. It should, however, be noted that while the special mortality return is for the whole month of April, the Deputy Commissioner's Statement A embraces the period 28th March to 24th April.

8. *Changes in rates of wages.*

Balaghat.—A rise is reported from 8 to 7½ seers in Balaghat and 7 in Baihar and is expected to be much higher during the rains.

Bhandara.—Wages were paid at the rate of 9 seers, but since then sanction has been accorded to payments being made at both camps on the Gondia-Arjuni road at the 8-seer rate.

Chanda.—No information has been furnished.

Nagpur.—Wages at Mansur are paid on the 8-seer basis, which will remain the same, until the cholera scare abates. The Deputy Commissioner promises to submit a separate report on this subject.

Wardha.—No changes. Basis of wages 9½ seers per rupee.

9. *Foodstocks.*

Balaghat.—Reported as depending now entirely on imports. Transport is becoming a difficulty.

Bhandara.—Fairly sufficient, but a contract for the supply of grain for one relief work has had to be given.

Chanda.—Food supply adequate.

Nagpur.—Ample, but grain, especially *juari*, does not come readily to the market.

Wardha.—Sufficient, *rabi* seed stock, the Deputy Commissioner reports, is insufficient and causing some anxiety.

10. *Imports and exports.*

Balaghat.—The Deputy Commissioner considers this the most serious question in his district. He is endeavouring to place Rs. 60,000 seed grain in Baihar before the rains.

Bhandara.—From the weekly statements it would appear that grain stocks within the district are becoming exhausted, but, notwithstanding this, the Deputy Commissioner is of opinion that private enterprise will not fail in replenishing the stock.

Chanda.—800 maunds of grain were imported and 5,000 exported.

Nagpur.—A statement L is attached giving details. 59,895 maunds of grain were imported, and 22,199 exported by rail during the month, the latter chiefly to Jubbulpore, Amraoti, Khamgaon, Bhusawal, Murtuzapur, etc. The imports and exports by road were 62,876 and 7,032 maunds respectively.

Wardha.—The imports and exports were 10,000 and 1,600 maunds respectively.

11. *General condition and prospects.*

Practically much the same as last month, the remarks of the Deputy Commissioner, Bhandara, "the prospects of the future depend on a timely monsoon, and the provision of sufficient seed grain to enable something like the normal area to be sown," may be held to apply generally to all districts. From Chanda it is reported that there is no actual distress, but that privation and scarcity exist, owing to the very high price of food grains. In Balaghat over a lakh and three-quarters has been given for seed grain *taccavi*, and if all this is procurable, it is expected that three-fourths of the cultivated area will be sown. The Deputy Commissioner observes that a good monsoon is absolutely necessary to save the District.

No. 536-C, dated the 14th May 1897.

From L. K. Laurie, Esq., I.C.S., Commissioner, Nerbudda Division, to the Chief Secretary to the Chief Commissioner, Central Provinces.

I have the honor to forward herewith consolidated statements A and B, for the districts of this division for the four weeks ending Saturday the 24th April. I also send the district officers' notes and the prescribed memorandum. The delay in the submission of this report is due to the Nimar returns having only come to hand to-day

2. The following abstract compares the number of persons employed on relief works as now reported with the number shown in last month's statement :—

District.	No. of workers on 24th March.	No. of workers on 24th April.	Difference.
Hoshangabad	46,256	38,524	—7,732
Narsinghpur	36,040	22,770	—13,270
Betul	8,648	8,019	—629
Chindwara	8,214	12,449	+ 4,235
Nimar	78	139	+ 61
Total	99,236	81,901	—17,335

The increase in Nimar is trifling and may be disregarded. The increase in Chindwara is partly due to the opening of a new camp at Delakhari on the Matkuli-Chindwara road to which workers from two camps on the Piparia-Pachmarhi road and were transferred. This transfer accounts for the decrease in Hoshangabad.

In Narsinghpur the falling-off in numbers is caused by the flight of workers (including many immigrants from Bhopal) from the Birman-Tendukhera, Saugor-Kareli, Gadarwara-Sainkhera and Narsinghpur-Lakhmadon roads, under the influence of panic caused by the appearance of cholera. Cholera also showed itself on two of the works in the Betul District and checked the increase in numbers there.

The gathering of the *mohwa* crop withdrew many persons from the works in the first fortnight of April. But in the latter part of the same month most of those who had absented themselves for this purpose returned to the relief camp: and the figures for the week ending May 1st show that in Hoshangabad and Betul the ground lost has been recovered, while in Chindwara there has been a further increase.

3. The figures for dependants and non-working children show a decrease of about 30 per cent. (as compared with a decrease of about 17 per cent. in the number of works) :—

District.	No of dependants on 27th March.	No. of dependants on 24th April.	Differences.
Hoshangabad	9,967	8,589	—1,378
Narsinghpur	8,215	2,952	—5,263
Betul	837	1,317	+ 480
Chindwara	1,375	1,418	+ 43
Nimar	14	38	+ 24
Total	20,408	14,314	—6,094

The greatest decrease occurred in Narsinghpur where the number of dependants was proportionately highest and where cholera, as has been stated, caused a panic. The result is that in that district the percentage of dependants has fallen from 23 to 10 per cent. and the divisional percentage has gone down from 20½ to about 18 per cent. The highest percentage is in Hoshangabad where the figure is 22, or about the same as last month.

4. The poor-house population shows a decrease of 203 due chiefly to the reduction in numbers in the Narsighpur District. The number of deaths in the poor-house at the head-quarters of that district was 114 :—

District.	No. of inmates on 27th March.	Poor-houses on the 24th April.	Difference.
Hoshangabad	770	830	+ 60
Narsinghpur	1,819	1,546	—273
Betul	308	289	— 19
Chindwara	270	274	+ 4
Nimar	136	161	+ 25
Total	3,303	3,100	—203

5. The number of persons fed at Police Stations and at relief kitchens on road works has not been reported for the Hoshangabad and Chindwara Districts. For other Districts the details are as under—

Narsinghpur	350
Betul	16
Nimar	23

6. The statistics of village relief are as under :—

District.	Numbers Relieved on.		Difference.
	27th March.	24th April.	
Hoshangabad	403	1,637	+1,234
Narsinghpur	378	429	+ 51
Betul	1,104	1,375	+ 271
Chindwara	*1,589	1,603	+ 14
Nimar	81	127	+ 46
Total	3,555	5,171	+1,616

* Including persons (1,388) relieved at "distributing centres" in jagirs.

There has thus been a general increase in the numbers relieved, the rise being most marked in the Hoshangabad District where a considerable amount of pains has been taken to ensure that the village registers contain the names of all persons who are really in need. With the completion of the harvest many cripples who earned a livelihood as watchmen, &c., were left without resources, and their names have now been brought on the lists. The number of persons in receipt of village relief in the Narsinghpur District is still disproportionately small, and I have applied for the services of a special officer to assist in checking the registers.

7. The death rate was excessively high in the Narsinghpur District, where, according to a telegram from the Civil Surgeon, the deaths in April amounted to 3,004. Details are as under—

Fever	1,003	deaths.
Bowel complaints	327	,,
Cholera	1,322	,,
Small pox	16	,,
Starvation	4	,,
Other causes	332	,,

More than half the mortality was thus due to cholera and bowel complaints

The death rate was also high (51·6 per mille per annum) in the Betul District owing to a sharp outbreak of cholera which occurred at the relief camp at Kheri. Coolies running away to their homes from the camp spread the disease to other villages. The above rate is taken from the Civil Surgeon's monthly return, as the Deputy Commissioner has given the figures for March only. The same return shows the deaths from starvation as 6. The mortality was less than in March and was only slightly in advance (1,391 deaths as compared with 1,344) of the mortality in April 1896.

Next in order comes Nimar with a death rate of 45·6. The mortality in April was 1,109. There were 55 deaths from cholera. The Civil Surgeon's telegram from which this information is taken does not give the deaths from starvation. The Deputy Commissioner's figure (16) is for March. In Hoshangabad the death-rate for April is 35·1 per mille per annum. The figures given by the Deputy Commissioner and by the Civil Surgeon correspond. The mortality in the corresponding month of 1896 was higher, being at the rate of 41·7 per mille per annum. The analysis made by the Civil Surgeon shows that in two circles the Singanama and Kesla outpost circles, the death-rate was as high as 111·9 per 1,000 and 82·8 per 1,000 respectively. The population in these circles consists largely of Gonds, and Dr. Price is of opinion that the excessive mortality is due partly to fever and partly to diarrhœa caused by consuming undried *mohwa* in the absence of more wholesome food. In both these circles there is a relief work and village relief. Deaths from starvation number 81, of these 27 deaths occurred in the Timurni station house circle, and 16 in the Bankheri

station house circle. Enquiry is being made as to the reason why these circles show so badly in this respect. The Deputy Commissioner notes that he is sceptical as to the accuracy of the figures.

Passing to the Chindwara return I find that the Deputy Commissioner has given the figures for March only. The Civil Surgeon's return for April shows 915 deaths which on a population of 407,000 gives a rate of 26·4 only per mille per annum. Deaths from starvation numbered 28.

8. The number of relief camps or charges under the management of the Public Works Department which were open during the month was as under.

District.	Number of charges.	Names of works.	Increase or decrease.
Hoshangabad	8	1. Babai-Bagra road	— 1
		2. Itarsi-Dhar road...	
		3 & 4. Harda-Dekha road (2 charges) ...	
		5 Semri-Barkach road	
		6. Hotwas-Bankheri road...	
		7. Bankheri-Dudhi road	
		8. Semra-Sohagpur „	
Narsinghpur...	6	1. Gadarwara-Samikhera road	+ 1
		2. Birmham-Tendukhora road	
		3. Narsinghpur-Leakhnadon road ...	
		4. Narsinghpur-Sankal road	
		5. Old Bombay road (at Kareli)	
		6. Narsinghpur-Chindwara road... ...	
Betul	3	1. Shapur-Dhar road	...
		2. Betul Ellichpur road	
		3. Badnur-Hurda road	
Chindwara	3	1, 2. Matkuli-Chindwara road	+ 1
		3. Chhindwara-Narsinghpur road ...	
Nimar	1	1. Khandwa-Mohghat road	...
	21		+ 1

In the Hoshangabad District two charges (Pagara and Matkuli) were transferred to the Chindwara District, the workers being distributed between two camps on the Matkuli-Chindwara road (one of these being a new one). The Harda-Handia road was completed and the workers formed into a second charge on the Harda-Dhekna road. A new charge was opened at Semri, on the Bombay road. The work at Panari (on the Pachmarhi road) was transferred to Bankheri and the work at Bagdeo (on the Itarsi-Dhar road) to Kesla. The Piparia Sandia charge moved on to the Bombay road, at Hatvas.

In Narsinghpur work on the Saugor-Kareli road was closed and two new works were opened—one on the Bombay road at Kareli and one on the Narsinghpur-Chindwara road.

In Betul and Nimar there was no change. In Chindwara one more charge was opened at Delakhari on the Matkuli-Chindwara road. The net result

is an increase of one charge, the total number of charges under the Public Works Department standing at 21.

Of charges under Civil Officers there were the following :—

Hoshangabad District.	(1) A village work (tank) at Sobhapur.
	(2) A small work (improvement of public garden) at Hoshangabad.
Chindwara District.	(3) Mureth-Bhatoria road.
	(4) Tamia tank (from Court of Wards funds).
	Of works being constructed by *jagirdars* and *malguzars* with the aid of Famine loans, there were the following :—
	Harrai tank.
	Dhanora tank.
	Gorpani tank.
	Small local works in the Narsinghpur and Betul Districts (number not specified).
Nimar District.	Punasa tank.

9. Turning now to the subject of General Orders issued during the month with a view to the alleviation of distress or to the more complete organization of existing measures of relief, I may note that proposals were submitted with this office letters No. 3544, dated 2nd April, and 460-C, dated 26th idem, for the suspension of part of the June instalment of Land Revenue in the Hoshangabad District and of the whole of the June instalment in the Narsinghpur District. These proposals were sanctioned in your letters No. 580-C, dated 9th April and 774-C, dated 3rd May. In Revenue Department letter No. C-648, dated 16th April, sanction was accorded to the appointment of three additional *tahsildars* in the Hoshangabad District and one each in the districts of Chindwara and Betul. For the Narsinghpur District two additional *tahsildars* had been previously sanctioned. In Revenue Department letter No. 715-C, dated 24th April, the appointment of eight additional revenue inspectors was sanctioned. The aim of these appointments was to increase the staff available for supervising village relief and the distribution of *taccavi* advances.

In my letter No. 363-C, dated 8th April, I called the attention of all Deputy Commissioners to the need for studying the question of the supply of seed grain to cultivators. I am glad to state that the replies received give satisfactory assurance on the subject of the stocks available to meet the demand for sowing purposes : and it will not, it seems, be necessary to take any special steps in the matter. In Revenue Department letter No. 601-C, dated 12th April, the Chief Commissioner informed me that the rate of interest on seed grain advances to *malguzars* engaging to supply their tenants with grain might be reduced from 6¼ to 5 per cent., and this concession has since been extended at my request to *patels* in *ryotwari* villages (Revenue Department letter No. 789-C, dated 5th instant).

In my circular letter No. 410 C, dated 13th April, the attention of all district officers was drawn to the need of carefully revising the village registers of poor in view of the fact that with the close of the *rabi* harvest many infirm persons who had earned a subsistence in watching crops would be thrown out of employment.

10. Food stocks are said to be sufficient except in the Betul District, where, however, the import trade will, it is anticipated, meet all requirements. Prices are slowly rising. The effect of the gathering of the *mohwa* crop on the numbers on relief works was transient and brief. Had it not been for cholera, the numbers on relief works would probably by this time have regained the total of last month. The ploughing season is now commencing and a small proportion of the workers will be drawn off thereby. There has been some delay in carrying out the census of cultivators referred to in last month's report owing to Deputy Commissioner's being in camp when the Secretariat orders were received : and it is not therefore possible to hazard a guess as to the number of persons who will go off to the

ploughing. I incline to the belief that by the end of May, if cholera is not very prevalent, the numbers on relief works in this division will once again exceed 90,000 and may touch 100,000.

Nerbudda Division.

1. *Private Relief.*

Narsinghpur.—The total number of persons relieved by private charity in this district during the month of April was 66 at a cost of Rs. 99-15-3. Rai Bahadur Seth Tikaram continued to feed the needy persons in the town of Narsinghpur. There are not private institutions for famine relief in the district. The money allotted to this district by the Provincial Charitable Relief Fund Committee will very likely be distributed to the really destitute tenants in the current month, for seed grain and plough cattle.

Chindwara.—The gratuitous relief dispensed by private persons in the town of Chindwara was stopped at the beginning of the month for want of funds. The Municipal Committee were thereupon called on to submit a list of persons entitled to government relief under section 34 of the Famine Code.

This list was submitted on the 24th of April and was approved of by me.

In future, therefore, the relief will be administered from Government funds.

Betul.—No subscription was raised in the district for private relief during the month.

Out of the amount previously raised Rs. 410-5-3 were spent in the relief of persons in municipal towns and 255 persons were to be relieved compared with 106 persons in the previous month.

Nimar.—Rs. 190 subscribed by private persons was distributed in relief at a "kitchen" by a committee. Private funds are now exhausted.

2. *Poor-House Relief.*

Hoshangabad.—The poor-houses at Hoshangabad and Sohagpur remained open during the month and a third was opened at Harda. The number of inmates has risen from 770 on the 27th March to 830 on the 24th April. The condition of the older inmates has been on the whole fair, but the new comers have generally been in very poor condition. In the Hoshangabad poor-house there were 66 deaths during the month on an average population of 414, and at Sohagpur 17 deaths on a population of 419, and at Harda 7 deaths on a population of 75. The high death-rate was due to a sudden outbreak of diarrhœa brought on by the use of new wheat for food.

Narsinghpur.—There were as before three Government poor-houses at Narsinghpur, Gadarwara and Chindwara. The number of inmates on the date of the report (*i.e.*, 24th April 1897) in each of these institutions was respectively 676,684 and 186 being an aggregate of 1,546. On the last day of the preceding month the numbers were: Narsinghpur, 944, Gadarwara, 727, and Chindwara, 148 —total 1,819.

Chindwara.—The number of poor-houses remains the same and there has been little change in the numbers of inmates. On the 24th April the numbers in the Chindwara and Amarwara poor-houses were 160 and 114 respectively, the corresponding figures at the close of last month being 160 and 109. The majority of persons admitted are wanderers from other districts and from the *jaghirs.*

Betul.—The one poor-house in this district is situated at Badnur and the number of inmates on May 5th was 277 as compared with 296 on April 5th.

Nimar.—There are poor-houses at Khandwa and Burhanpur. Number of inmates at close of April was 161 against 136 at close of March.

3. *Village Relief.*

Hoshangabad.—The organisation of village relief has been thoroughly overhauled and greater relief given. Mr. Toulmin in Sohagpur, Mr. Greany in Harda and Seoni, and Lieutenant Moore in Hoshangabad, have all orders to pay special attention to this branch of relief. At the close of the month 1,637 persons were in receipt of relief in their homes. All the lists have not yet been thoroughly checked and the number requiring relief in this form will probably rise still higher. The police during the month sent 241 persons to the poor-houses and 245 persons to the relief works.

Narsinghpur.—There were 21 relief centres at the police station houses and outposts. The number gratuitously relieved at these centres on the last day of the period under report was 350, as compared with 213 in the preceding month. No regular works were open at any of these centres. The number of persons relieved in their homes was 429, as compared with 378 in the previous month.

Chindwara.—The number of persons to whom relief was given at the 15 distributing centres (situated in the *jagirdaris*) increased from 1,388 on the 27th March to 1,398 on the 24th April.

The number of persons relieved in their homes was 205 as compared with 201 in the previous month. This form of relief has now been extended to the Mureth Revenue Inspector's circle in the Chindwara Tahsil and on the last day of the month under report was started in each municipal town of the district.

Betul.—16 persons were fed at four "relief centres." The Deputy Commissioner does not say anything about these centres, but I believe that there are kitchens at relief camps or police stations and are not regular relief centres. The number of persons on the village relief registers was 1,120 as compared with 1,104 in the previous month.

The system of the distribution of relief to persons in their homes has been described in previous reports.

Nimar.—Two new relief centres opened in the forest for the relief of Gonds and Kotwars, making three in all. Attendance on 24th April was 41.

4. *Relief Works.*

Hoshangabad.—The scheme of relief works under the Public Works Department was considerably altered at the beginning of the month owing to completion of works and the necessity of removing the workers off the Pachmarhi Road.

Two charges with a total of 7,226 persons passed out of the district into Chindwara. The Piparia-Sandia charge moved on to the old Bombay Road at Hatwas and the Panari charge to Bankheri.

The charge on the Semri-Bharkoch Road had grown so large that half of it was formed into a new charge on the Semri-Sohagpur section of the old Bombay Road.

Babai-Bagra charge remained unaltered.

There were thus five charges during the month under the Public Works Department *East of the Tawa* and there was also a small village work at Sobhapur.

In the Hoshangabad Tahsil, west of the Tawa, work continued on the Itarsi-Betul Road, but the camp was moved to Kesla.

There was also a small village work at Hoshangabad itself.

In the Seoni Tahsil there were no works, but the Harda-Timarni-Dhekna Road with two charges on it met any demand for work that arose both in Seoni and Harda.

The work on the Harda-Handia Road was finished.

Owing to the plentiful crop of *mohwa* and the supply of food thus afforded the numbers fell off rapidly during the first fortnight of the month, the lowest total reached being 41,494 on 10th April.

For about a week there was no increase in numbers, but during the last week of the month there was a large influx of labourers, the total on the 24th April being 47,113 as against 56,223 on the 27th March.

As I am unable to say how many people of the two charges which left the district have come back to works nearer their homes, it is difficult to compare the figures.

Narsinghpur.—In the second week of April two works were opened, one on the old Bombay Road (Narsinghpur and Kareli) and the other on the Narsinghpur-Chindwara Road. In the third week the Saugor-Kareli road work was closed. So there were only six large works at the end of the period under report, all being in charge of the Public Works Department.

(*a*) Construction of the Gadarwara-Sainkhera Road earth-work—number on last day of the month 5,118, as compared with 9,096 of the previous month. The numbers dropped rapidly during the last few days of the month in consequence of an outbreak of cholera. The latest report showed only about 100 people on the works, so a move to Berha and Gadarwara is contemplated.

(*b*) Metalling of the Barmhan-Tendukhera Road (stone-breaking)—number on last day of the month 6,720 as compared with 13,553 of the previous month.

Nearly all the Bhopal people on these works (*a*) and (*b*) have gone away.

(*c*) Metalling of the Narsinghpur-Lakhnadon Road (stone-breaking)—number on last day of the month 748 as compared with 3,090 of the preceding month.

(*d*) Construction of the old Bombay Road (Narsinghpur-Kareli)—number on last day of the month 2,692.

(*e*) Construction of the Narsinghpur Sankal Road (earth-work)—number on last day of the month 5,082 as compared with 6,079 of the previous month.

(*f*) Construction of the Narsinghpur-Chindwara Road (earth-work)—number on last day of the month 2,410.

Relief kitchens have been started on four works. Famine loans to the extent of Rs. 500 were advanced to the cultivators during the month under report. Local works are under construction and 468 persons in all were employed on the last day of the period under reference.

Chindwara.—One more charge has been started on the Belgaon-Singanama Road at Delakhari, but otherwise the relief works on the charge of Public Works Department remain unchanged.

The following statement shows the variations in the numbers on each work as compared with last month's figures :—

Name of Work.	Number on 27th March.	Number on 24th April.
Construction of the Chindwara-Narsinghpur Road	4,040	4,852
Metalling of the Mutkuli-Belgaon Road	1,584	3,351

The increase is due partly to the introduction of a new charge at Delakhar on the Mutkuli-Belgaon Road and partly to people returning to the works after the gathering of the *mohwa* crop.

Small works (columns 5 and 7 of Statement B) are the same as for last month. The numbers on the Mureth-Bhatoria Road increased from 1,311 on the 27th March, to 1,400 on the 24th April. The numbers on the Harrai and Tamia tank, were 1,393 and 467 respectively, as compared with 930 and 349 at the close of March, and on the 24th of April there were 986 persons employed on the tank being constructed by the *jagirdar* of Sonpur at Dhanora. The numbers on the Bhatoria Road underwent great fluctuations during the month owing to *mohwa* collection, the numbers falling as low as 98 on the 3rd of April. They have now returned to the former figure. A tank was begun at the close of the month at Gorpani by the *jagirdar* who took a loan of Rs. 2,000 for the purpose, but no returns had been received from the work for the 24th of April.

Betul.—The large works open during the month were—

(1) Stone-breaking on the Itarsi Road near Shahpur.

(2) Earth-work on the Badnur-Ellichpur Road near Kheri.

(3) Earth-work on the Badur-Harda Road near Chicholi. During the month work (2) was moved at a distance of 6 or 7 miles. Owing to an outbreak of cholera in the camp, this measure was successful in stopping the disease among the workers. The numbers were as follows :—

	On the last day of present month.	On the last day of previous month.
On work (1)	2,682	3,585
On work (2)	3,222	3,759
On work (3)	3,432	1,304
	9,336	8,648

The decrease on work (1) is due to numbers of labourers having left in order to pick up *mohwa* in the jungle.

The increase on work (3) is due to the return of persons who had left the work owing to an outbreak of cholera. No large works were opened during the month.

No local works were opened. Rs. 6,605 have been advanced as famine loans, mostly to the cultivators and cultivating *malguzars* for the construction of wells and small embankments. No figures are available as to the number of persons on such works.

Nimar.—There is only one relief work and the numbers employed on it are small (139 as against 78 at close of March).

5. *Physical condition of the people.*

Hoshangabad.—On the whole the condition of the workers, except in the hill tracts round Kesla, is fair, and I noticed few cases of emaciation. Only 48 deaths occurred during the month on relief works.

Narsinghpur.—The general condition of the people on the works is good, except on the Barmhan Tendukhera work. This work has suffered severely from cholera and many people ran away from it although they had very little to fall back upon for their maintenance. The general physical condition could not be said to be very reduced.

Chindwara.—During the month the Deputy Commissioner inspected all relief works in the district, except that on the Bhatoria-Mureth Road and visited 14 out of the 15 distributing centres in the *jaghirs*.

The absence of village starvelings, even in the most distressed parts, was very satisfactory. There were of course certain number of emaciated persons at the centres, but the object of these institutions appears now to be understood, and starving skeletons are no longer to be found hanging about the out-skirts of villages. The *mohwa* crop has turned out better than was at first anticipated and has done much to ameliorate the condition of the people. The health of relief workers is good and the majority of workers are robust and strong.

Nimar.—The physical condition of the people is generally fair.

6. *Deaths from starvation.*

Hoshangabad.—There was a slight outbreak of cholera at Hoshangabad and another in the South-west of the district near Damipura, and a few cases of small pox. The death-rate per 1,000 for the whole district during April was 35·1, which is moderate.

In certain outpost circles it was, I regret to say, extraordinarily high Mutkuli circle, the worst, having a death rate of 111·9, Kesla 82·8, and Hoshangabad 57·6.

The high death-rate in the first two circles is due to fever and bad food and water. There is a relief work at Kesla itself, and the relief works on the Chindwara road are close to the Mutkuli circle. No additional relief measures are required. The Hoshangabad death-rate is due to 66 deaths in the poor-house, excluding these the death rate is only 35·1 per mille. In no other circle is the death rate above 50 per mille per annum. Eighty-one deaths are reported to have been due to starvation, but up to date reports have been received verifying only 16 of these.

Of the total reported 16 are from Bankheri and 23 from Timarni, both of which circles are specially fitted out with relief works. I am sceptical about the correctness of the figures and have called for further details. 33 deaths are reported from privation, excluding deaths in the poor-houses.

Narsinghpur.—The total numbers of deaths in March 1897 as reported by the District Superintendent of Police were 25. The total number of deaths in the district during the month of March 1897, was (*a*) inclusive of towns 1,480 with a death-rate of 4·03 and (*b*) exclusive of towns 1,245 with a death-rate of 3·29.

Narsinghpur poor-house.—There were 114 deaths, or a ratio of 130·44 per thousand. Of the 114 deaths 4 were due to want of food and 75 due to illness induced by want of food.

Gadarwara poor-house.—There were 49 deaths during the month against 73 of the previous month, having a ratio of 69·35 per 1,000. Of these 8 were due to want of food and 37 due to illness induced by want of food.

Chindwara poor-house.—There were 15 deaths against 26 in the preceding month. In this poor-house there were no deaths from want of food, but 9 were due to illness induced by want of food.

The deaths reported from starvation at the relief works by hospital assistants during the month of April were 3, and in poor houses 12.

Chindwara.—Information under this head is not yet available for April. The returns for March showed 25 deaths from starvation, including 11 deaths of wanderers found dead by the road side. The police have been asked to submit a short history of each of these cases, but the probable explanation is that the deaths reported were those of immigrants who came in large numbers from Bhandara and Balaghat for the wheat harvest and were unable to find work. 27 deaths occurred in the poor houses at Amarwara and Chindwara. In 13 cases the deceased were 60 years of age and upwards.

Sixteen cases were due to diarrhœa, 6 to debility, one to dysentery, and 2 to small pox. Only 4 deaths could be attributed directly to starvation, though in most cases death was the result of living on unsuitable food. A small outbreak of cholera caused 24 deaths in the Sansar Tahsil and small pox is prevalent in the north of the district.

The death rate for March was 2·70 for the Chindwara Tahsil and 1·96 for the Sansar Tahsil, the death rate for the district being 2·47. The month was therefore apparently more healthy than was the case in 1895–96, when the district death rates were 2·51 and 4·93 respectively.

Betul.—The death rates for March were as follows :—

	Excluding Cholera and Small Pox.	
Rural Circles	73·12	63·69
Towns	43·22	...
Multai Tahsil—		
Rural Circles	39·75	38·5
Towns	34·23	...
TOTAL	58·88	52·98

The total number of deaths reported as due to starvation was 42, but on enquiry by police officers it was found that only 14 were due to this cause.

Nimar.—16 deaths have been reported by the police as due to starvation.

7. *Food stock.*

Hoshangabad.—The food stocks are sufficient, but prices are rising slowly, as there is now no local supply of food to be expected till next September.

Narsinghpur.—The food stock of the Narsinghpur District is reported to be sufficient at present.

Chindwara.—Food stock of the Chindwara District is also reported to be sufficient for the time being. There is no importation of grain worthy of remark.

Betul.—The supply of food grains in the Betul District is said to be insufficient and grain is imported from Itarsi.

Nimar.—Food stocks sufficient.

8. *Importation of grain.*

Narsinghpur.—The total imports and exports as reported in the Narsinghpur District by the station masters were 9,990 and 20,938 maunds respectively as compared with 9,299 and 31,011 maunds in the previous months. The general destination of exports is believed to be the North-Western Provinces.

Hoshangabad.—In the Hoshangabad District exports are said to have decreased still further, and only 5,186 maunds left the district during the month under report as compared with 12,460 maunds in the month previous.

Chindwara.—In Chindwara there was no importation of grain worthy of remark.

Nimar.—31,380 maunds of grain were imported.

9. *General conditions and prospects of affected area.*

Narsinghpur.—Village relief is being distributed in all the circles under revenue inspectors.

Hoshangabad.—The ploughing may take a few of the labourers and cultivators from the works, but there will be no great demand for labour until the monsoon breaks and the sowing of *kharif* crops commences.

Chindwara.—The resources of the people in the *jagirs* are said to be at a low ebb and even cultivators of the better class are depending entirely on *mohwa* for their food. The prospects depend entirely on the monsoon. If the rains set in early, cultivators will be able to raise crops of early *kutki* and *makka* which will make them independent of relief in August.

Betul.—The *mohwa* crop is now over. It has been a great help and supply of food to the poorer classes for the time.

Nimar.—There is no severe distress except in the jungly tracts.

10. *Changes in rate of wages.*

There were no changes in the rate of wages.

11. *Other matters.*

The number of offences reported during the months in Narsinghpur was 191, against 172 in the month previous, and 129 in the corresponding month of 1896.

In Chindwara petty crime is said to be decreasing owing to threshing operations. In Betul there has been no serious outbreak of crime.

CHHATTISGARH DIVISION.

1. *Private Relief.*

Raipur District.—Besides the poor-house maintained by the American Mission at Bisrampur from funds raised in America, a poor-house has been opened at Sirpur by one Kapilnath Tabutdar. 566 and 73 persons respectively were relieved in these poor-houses during April. In the Dondi Lohara Zamindari, a private kitchen is maintained by the Diwan and food is served out once a day to between 80 and 100 persons. At Dhamtari a local subscription was raised and food distributed to the poor who consist chiefly of immigrants, no distress being reported from Dhamtari itself.

Bilaspur District.—About Rs. 4,850 is reported as having been collected in local subscriptions, including about Rs. 1,650 subscribed to the Indian Famine Charitable Relief Fund.

Sambulpur District.—Local subscriptions maintain a poor-house and a kitchen at Dabhra. About 200 children are fed twice daily from the kitchen.

2. *Poor-house Relief.*

The number of poor-houses in the Raipur and Bilaspur districts remains unchanged. The number of inmates is steadily increasing. The figures for the past three months are given below :—

		February.	March.	April.
Raipur	Raipur, Baloda, Drug, Simga	1,298	1,859	2,229
Bilaspur	Bilaspur, Pendra, Mungeli, Pandaria	1,988	2,878	3,476

Looking at the figures for each poor-house separately, it is observed that in the Pendra poor-house, the number of inmates decreased from 446 in March to 395 in April. In view of the severe distress in this part of the district, the figures require an explanation which I have called for.

3. *Village Relief.*

Two more relief centres are reported to have been opened in the Raipur District bringing the total up to 23. The number relieved at these centres

was 531. Village relief and town relief were granted to 1,832 and 374 persons respectively. On the subject of relief centres, the Deputy Commissioner remarks: "The working of the relief centres has not been so successful as that of most other branches of relief." I have discussed this matter with the Deputy Commissioner, who agrees with me in thinking that with the development of other forms of relief, particularly house-to-house relief in villages, and with the more efficient and systematic discharge by the police of their duties in regard to starving wanderers, it will be possible before long to close most of the existing relief centres.

In the Bilaspur District, there is only one relief centre, *viz.*, at Pendri where 25 persons were relieved. Village relief has been granted to 9,139 persons in the Bilaspur and Mungeli Tahsils including the Pendra and Pandaria Zamindaris. This form of relief has now been considered necessary in the Seorinarayan Tahsil also, but the number requiring relief is expected to be small with the exception of the villages in one revenue inspector's circle.

4. *General character of relief works.*

In Raipur the total number of relief workers on roads under Public Works Department was 72,787 against 39,213 in March. The numbers fed gratuitously on these works were respectively 16,161 and 11,482. The starting of five new road works which were necessary chiefly accounts for these figures. The large numbers which flock to these works is an indication of the development of distress in the district.

In the Bilaspur District, no new road works were started during the month. The number of relief workers was 19,878 against 13,102 in March. This excludes the Pandaria-Lormi Road which is undertaken for the Court of Wards. The numbers on this road were respectively 3,872 and 1,595.

In Sambalpur District (*a*) relief work (the Dabra-Kharsia Road) under the Public Works Department has been considered necessary. 1,375 persons were relieved on this work. As regards local works, private works in the Raipur District executed by the help of famine loans relieved 45,334 persons, while the number relieved on local works executed by Government was 5,131. This is a substantial increase as compared with the preceding month when a total of 36,974 was relieved on all local works started by the Government and by private individuals.

In the Bilaspur District local works under civil officers gave relief to 910 persons against 1,359 in March. In Court of Wards estates local works gave relief to 2,303 persons against 828 in March. The total number relieved on works started by private individuals was 30,548.

The Deputy Commissioner, Sambalpur, reports that a great deal is being done in the way of tank-digging in the distressed *zamindaris* of Chandarpur and Malkhurda. This work is chiefly done by the help of Famine loans. The Deputy Commissioner has been asked to collect figures showing the total number relieved on local works.

5. *Physical condition of the people.*

The condition of the people is reported to be fair in the Raipur and Bilaspur Districts, excepting in portions of the south-west *zamindaris* in the former district and in the north of the Pendra *zamindari* in the latter district. There are still cases of emaciation however met with in both districts. The Deputy Commissioner, Sambalpur, reports that the people in the Chandarpur *zamindari* were badly off before the road work started, but that they are now picking up rapidly.

6. *Deaths from starvation.*

For Raipur it is reported that arrangements for recording deaths from starvation were not completed till the end of the month, so that the number reported for April, *viz.*, 71, is not quite reliable. It is probable that the figure is much higher. According to the Civil Surgeon's special mortality return for April the total number of deaths from unknown causes was 203. Many of these deaths were apparently caused by starvation, though it may also be true,

as suggested by Civil Surgeon, that a number of persons found dead on road sides had actually died of cholera. The above figures do not include deaths in poor-houses which numbered 162.

Excluding deaths in poor-houses, &c., 189 deaths from starvation occurred in the Bilaspur District according to the Deputy Commissioner's report. This figure does not, however, tally with the special mortality return for April compiled by the Civil Surgeon. This return shows that 356 deaths resulted from starvation. An explanation of the difference has been called for. In the poor-houses of the Bilaspur District 323 deaths occurred. This is a decrease as compared with March, when, according to the revised return now submitted, 520 deaths occurred. In the past month the largest number of deaths, *viz.*, 104, is reported from the Pandaria poor-house. The Pandra poor-house comes next with 94 deaths. In the Bilaspur and Mungeli poor-houses the numbers were respectively 68 and 57. The large number of deaths which continue to be reported from poor-houses is a matter for serious consideration and seems to evidence that the people come there in a very weakly state. I have called upon the Deputy Commissioners of both Raipur and Bilaspur to have a careful enquiry made as regards the number of the deaths reported from poor-houses in the past month, and to communicate to me the result of the enquiry. The following details as regards each death have been called for :—

1. Date on which person was admitted to the poor-house.
2. Condition of person, whether suffering from any disease.
3. Date and cause of death.

In the Sambalpur district four deaths from starvation are reported by the Deputy Commissioner. The Civil Surgeon has telegraphed five deaths from starvation. I have, however, kept the Deputy Commissioner's figure in the absence of an explanation.

7. *Food stock.*

No depletion of food stock is reported in any part of the division excepting Dondi Lohara *zamindari* in the Raipur District, where the supply is reported to be low. There is no reason, however, to fear that private trade will not meet the demand.

8. *Importation of grain.*

Exports have declined in the Raipur district from 172,437 maunds in March to 84,081 maunds in April. In previous months exports showed a steady increase. Imports have increased from 637 maunds in March to 6,955 maunds in April.

In the Bilaspur District the exports amounted to 17,208 maunds, which shows a steady decrease as compared with the exports of the preceding months. Imports amounted to 26,718 maunds as compared with 24,740 in March.

9. *General condition and prospects of the affected area.*

The people are anxiously looking forward for a good season, and it is expected that the prospects will be certainly bright if the season is favourable. The advances of seed grain being made by Government and efforts in the same direction of the Indian Famine Relief Fund Committee encourage the hope (granted a successful season) that distress will altogether disappear with the reaping of the *kharif* crops.

10. *Rates of wages.*

Price of coarse rice in the Raipur District having risen to nine seers per rupee, there has been a corresponding alteration in the famine wages. No changes have been necessary in the other two districts.

11. The Deputy Commissioner, Raipur, reports that petty theft cases have been numerous, but that adequate arrangements have been made for the prevention

of crime. In the Bilaspur District there has been an increase from 107 to 153 in cattle theft and cattle poisoning cases, otherwise the fluctuations are not remarkable. Two dacoities were reported during the month.

No. $\frac{2009}{73-13}$-F., dated Simla, the 6th May 1897.

From T. W. Holderness, Esq., Deputy Secretary to the Government of India Department of Revenue and Agriculture, to the Chief Commissioner, Central Provinces.

I am directed to acknowledge the receipt of Mr. Fox Strangway's letter No. 1934, dated 8th April 1897, giving a revised estimate of the probable expenditure on famine relief operations in the Central Provinces during 1897–98.

2. I am to acknowledge the care with which the figures have been prepared, and to say, with reference to the increase which the revised estimates show over those returned by you in February, that the Government of India are aware that in such a matter the most careful calculations are liable to prove wrong in the result. The course, which in paragraph 5 you propose to adopt, is approved.

3. As regards your remarks in paragraph 2, it might be possible to draw from them the inference that you entertain a doubt whether the relief works are not proving unduly attractive to persons who could in accordance with the habits of the country otherwise manage to support life. But the Government of India are aware, from the correspondence which has passed between them and you, that you are fully alive to the necessity for so regulating the tasks and wages, and other conditions of relief works that the labourers will not prefer the works to other employment. They feel assured that such checks and precautions as appear desirable will be applied, and they recognise that in the presence of severe and general distress the exaction of arduous tasks, or the enforcement of rigorous conditions with that object must be pursued with caution and with due regard to the health and the condition of the relief workers.

No. 905-C., dated Pachmarhi, 18th May 1897.

From M. W. Fox Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department.

In continuation of my letter No. C.-667, dated the 20th April 1897, I am directed to submit a statement compiled from information received from the Administrative Medical Officer and Sanitary Commissioner showing the death rates per mille per mensem, and the deaths from starvation, for the month of April, in 17 of the 18 districts of these provinces. The figures for Chanda, which have had to be returned for correction, will follow.

2. The districts in which there are serious excesses over the normal figure are those of the Jubbulpore Division, and Narsinghpur, Balaghat, Raipur and Bilaspur. By far the largest excesses are in the districts of Narsinghpur and Bilaspur, both of which districts have suffered severely from cholera. The deaths from cholera and small-pox numbered 1,338 in Narsinghpur and 1,219 in Bilaspur and if these be eliminated, the death rates fall to 4·6 and 5·7 respectively. Cholera affected the death rates in nearly all districts; a similar elimination would reduce the Saugor rate to 4·7.

3. The continued decrease in Jubbulpore (from 7·7 in March to 5·4 in April) where the rates in January and February were so abnormally high, is satisfactory; so also is the decrease in Mandla (6·7 to 4·2) and in Balaghat (6·7 to 4·0). In other districts the fluctuations are small.

4. The figures given in the last column of the statement, showing deaths from starvation have been carefully compiled and checked, and are, the Chief Commissioner believes, as accurate as it is possible to make them with the reporting

agency available and the time allowed for compilation, except in the case of Bilaspur and Raipur.

5. Further enquiry is being made into the very large number of deaths reported from Bilaspur, and the result will be communicated hereafter. The number of deaths reported from Raipur also appears very large, but it is not larger in proportion to the population than the numbers in Damoh and Hoshangabad. It must be remembered that a large proportion of the deaths ascribed to starvation are those of wanderers, 305 are so entered in April against 254 in March. In these cases the actual cause of death is often unascertainable, and with cholera prevalent throughout the Province causing the flight from relief works of numerous panic stricken persons, it must often be doubtful whether persons whose bodies are found by the road side fell victims to this disease or to want of food.

6. I am also directed to submit a statement showing the deaths ascribed to starvation in March. The further enquiry, the necessity of which prevented the inclusion of these figures in the March return, has now been made, and the figures are believed to be approximately accurate. It will be seen that the total number of deaths ascribed to this cause has fallen from 912 in March to 844 in April and the enquiry now being made into the Bilaspur and Raipur figures may possibly show that it has fallen still further.

Special mortality return for April 1897.

District.	Death rate per mille for April.	Average death rate per mille for April for 10 previous years.	Excess over normal.	Deaths due to starvation.
Saugor	5·6	3·3	2·3	3
Damoh	4·9	3·5	1·4	54
Jubbulpore	5·4	3·6	1·8	49
Mandla	4·2	2·6	1·6	1
Seoni	4·2	2·5	1·7	8
Hoshangábad	2·9	3·8	—0·9	81
Narsinghpur	8·2	3·1	5·1	4
Nimar	3·9	3·2	0·7	0
Betul	4·3	3·6	0·7	6
Chhindwara	2·6	2·8	—0·2	28
Nagpur	2·7	2·9	—0·2	7
Bhandara	2·8	2·5	0·3	16
Balaghat	4·0	2·5	1·5	13
Wardha	2·6	3·4	—0·8	10
Chanda	...	2·4	...	0
Raipur	4·1	2·4	1·7	203
Bilaspur	6·7	2·0	4·7	356
Sambalpur	2·8	2·9	—0·1	5
Total ...	...	...	...	844

NOTE.—In Famine Statement A for the month of April the starvation deaths in Raipur, Bilaspur and Sambalpur in April are now returned as 71, 189 and 4 respectively.

Statement showing deaths directly or indirectly due to privation during the month of March 1897.

No.	District.	Number of deaths due to starvation.	Remarks.
1	Jubbulpore	152	
2	Saugor	9	
3	Damoh	14	
4	Seoni	17	
5	Mandla	2	
	Total Jubbulpore Division ...	194	
6	Nagpur...	23	
7	Bhandara	26	
8	Chanda	...	
9	Balaghat	48	
10	Wardha	...	
	Total Nagpur Division	97	
11	Hoshangabad	85	
12	Narsinghpur	25	
13	Nimar	...	
14	Chhindwara	4	
15	Betul	14	
	Total Nurbudda Division ...	128	
16	Raipur	213	
17	Bilaspur	278	
18	Sambalpur	2	
	Total Chhattisgarh Division ...	493	
	Total for the Province ...	912	

No. $\frac{2233}{26-20}$ F. *Dated Simla, the 8th June* 1897.

From T. W. Holderness, Esq., I.C.S., Deputy Secretary to the Government of India, to the Chief Commissioner, Central Provinces.

Sir,

I am directed to acknowledge Mr. Fox Strangway's letter No. 2211–F., dated 17th May 1897, submitting the consolidated famine returns for the month of April.

2. Much progress appears to have been made during the month in strengthening and improving the relief-machinery throughout the Provinces. Additional works were opened and village relief expanded to the measure of the necessities of the distressed districts. The greatest increase in the numbers of

	On works.	Gratuitously relieved.	Total.
January ...	249,204	56,856	306,060
February ...	233,678	93,249	326,927
March ...	348,398	130,875	479,273
April	381,045	153,375	534,420

the population receiving relief has occurred under the head of "gratuitous relief." In the special circumstances of the Provinces, this form of relief, which includes poor-houses, relief centres, relief on the works to dependants of the workers and village relief, is of essential importance. The Government of India are glad to find that the additional establishments placed at your disposal have enabled you to greatly extend village-relief in the distressed tracts with the safeguards and precautions necessary to prevent indiscriminate or misplaced charity. To the special attention which has been paid to this subject in the Jubbulpur Division is no doubt due in large measure the satisfactory decline since November last in the death-rate of the districts in this Division, especially in Jubbulpur and Mandla. In the very full and careful review of the April relief returns for the Division village-relief is stated to be "now completely organized in all districts." This review the Government of India presume may be attributed to the late Commissioner, Mr. Priest. The untimely death of that officer from cholera the Governor General in Council most deeply regrets. Your Province has lost an adviser of singular ability and insight, and an administrator fearless and tireless in his devotion to duty. The reports for the other Divisions contain less precise information on the subject of village-relief, but from scattered notices it may be inferred that in the worst districts it has now been effectively established. In Balaghat, the most acutely distressed district in the Nagpur Division, "all villages," it is reported, "are now under supervision," and persons who have refused to leave their homes and who in some instances, as the Deputy Commissioner reports, "have become terribly emaciated," have thus had relief brought to them. In Hoshangabad in the Nerbudda Division "the organization of village-relief has been thoroughly overhauled and greater relief given." In Raipur in the Chhattisgarh Division, regarding the relief arrangements of which you had at one time considerable misgivings, the report received with your letter No. 2684, dated 22nd May 1897, states that "the work of village-relief has now been fully organized in every village throughout the distressed area," and that "more than half the distressed villages have been personally visited by an Assistant Collector."

3. The improvement in the physique and health of the labourers on relief works, which is remarked on by officers in the Jubbulpur Division and elsewhere, is evidence of the sufficiency of the wage-scale of the Famine Code, although in that division 110,000 labourers of a total of 151,000 on relief works are returned as receiving the lowest, or class D, wage. In the Nerbudda Division, on the other hand, class D workers are in the minority. The Government of India have no doubt that this difference of classification correctly reflects a substantial difference in the condition of the people coming on the works in this Division, but would be glad to know whether any inspections have been made to verify this assumption. It should also be stated whether it is the practice to show all working children in the class D column. The result of substituting piece-work for task-work in the Jubbulpur, Mandla and Seoni Districts, where the labourers are said to be now quite healthy and strong and where enforcement of a proper task has been found difficult, will be watched with interest.

4. In the Jubbulpur Division the improvement in the health of the general population, to which the ripening of the *mahwa* and the harvesting of the *rabi* crops have contributed, is equally satisfactory. The Government of India also observe with pleasure that in Balaghat cases of emaciation are becoming "comparatively rare," that in Hoshangabad the Commissioner noticed "few cases of emaciation," and that in Chindwara, in the wilder parts of which the effective organization of relief has been a difficult matter, the Deputy Commissioner remarks on "the absence of village starvelings, even in the most distressed tracts." In Raipur and Bilaspur cases of emaciation are still met with in the distressed tracts, and it would seem that the centre of distress has now shifted from the west of the Provinces to the rice-growing districts of the east. In Raipur the number of persons in receipt of state relief had risen in the third week of May to 72,787, and 45,334 others were employed by zemindars on petty works executed out of loan

funds. In Bilaspur on the same day 19,878 persons were in receipt of state relief, and 30,548 others were given employment by means of famine loans. In these two districts the death-rate has risen considerably,* the poor-house population has increased, especially in Bilaspur, and the mortality among the inmates has been heavy. The existence of severe distress in the zemindari tracts of these two districts has been noticed in successive monthly reports, but judging from the rapid increase in the numbers seeking relief and other circumstances it has evidently developed more rapidly, and will entail greater expenditure and larger relief arrangements, than you anticipated in the general survey of the scarcity prevailing in the Provinces submitted in your letter No. 849 of the 12th February 1897. The full and interesting report on the Raipur District by Mr. Younghusband, Commissioner of the Chhattisgarh Division, which accompanied your letter No. 2684, dated the 22nd May, satisfies the Government of India that the necessity for relief on a large scale in this district has been clearly recognised by the local officers, and that with the strengthened establishments at the disposal of the Deputy Commissioner the relief arrangements will prove sufficient. In view of the apprehensions at one time entertained on this point the Governor General in Council is glad to have the Commissioner's assurance, founded on close examination of the facts, that "the actual relief of distress in the Raipur District is on a thoroughly efficient footing." Should similarly detailed information be available for Bilaspur, and also for Balaghat in the Nagpur Division, the Government of India would be glad to see it.

DEATH-RATE PER MILLE PER MENSEM.

*	January.	February.	March.	April.
Raipur ...	2·7	2·0	2·9	4·1
Bilaspur ...	3·1	2·7	5·2	6·7

5. The latest return showing the classified mortality of the Provinces which the Government of India have seen is that for March last (published in the Central Provinces Gazette of the 22nd May). Excluding cholera and small-pox deaths, the death-rate for March 1897 for 19* registration districts of the 20 into which the Provinces are divided was 40·80 per mille per annum. The corresponding death-rate in the March of the three preceding years was, respectively, 39·29, 27·77 and 38·50. The comparison therefore, if the unparalled calamity which has befallen the Provinces be regarded, is not unfavourable. The April death-rate has been swollen by heavy mortality from cholera. From the information contained in the Famine Statements and Notes for the month it seems probable that the classified mortuary returns for April will show a death-rate, exclusive of cholera and small-pox, lower than the March rate. The death-rate for April 1894, it may be noted, was 45·22, exclusive of cholera and small-pox. The death-rate for April 1897 will be less than this.

*Bilaspur not returned.

6. The number of deaths shown in column 16 of Statement A as due to starvation is greviously large in five or six districts. But it is clear from the divisional and district remarks that the returns include deaths from unknown causes which have been attributed without sufficient evidence to starvation by the reporting agency. The Jubbulpur Divisional report contains some very good remarks and suggestions on the subject with which the Government of India agree. In the Hoshangabad district report it is noted that in 16 deaths only out of 81 entered in column 16 had the cause of death been verified. In the Jubbulpur District it was found in scrutinising the Civil Surgeon's returns that *all* deaths from *all* causes occurring in one of the registration circles had been returned as starvation deaths. More pains to secure correct classification and verification of such deaths, in accordance with your Circular Order of the 4th February 1897, appear to have been taken in the Jubbulpur Division than elsewhere, but, as the Commissioner remarks, when as often happens the deceased are wanderers without friends or companions, "real verification is impossible." In the Chindwara return 11 of the 25 cases entered in column 16 were of this description. The Government of India think that further precautions are required to secure proper examination of the figures for each district before they are returned, and to exclude deaths from cholera or unknown causes.

7. The *rabi* has unfortunately been poor. The final forecast of the wheat crop, which in ordinary years occupies 4 million acres of the 14 million acres under food crops in the Central Provinces, shows that less than one-half of the usual area was sown and that the yield per acre was much below the average. In

the Jubbulpur Division the area sown with wheat was but 500,000 acres against an average of 1,500,000 acres, and the outturn was proportionally small. The linseed crop, which in ordinary years is one of the most valuable money crops in the Provinces, has also been disastrously bad. The area sown was only one-third of the average area under linseed, and the yield in tons scarcely one-fifth of the usual amount.

8. In the Provinces as a whole the grain-trade has been active and enterprising and has proved itself equal to the emergency. The effect of this activity and of the facilities for the transport of grain in bulk given by the railways is seen in the close equalisation of prices throughout the country. Every oscillation in local prices in tracts open to the railway has been at once followed by a corresponding movement of grain from the cheaper to the dearer markets. In some, at least, of the distressed districts of the Central Provinces there were undoubtedly in the hands of the great grain merchants of those tracts extensive stores of grain, and these have been gradually drawn out by rising prices. This explains the apparent anomaly of considerable exports of wheat from the Jubbulpur Division, and of the still larger exports of rice from Raipur and Sambalpur. With the completion of the *rabi* harvest in the North-Western Provinces and the Southern Punjab the tide has now turned, and the traffic returns for May show a net import of food-grains into the Jubbulpur, Nerbudda, and Nagpur Divisions. In the Chhattisgarh Division export still continues though on a much smaller scale than in the preceding months from Sambalpur, in which district reserves of rice were known to be large. It has completely stopped in Raipur, a district which from January to the end of April had exported on a large scale. It may be presumed that prices in Raipur have now reached a point which makes export no longer profitable.

9. The only districts in which special measures for the supply of food-grains during the rains, owing to defective communications and the inertness of local trade, are considered by you to be necessary are Mandla and Balaghat. Approval to the Mandla arrangements has been communicated to you in my telegram of the 1st instant, and it is desirable that the scheme for Balaghat which is said to be under preparation should be settled and brought into operation at an early date. The question of a sufficient supply of seed-grain, which at one time gave cause for anxiety, appears to be no longer pressing except in one or two exceptional districts. In your letter of the 22nd May you have reported the special measures which have been taken in the Raipur District. Rupees 2,00,000 has been advanced by Government to cultivators for purchase of seed, and well-to-do landlords have been induced to provide seed-grain, which has been stored until the cultivators require to draw on these reserves. In representing that this amount was insufficient for the want of the district the Deputy Commissioner presumably was unaware of the very large sum which the Central Committee of the Indian Charitable Relief Fund has allotted to the Central Provinces for seed-grain and cattle. The Government of India would be glad to know whether in Balaghat the Deputy Commissioner has succeeded in placing seed-grain in the Baihar Tahsil. In Mandla the apprehended exhaustion of seed of the lesser millets occasions a special difficulty. Elsewhere it may be anticipated that seed-grain will be forthcoming now that the dealers are aware that the cultivators have by the liberality, in the first instance, of the Government and now of the Famine Relief Fund been supplied with money to buy from them. The inestimable benefits of that fund are very fittingly acknowledged by the Commissioner of the Jubbulpur Division in the opening paragraphs of his report.

10. This review of the situation will serve to assure you of the sympathetic interest with which the Governor General in Council has watched the devoted efforts of the officers of all ranks in all Departments working under your control to successfully relieve distress, and to bring the people through the struggle in a condition to resume their ordinary avocations on the setting in of the rains. These efforts have so far succeeded in spite of exceptional difficulties, and the Governor General in Council trusts that a favourable season will shortly ease the strain of the situation, and bring relief alike to the people and to an overtasked administration.

I have the honour to be, &c.,

Your most obedient Servant,

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

NORTH-WESTERN PROVINCES AND OUDH.

No. 1065 of 1897, dated Allahabad, the 28th April 1897.

From the Secretary to Government, N.-W. Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department.

SIR,

I am directed to submit the monthly Famine Statements A and B for these provinces, which give details of the relief operations up to 27th March 1897 in nineteen districts officially recognised as distressed, and *extra*-Code Statement C, which contains particulars in regard to the districts which were under observation during the period under report, though not officially declared distressed.

2. The figures now furnished in Statement B afford much better idea than the previous statements of the relief granted in the shape of revenue suspensions and advances under the Land Improvement and Agricultural Loans Acts. But they are still to some extent incomplete, as it has not been found possible to bring the account of such expenditure fully up to date. Statement C does not seek to show the outlay under this head in districts not officially declared to be distressed. But in the districts included in that statement the returns at present available show advances under the two Acts aggregating Rs. 4,84,026, and revenue suspensions aggregating for fifteen districts Rs. 19,97,542, bringing the totals under these heads to Rs. 15,23,993 and Rs. 72,43,542 respectively.

I have, &c.,

T. STOKER,

Secy. to Govt., N.-W. P. and Oudh.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief (excluding dependants on works).				Prices of one or more principal food grains in sérs per rupee.							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Júár.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq. m.		Sq. m.																											
Agra	1,856	1,003	744	285	3,026	3,273	1,819	8,118	..	..	..	..	3,026	3,273	1,819	8,118	1,920	5,781	1,297	8,998	9·	11·25	12·25	11·50	8·50	10·	9·	1·73	3·10	..
Etáwah	1,694	727	285	65	935	535	438	1,903	..	..	..	..	935	535	438	1,903	240	413	102	755	8·75	11·	12·	10·	10·	8·	8·	2·22	2·50	..
Total, Agra Division ..	3,550	1,730	1,029	350	3,961	3,808	2,257	10,026	..	..	..	..	3,961	3,808	2,257	10,026	2,160	6,194	1,399	9,753	..	..	..	..	..	..	..	..	..	..
Cawnpore	2,363	1,210	1,219	462	3,596	4,074	2,760	10,430	152	135	2,469	2,756	3,748	4,209	5,229	13,186	2,935	6,357	1,682	10,974	9·28	10·31	11·25	10·37	9·62	10·31	11·68	2·77	2·56	..
Fatehpur	1,633	699	582	226	3,671	3,407	1,862	8,940	41	78	2,075	2,194	3,712	3,485	3,937	11,134	2,724	4,343	689	7,756	8·94	..	11·50	9·	..	9·44	7·44	5·86	2·47	..
Bánda	3,061	705	3,061	705	42,257	61,590	37,720	141,567	979	1,254	23,965	26,198	43,236	62,844	61,685	167,765	4,435	12,858	10,121	27,464	..	..	..	..	..	9·81	10·50	5·09	1·89	..
Hamirpur	2,289	513	2,289	513	16,229	27,059	18,866	62,154	453	538	11,831	12,822	16,682	27,597	30,697	74,976	3,355	7,590	4,000	14,945	8·	10·19	10·38	9·62	9·25	10·13	7·69	3·38	1·98	..
Allahabad	2,852	1,549	2,428	1,272	25,205	37,777	31,197	94,179	3,238	4,358	16,192	24,288	28,443	42,635	47,389	118,467	7,763	19,633	8,747	36,143	9·25	10·	11·25	9·87	10·	9·81	8·18	5·40	2·55	..
Jhánsi	3,587	683	3,587	633	17,285	22,529	14,257	54,071	1,348	374	10,683	12,405	18,633	22,903	24,940	66,476	2,675	6,950	4,838	14,363	8·12	..	..	9·93	..	9·43	..	3·73	3·48	..
Jálaun	1,477	396	1,477	396	16,417	19,532	13,972	49,921	513	616	15,252	16,381	16,930	20,148	29,224	66,302	2,264	7,830	1,731	11,825	8·31	10·06	10·06	9·87	8·75	9·87	7·18	3·10	3·40	..
Total, Allahabad Division	17,262	5,775	14,643	4,257	124,660	175,968	120,634	421,262	6,724	7,853	82,467	97,044	131,384	183,821	203,101	518,306	26,201	65,461	31,808	123,470	..	..	..	..	..	..	..	..	..	..
Mirzapur (including Family Domains of the Mahárája of Benares).	5,223	1,161	4,100	643	11,567	15,285	6,535	33,387	602	970	9,951	11,523	12,169	16,255	16,486	44,910	4,441	8,732	3,967	17,140	8·50	..	11·	9·50	9·25	10·87	12·	4·86	2·78	..
Jaunpur	1,550	1,265	271	214	4,291	8,457	4,105	16,853	87	79	4,579	4,745	4,378	8,536	8,684	21,593	2,275	5,476	1,819	9,570	9·50	..	12·50	..	..	10·50	9·75	3·22	2·64	..
Total, Benares Division ..	6,773	2,426	4,371	857	15,858	23,742	10,640	50,240	689	1 049	14,530	16,268	16,547	24,791	25,170	66,508	6,716	14,208	5,786	26,710	..	..	..	..	..	..	..	..	..	..

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March 1897—(concluded).

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief (excluding dependants on works).				Prices of one or more principal food grains in sers per rupee.							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Judr.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq. m.		Sq. m.																											
Gorakhpur	4,580	2,994	2,630	1,727	8,821	7,743	7,785	24,349	71	67	3,704	3,842	8,892	7,810	11,489	28,191	2,531	5,431	1,854	9,816	11·	11·	15·	12·	..	9·75	15·	2·69	2·01	1
Azamgarh	2,148	1,729	1,130	914	1,584	2,073	1,007	4,664	5	10	873	888	1,589	2,083	1,880	5,552	976	1,693	545	3,214	10·12	..	14·18	..	..	10·75	9·25	2·71	2·49	..
Total, Gorakhpur Division	6,728	4,723	3,760	2,641	10,405	9,816	8,792	29,013	76	77	4,577	4,730	10,481	9,893	13,369	33,743	3,507	7,124	2,399	13,030	..	..	..	..	..	..	..	..	..	..
Lucknow	967	774	967	774	10,888	11,245	7,771	29,904	12	5	6,676	6,693	10,900	11,250	14,447	36,597	4,629	13,922	4,523	23,074	10·25	10·50	13·25	10·25	10·25	10·	10·25	3·80	2·72	..
Unao	1,736	953	1,736	953	3,760	3,796	1,818	9,374	59	61	2,615	2,735	3,819	3,857	4,433	12,109	2,923	6,380	2,248	11,551	10·	10·	12·50	10·	9·25	10·	8·	3·87	2·57	..
Rae Bareli	1,752	1,037	1,752	1,037	7,920	7,707	5,267	20,894	144	175	4,611	4,930	8,064	7,882	9,878	25,824	5,785	5,903	1,607	13,295	10·75	11·	..	11·	..	10·	..	5·42	2·23	..
Sitapur	2,255	1,075	1,520	703	454	263	259	976	59	28	161	248	513	291	420	1,224	1,758	3,434	1,022	6,214	10·50	..	12·	..	..	12·	8·50	2·49	2·77	..
Hardoi	2,325	1,113	2,325	1,113	12,765	15,968	13,138	41,871	459	621	9,484	10,564	13,224	16,589	22,622	52,435	6,990	13,655	6,510	27,155	10·	10·	13·	10·	..	10·	..	4·71	2·16	..
Total, Lucknow Division	9,035	4,952	8,300	4,580	35,787	38,979	28,253	103,019	733	890	23,547	25,170	36,520	39,869	51,800	128,189	22,085	43,294	15,910	81,289	..	..	..	..	..	..	..	..	..	..
Bara Banki	1,740	1,131	1,740	1,131	422	300	140	862	..	..	..	..	422	300	140	862	416	589	197	1,202	10·	10·	12·	9·75	8·	11·	12·	2·54	2·97	..
Total, Fyzabad Division ..	1,740	1,131	1,740	1,131	422	300	140	862	..	..	..	..	422	300	140	862	416	589	197	1,202	..	..	..	..	..	..	..	..	..	..
Total, N.-W. P. and Oudh	45,088	20,737	33,843	13,816	191,093	252,613	170,716	614,422	8,222	9,869	125,121	143,212	199,315	262,482	295,837	757,634	61,085	136,870	57,499	255,454	..	..	..	..	..	..	..	..	..	1

REMARKS TO ACCOMPANY FAMINE STATEMENT A FOR THE FOUR WEEKS ENDING 27TH MARCH 1897.

AGRA DISTRICT.

1. *Private relief, village and poor-house relief.*—Rupees 5,800 have been received from the Indian Famine Charitable Relief Association, in addition to the Rs. 24,000 or thereabouts which were locally subscribed. The money is devoted chiefly to house to house relief in Agra city, where only half the sum required is provided by Government.

Village relief is distributed, at the cost of Government alone, by the circle relief officers. Five poor-houses were open during the month, but one (that at Fatehpur Sikri) has since been closed.

2. *General character of relief works.*—Chiefly intermediate works under Public Works Department; but three or four works are being carried out under section 65(*a*) of the *Famine Code* by proprietors, to whom Government has made partly recoverable advances for the purpose.

3. *Physical condition of the people.*—Fair, and much better than at the time of the last monthly report, when the harvest had not yet begun. Prices have, of course, fallen considerably since then.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Stock sufficient. There have lately been considerable exports to Gwalior and Jhánsi.

6. *General condition and prospects of affected area.*—The number of persons relieved has fallen in a month from about 40,000 to about 17,000 in consequence of the harvest. The numbers will go up again in May and June when the harvest is over, as a considerable population of hired labourers will then be without employment. The distress is expected to cease on the fall of the rains early in July.

7. *Changes in rates of wages, &c.*—The intermediate system was introduced on the 15th March. Under that system a fixed sum, usually Rs. 2-3-0, is given for the excavation of every 1,000 cubic feet of earth; and labourers are no longer paid by the day.

ETÁWAH DISTRICT.

1. *Private relief, village and poor-house relief.*—A few wealthy men distribute charity daily or afford relief to the poor. In Act XX towns and the city relief is given from the funds raised from subscriptions; relief is also given in district partly from these funds and partly from Government funds. There is one poor-house at the headquarters of the district, in which the number of inmates on 27th March 1897 was 85.

2. *General character of relief works.*—The numbers on the relief works, Etáwah-Kálpi road, on 27th March 1897 were 1,396. The rapid decrease is due to the people going away to harvest the crops, which is more remunerative employment.

3. *Physical condition of the people.*—The condition of the people is generally good.

4. *Deaths due to starvation.*—No deaths reported from starvation.

5. *Food stocks and importation of grain.*—Food stocks sufficient, and imports considerable.

6. *General condition and prospects of affected area.*—The affected area in this district is chiefly the trans-Jumna and Chambal tract, which is entirely dependent on next autumnal rains. *Kharif* harvest was poor, and *rabi* almost *nil*.

7. *Changes in rates of wages, &c.*—Rates of wages have fallen everywhere in the district, except villages favoured with irrigation.

Cawnpore District.

1. *Private relief, village and poor-house relief.*—Columns 18 to 21 do not include persons supported by the Famine Relief Fund. These numbered about 2,000 on the last day of the month.

2. *General character of relief works.*—Road works under Public Works Department; labourers in fair condition; wages sufficient. Numbers have decreased, owing to more profitable work being available in harvesting. Task of 125 feet rarely performed. Raising of task and reduction of scale of wages have had an effect in sending people off the roads to work on the fields, but even with the former task and scale very many would have gone.

3. *Physical condition of the people.*—Much improved by the harvest.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Food stocks sufficient. Import trade brisk; export slack.

6. *General condition and prospects of affected area.*—The affected area has fallen to the dimensions of the closing months of last year. Owing to the cold weather and the stoppage of agricultural work, distress spread through the whole district in January and February, but now with a fair harvest the irrigated parts of the district have recovered.

7. *Changes in rates of wages, &c.*—Wages were changed from the 10 and 9½-*sér* scale to the 12-*sér* scale at the beginning of the month.

Fatehpur District.

1. *Private relief, village and poor-house relief.*—The amount received from the Indian Famine Charitable Relief Fund is distributed through the Local Committee. The subscriptions are also administered by the Committee. The system of village relief is in full operation. The management of poor-house is satisfactory; number of inmates not very large; able-bodied are immediately drafted to works.

2. *General character of relief works.*—Large relief works are under the management of the Public Works Department. Number of relief workers decreasing daily.

3. *Physical condition of the people.*—Generally good.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Supplies sufficient; importation moderate.

6. *General condition and prospects of affected area.*—The *mahua* crop and *rabi* harvest attracted away the relief workers; and the present outturn of *mahua* improves the prospects of affected area.

7. *Changes in rates of wages, &c.*—The intermediate rates prescribed in Government Resolution No. $\frac{753}{S.-73}$, dated 16th March 1897, introduced from 1st April 1897.

Banda District.

1. *Private relief, village and poorhouse relief.*—There is little or no private relief in the district. Relief Committees of District and Municipal Board members and others have been formed. Rupees 40,300 have been received from the Provincial Relief Committee, which are being utilized in supplementing village and poorhouse relief in kind. Rupees 9,845–10–8 were spent on this account during the month of March 1897. The numbers of persons relieved under Chapters V, VIII, and X on the 27th March 1897 were 22,752, 2,778, and 1,934 respectively, and the total amount spent under these heads during the four weeks ending 27th March 1897 was Rs. 31,314–7–4, Rs. 7,501–7–10, and Rs. 2,569–12–3 respectively: 615 persons were relieved by the police, to whom Rs. 42–12–3 were paid.

2. *General character of relief works.*—The character of large relief works under Public Works Department agency was special repairs to the existing *kachchá* roads, the deepening of roadside tanks, and breaking of stones, and that of the works under District Officers was excavation of villages, tanks, and embankments.

3. *Physical condition of the people.*—The physical condition of relief workers and that of the inmates of poorhouses is fair. Cholera broke out on the Bhadausa work, but the workers have been shifted, and it is hoped to stamp it out before it becomes virulent.

4. *Deaths due to starvation.*—No direct deaths due to starvation were reported to have taken place during the month.

5. *Food stocks and importation of grain.*—Prices of wheat and gram have slightly fallen, while those of other commodities have risen. Markets are sufficiently stocked, and importations of grain from out stations still continue. About 80,529 maunds of grain were imported into the district during the four weeks under notice. There is thus no fear of food stocks running short for the present.

6. *General condition and prospects of affected area.*—The general condition of the affected area has slightly improved, owing to the advent of the *mahua* season, which promises a good crop, but less so in the hill tract than elsewhere. *Mahua* crop was slightly damaged by dusty and cloudy weather. Early sown *rabí* is being harvested, but that sown recently has failed and is being used as fodder.

7. *Changes in rates of wages, &c.*—The scale of wages remained unchanged during the period under notice, but has been reduced from 8 to 7 pice downwards with effect from 28th March 1897 on a 10-*sér* basis.

Hamírpur District.

1. *Private relief, village and poorhouse relief.*—Ordinary private relief much contracted. From the Charitable Relief Fund allowances were made to 1,626 persons, besides supplementary doles to children on gratuitous relief. Much needed clothing is being widely distributed from the same fund, and the list of respectable persons to be assisted from it is being rapidly added to. Village relief is distributed by selected zamindárs. Poorhouses are managed by hospital assistants under the general control of the Civil Surgeon.

2. *General character of relief works.*—There are 13 large works in progress, consisting of improvements to unmetalled roads, and excavation of tanks. The excavation of eight small tanks as village works was in progress. This form of relief is now being expanded.

3. *Physical condition of the people.*—Generally fair: in villages are to be found a number of people, usually of low caste, who have run down simply from delaying too long to go to relief works. These are put on gratuitous relief for short periods, and when fit are drafted to relief works.

4. *Deaths due to starvation.*—No deaths from starvation reported.

5. *Food stocks and importation of grain.*—Stocks are depleted; but the *rabí* harvest will to some extent remedy this, and importations still continue. Supplies sufficient.

6. *General condition and prospects of affected area.*—The protracted scarcity heavily taxed the resources of the people. The harvest, most of which is over, reduced numbers on relief but little, and they have risen steadily all the month. The *mahua* crop is fair and is of great assistance; but numbers on relief must go on increasing, and will probably reach 120,000 in April.

7. *Changes in rates of wages, &c.*—A rate of 10 *sérs* is still adhered to in calculating wages, nor do prices suggest any change from this.

Allahabad District.

1. *Private relief, village and poorhouse relief.*—The poorhouse population has fallen from over 9,000 to 3,422, partly from the inmates having been drafted to outdoor (village) relief, and partly because people have left to gather *mahua*. Nearly half the numbers receiving outdoor relief are paid from the Charity Fund.

2. *General character of relief works.*—Tank work has largely taken the place of road work, and in the southern tahsíls (where cholera has been prevalent) large tank works have been broken up, and the people are employed on a considerable number of small tank works, which bring relief nearer to them in their villages.

3. *Physical condition of the people.*—There is considerable improvement compared with the state of affairs two months ago; the people are in better spirits, and no longer throng the camps of officers on tour with general supplications for assistance.

4. *Deaths due to starvation.*—None reported that can be accepted as verified. Diarrhœa has accounted for most of the deaths which have occurred in poorhouses and on works during the month. It is now happily abating.

5. *Food stocks and importation of grain.*—The country south of the Jumna is practically altogether dependant on imports. Trade has responded to the effective demand created by the expenditure of money on relief, and petty traders abound wherever they are required.

6. *General condition and prospects of affected area.*—A very good *mahua* crop and the spring harvesting have combined to ameliorate present conditions. But the numbers applying for relief may be expected to rise again. The spring crop is put at only a third of the normal in the less distressed part of the district.

7. *Changes in rates of wages, &c.*—In the less distressed tahsíls wages are calculated on a 12-*sér* basis, but south of the Jumna the basis of calculation has been returned as 10 *sérs*.

Jhánsi District.

1. *Private relief, village and poorhouse relief:*—

Private relief	...	...	...	1,666, relieved on 27th
Village relief	...	...	...	10,432, „ „
Poorhouse relief	...	...	...	2,166, „ „

2. *General character of relief works.*—Roads and tanks. Five petty works in charge of the zamindárs under section 65 (*a*), Famine Code, were experimentally opened.

3. *Physical condition of the people.*—Pretty fair, but bad in the case of *Koris*, *Saharyas*, and low caste people.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Food stocks are sufficient.

	Mds.
Imports by rail	35,826¼
Exports „	2,470
Excess of imports	33,356¼

6. *General condition and prospects of affected area.*—Almost the whole of the *rabí* is now cut. The yield has been good on irrigated lands, but the area is very circumscribed.

7. *Changes in rates of wages, &c.*—Sunday labour has been stopped, and persons who have been present on the works from Thursday to Sunday now get Sunday wages at minimum rates. No other change has been made, the wages being calculated according to the ready reckoner on staples selling at 10 *sérs* per rupee.

Jalaun District.

1. *Private relief, village and poorhouse relief.*—Four poorhouses are open. Village relief is given in accordance with the provisions of Chapters V and X, Famine Code. Very little private relief is given.

2. *General character of relief works.*—Improvement of unmetalled roads and restoration of village tanks.

3. *Physical condition of the people.*—The physical condition of the people is, on the whole, satisfactory.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain* —Food stocks are sufficient.

6. *General condition and prospects of affected area.*—The large numbers who left the relief works with a view to the harvesting of the *rabí* crops are returning to their districts, and will soon again seek relief on the works.

7. *Changes in rates of wages, &c.*—No change has been made.

Mirzapur District.

1. *Private relief, village and poorhouse relief.*—Private relief is being distributed by the Indian Famine Charitable Relief Famine Committee through a Local Committee, and Rs. 5,400 have been distributed by that body during the month of March. The inmates of the poorhouses are being drafted off to their homes, to be relieved there under the village relief system. There were a few cases of cholera in the Lohndi and Lalganj poorhouses; prompt measures were taken, and the disease has disappeared. Village relief is being systematically distributed.

2. *General character of relief work.*—Relief works are generally well managed and properly supervised.

3. *Physical condition of the people.*—There is a marked improvement in the physique of the persons on relief works as well as those on village relief.

4. *Deaths due to starvation*—No deaths have yet been verified to be due to starvation.

5. *Food stocks and importation of grain.*—Food stock is sufficient in the markets and supplemented by imports from the eastern districts.

6. *General condition and prospects of affected area.*—There is some slight improvement in the condition of the people, and the *mahua* crop has helped in minimizing the severity of the distress to some extent. Though the numbers on relief works have considerably fallen at present, an increase must be soon apprehended.

7. *Changes in rates of wages, &c.*—The rates of wages have been reduced since last month.

Family Domains of the Maharája of Benares.

1. *Private relief, village works, and poorhouse relief.*—No private relief; no poorhouses. In affected tract, Chakia, the numbers on village relief are 3,393, and constitute 4·5 per cent. of the population. In Gangapur the number was 132, being 0·15 per cent., and in Bhadohi it was 840, the percentage being 0·3.

2. *General character of relief works.*—Works consist of embankments and deepening tanks.

3. *Physical condition of the people.*—Improving, but still backward in Naugarh.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Sufficient importation of rice proceeds. *Kharíf* grains, *nil.*

6. *General condition and prospects of affected area.*—*Rabí* crop light and poor; area much below the average.

7. *Changes in rate of wages, &c.:*—

Wages in Chakia changed from 11-*sér* rate to 12-*sér* rate on 18th.
" Naugarh " 9-*sér* " 10-*sér* " 28th.

Jaunpur District.

1. *Private relief, village and poorhouse relief.*—Relief being given from the general fund. Village relief distributed weekly through all *patwáris* assisted by respectable residents. Three poorhouses open as before.

2. *General character of relief works.*—Digging and deepening tanks.

3. *Physical condition of the people.*—Has improved considerably during the month. Harvesting operations have been general and the attendance at the works fell largely.

4. *Deaths due to starvation.*—No verified deaths from starvation.

5. *Food stocks and importation of grain.*—Imports still well in excess of exports. Food stocks sufficient, but prices still very high.

6. *General condition and prospects of affected area.*—Have improved, except in a small area to the east of Khutahan, where *rabí* also has failed.

7. *Changes in rates of wages, &c.*—Wages paid at 12-*sér* rate from March 1st, and intermediate system introduced on all but two works towards the close of the month.

Gorakhpur District.

1. *Private relief, village and poorhouse relief.*—The number in receipt of village relief is increasing, owing to the closing of some poorhouses. Private relief is given, notably in the Padrauna tahsíl, by large landowners, and to a considerable extent by European planters in the Gorakhpur and Mahárájganj tahsíls.

2. *General character of relief works.*—Relief works have hitherto been large works on roads and roadside tanks under Public Works Department control. Intermediate works will now take their place. There are few 65(*a*) works. It is, with one or two exceptions, a difficult matter to get them taken up.

3. *Physical condition of the people.*—Improved considerably.

4. *Deaths due to starvation.*—One case of death by starvation has been verified by Mr. Burn. The deceased was to blame, as he was resident on the Rája of Tamkuhi's estate only three miles from the Rája's poor-house.

5. *Food stocks and importation of grain.*—Food stocks are sufficient and being replenished by *rabí* cuttings.

6. *General condition and prospects of affected area.*—The *rabí* harvest operations drew many labourers from relief works in the middle of the month, but a rise is again apparent. There was rain during March, very heavy in some parts, but no damage has been reported, save around Gola.

7. *Changes in rates of wages.*—No change.

Azamgarh District.

1. *Private relief, village and poor-house relief.*—Village relief has been sufficient during March. So has poor-house relief. Private relief money has been allotted for clothes, and has been spent in aiding poor persons within the municipality.

2. *General character of relief works.*—The relief works have generally been roads and village tanks ; also *kankar* collection on 1st class roads.

3. *Physical condition of the people.*—The condition of the people has been very fair indeed.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Food stocks have been sufficient, and there has been a considerable local supply of wheat and barley. Of these grains, there has been very little importation. But gram and rice have been largely imported.

6. *General condition and prospects of affected area.*—The condition of the affected area improved materially during March. At present, too, it is far better than it was. The distressed tract in the south of the district needs careful attention.

7. *Changes in rates of wages, &c.*—Wages are good generally, and the relief works and railway supply whatever work is needed. The rates of wages on intermediate works give satisfaction.

Lucknow District.

1. *Private relief, village and poor-house relief.*—Private relief in the city of Lucknow and in a few distressed Muhammadan towns of the district. Village relief system working smoothly ; 1·6 per cent. were in receipt of this relief in the district. The poor-houses were well supervised, and the organization was good.

2. *General character of relief works.*—Raising district roads ; constructing *thalas* thereon. A few tanks were started on the half repayment system. Improvements on Courts of Wards' estates were started.

3. *Physical condition of the people.*—Improving. The village relief system was in full working order, and the labouring classes were in excellent physical condition. Work was available for all who were in need of it.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Sufficient importations of wheat, barley, gram, and Burma rice into Lucknow have been considerable. This was partially exported to the district markets, which also received supplies from the crops reaped from the middle of the month.

6. *General condition and prospects of affected area.*—Condition has improved owing to the harvest, which commenced in the second week of March.

7. *Changes in rates of wages, &c.*—Eleven *sérs* from 1st March ; 12 *sérs* from 7th March. The effect of the latter rate was to send people off the works to the fields, where their services were required in cutting the crops.

Unao District.

1. *Private relief, village and poor-house relief.*—Private charity not active. The necessity for village relief on a large scale still continues. Residents of the district have been largely removed from poor-houses.

2. *General character of relief works.*—Ten large works were open and one small village work (experimental). The work done consisted of raising and claying unmetalled roads.

3. *Physical condition of the people.*—Is fair. No sickness on works, but in poor-houses deaths from dysentery still continue.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importations of grain.*—The stock of coarser grains is practically exhausted. Importations have decreased, new barley and peas meeting all demands.

6. *General condition and prospects of affected area.*—The people are busily engaged in getting in the *rabí*. The harvest is three parts complete. Pressure amongst the labouring classes is apprehended on its completion. The outturn is disappointingly low. The unirrigated crop has practically failed.

7. *Changes in rates of wages, &c.*—Up to the 5th wages were based on a staple at 10 *sérs*. From that date to the end of the month the 12-*sér* scale was in force.

Rae Bareli District.

1. *Private relief, village and poor-house relief.*—Local and tahsíli committees organized for private relief from funds of Indian Charitable Relief Fund. Village relief under Chapter V and relief to *parda nashins*, &c., being given. Four poor-houses at the headquarters of each tahsíl already in existence, where the numbers are now falling.

2. *General character of relief works.*—Special repairs to, and improvements of, roads as well as tank works under Public Works Department, where intermediate system has very recently been introduced. Small works consist of embankments and tanks.

3. *Physical condition of the people.*—Not quite satisfactory, but improving.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Quite sufficient, and imports have considerably fallen.

6. *General condition and prospects of affected area.*—General condition is improving, and the prospects are more favourable owing to a fairly good *rabí*, which is generally being cut and brought to threshing floor. *Mahua*, which is generally consumed by the poorer classes, has been abundant. Field labour is also supporting a large number.

7. *Changes in rates of wages, &c.*—Twelve-*sér* scale introduced under orders of Government. Numbers much diminished all round, and a further decrease is expected owing to larger demand of field labour. Prices have also gone down, though not to any great extent.

Sitapur District.

1. *Private relief, village and poorhouse relief.*—Private relief was practically confined to distributing clothing during the month. Lists have been prepared for distribution of aid to agriculturists and are under consideration. Under village and poorhouse relief the number has fallen 75 per cent.

2. *General character of relief works.*—The chief defect is short work ; 9″ is put down on the road and measured as a foot. Also there is reason to suspect false gang rolls on some works.

3. *Physical condition of the people.*—Good on the whole, and, as far as I can judge, it seems to be improving.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Supplies quite sufficient ; exportation brisk ; new grain was procurable in sufficient quantities ; prices were fluctuating. The *kharíf* grains are now becoming scarce.

6. *General condition and prospects of affected area.*—Numbers on the works have fallen considerably. The condition of the people will remain good for about a fortnight or three weeks at least.

7. *Changes in rates of wages, &c.*—No change.

Hardoi District.

1. *Private relief, village and poorhouse relief.*—(*a*) A local committee has been formed to administer funds remitted by the Provincial Committee as well as those realized locally, and the distribution of relief from these funds has already been started.

(*b*) Village relief is administered by the special officers appointed for the purpose, and the lists undergo constant scrutiny.

(*c*) There are four poorhouses—one at the headquarters of each tahsil.

2. *General character of relief works.*—Constant raising and repair of roads; and the deepening of tanks [section 65 (*a*)].

3. *Physical condition of the people.*—There is some improvement in the condition of the people. The harvesting operations are in full swing, and people find employment on field labour.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Food stocks are being replenished by the new grain. Rice and peas are imported from other districts.

6. *General condition and prospects of affected area.*—The progress of harvesting operations has improved matters slightly. The decrease in the numbers on relief works has been steady and is likely to continue till the middle of this month, when the return of the workers is expected. The prospects of the early *rabi* are fairly good, but the late crops have been almost entirely destroyed.

7. *Changes on rates of wages, &c.*—Private wages have risen. These on relief works are regulated in accordance with the Famine Code.

Bara Banki District.

1. *Private relief, village and poorhouse relief.*—Numbers in poorhouses have declined considerably; chiefly the old, sick, and feeble left. Those now on village lists are all old, decrepit, blind, lame, &c. Owing to the harvest, private relief also has contracted somewhat.

2. *General character of relief works.*—A few village works. These are works started in January and February and are being finished off.

3. *Physical condition of the people.*—Good.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Stocks sufficient. Export of wheat has begun.

6. *General condition and prospects of affected area.*—Good. District was last week taken off the list of those officially distressed.

7. *Changes in rates of wages, &c.*—Nil.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 27th March 1897.

Division	District.	Maximum number (daily average for three months) for whom relief is estimated to be required in case of serious famine.	*Number of persons (daily average for three months) for whom relief was provided in the last programme of relief works.*			*Numbers for whom relief can be provided on works remaining on programme on date of report.*		*Expenditure since 1st November 1896.*			*Advances since 1st November 1896 up to end of month under report under—*		*Revenue suspended since 1st Nov. 1896.*
			Date of publication of programme.	On large works.	On others.	On large works.	On others.	Date up to which account is made up.	On relief works (excluding gratuitous relief to dependants).	On gratuitous relief (including that to dependants on relief works).	Land Improvement Loans Act.	Agriculturists' Loans Act.	
	1	2	3	4	5	6	7	8	9	10	11	12	13
									Rs.	Rs.	Rs.	Rs.	
Agra	Agra	25,000	1st November 1896.	79,000	...	95,885	33,300	27th March 1896.	5,661	37,179	30,686	19,200	53,
	Etáwah	20,000		45,000	845	32,680	1,352		64,074	8,062	22,161	13,815	40,
	Total, Agra Division ...	45,000		124,000	845	128,565	34,652		69,735	45,241	52,847	33,015	93,
Allahabad	Cawnpore	70,000		95,000	8,558	84,671	100,000		2,87,417	1,15,976	14,976	15,275	3,70,
	Fatehpur	32,000		47,000	...	37,245	29,390		45,970	45,580	38,476	26,962	3,61,
	Bánda	200,000		240,000	8,000	278,642	25,000		9,11,869	1,94,702	44,941	25,937	3,32,
	Hamírpur	75,000		147,000	6,000	268,714	20,000		2,84,798	1,17,354	14,423	28,898	2,13,
	Allahabad	175,000		84,000	50,000	193,126	50,000		8,16,456	2,38,418	13,656	62,178	8,20,
	Jhánsi	75,000		104,000	8,142	102,698	8,142		3,00,307	37,074	15,498	6,385	66,
	Jalaun	100,000		115,000	20,914	245,000	17,115		3,88,709	88,755	23,597	15,947	2,75,
	Total, Allahabad Division ...	727,000		832,000	101,614	1,210,096	249,647		39,35,526	8,37,859	1,65,567	1,81,582	24,37
Benares	Mirzapur (including Family Domains of the Mahárája of Benares).	60,000		43,000	22,847	160,000	30,000		*1,30,011	*39,416	8,000	16,662	1,88,
	Jaunpur	60,000		55,000	...	82,000	...		1,95,156	56,728	2,150	7,000	3,21,
	Total, Benares Division ...	120,000		98,000	22,847	242,000	30,000		3,25,167	96,144	10,150	23,662	5,09,
Gorakhpur	Gorakhpur	40,000		155,000	...	163,406	...		1,26,200	24,647	17,695	22,396	3,00,
	Azamgarh	15,000		253,000	10,000	263,215	8,000		24,011	30,843	10,600	23,970	4,75,
	Total, Gorakhpur Division ...	55,000		408,000	10,000	426,621	8,000		1,50,211	55,490	28,295	46,366	7,75,
Lucknow	Lucknow	80,000		60,000	...	81,347	...		2,13,885	1,42,150	31,975	80,340	1,50,
	Unao	50,000		51,000	8,979	117,004	8,979		1,76,337	63,716	44,042	60,002	3,50,
	Rae Bareli	85,000		67,000	4,000	32,832	11,235		3,44,326	77,769	93,000	900	3,00,
	Sitapur	40,000		108,000	67,586	80,946	67,586		2,13,233	66,917	20,500	5,520	2,77,
	Hardoi	150,000		37,000	11,000	131,687	11,400		4,42,413	2,19,258	36,998	47,316	1,55,
	Total, Lucknow Division ...	405,000		323,000	91,565	443,816	99,200		13,90,194	5,69,810	2,26,515	1,94,078	12,32,
Fyzabad	Bara Banki	10,000		44,000	11,449	30,300	10,635		1,16,982	21,769	44,447	33,443	2,00,
	Total, Fyzabad Division ...	10,000		44,000	11,449	30,300	10,635		1,16,982	21,769	44,447	33,443	2,00,
	Total, N.-W. Provinces and Oudh...	1,362,000		1,829,000	238,320	2,481,398	432,134		50,87,815	16,25,913	5,27,821	5,12,146	52,46,

* Exclusive of expenditure incurred by the Mahárája of Benares, which was—

	Rs.
On relief works	34,936
On gratuitous relief	10,412
Total ...	45,348

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 27th March 1897.

District.	Test Relief Works under Civil Agency.							Test Relief Works under the Public Works Department.							Poorhouse Relief.							Other Gratuitous Relief.						Remarks.
	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	Number of inmates on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number in receipt of gratuitous relief on last day of period under report.				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
						Rs.	Rs.						Rs.	Rs.						Rs.	Rs.					Rs.	Rs.	
Dehra Dún	6	373	3	99	475	1,107	7,490	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Total, Meerut Division	6	373	3	99	475	1,107	7,490	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Muttra	*2	32	24	7	63	802	1,340	3	177	78	71	326	15,305	71,599	2	91	31	32	154	375	1,306	1,205	3,120	1,206	5,531	8,989	15,198	* One closed before 27th March.
Farukhabad	..	..	..	..	..	266	2,350	1	6	..	..	6	1,635	6,677	3	265	172	176	613	2,355	9,739	490	932	429	1,851	3,804	18,604	
Mainpuri..	..	..	..	..	..	..	..	1	13	1	5	19	136	1,042	2	19	15	24	58	394	2,877	672	757	200	1,629	886	4,390	
Etah	†1	16	3	..	19	311	364	†2	94	5	14	113	1,375	4,538	‡3	57	39	31	127	334	1,590	193	719	96	1,008	956	4 261	† Now closed. ‡ Two since closed.
Total, Agra Division ..	3	48	27	7	82	1,379	4,054	7	290	84	90	464	18,501	83,856	10	432	257	263	952	3,458	15,512	2,560	5,528	1,931	10,019	14,635	42,453	
Bareilly	..	..	..	..	..	..	..	5	55	58	44	157	15,969	31,960	2	45	34	35	94	680	4,273	340	391	36	767	234	1 424	
Bijnor	..	..	..	..	..	..	..	2	200	126	119	445	3,184	12,676	§4	330	429	480	1,239	3,234	9,858	152	440	88	680	532	512	§ One closed on 18th March.
Budaun	‖1	..	..	..	..	70	4,326	‖1	..	..	..	..	781	3,556	1	48	39	35	122	361	1,479	26	7	3	36	4	6	‖ Closed before 27th March.
Moradabad	..	..	..	..	..	..	1,388	3	68	68	37	193	15,396	26,090	4	184	155	162	505	2,147	5,363	155	212	136	503	720	1,007	
Sháhjahánpur	1	30	17	15	62	453	12,381	¶7	..	..	..	..	1,862	4,741	4	249	309	203	761	3,679	16,642	...	..	..	**1,246	2,415	6,083	¶ All closed before 27th March.
Pilibhit	..	..	..	..	..	..	..	5	183	242	93	518	6,150	20,653	3	41	66	86	193	611	5,281	333	595	401	1,329	1,436	2,954	** Details not available.
Total, Rohilkhand Division	2	30	17	15	62	523	18,095	23	506	514	293	1,313	43,342	99,676	18	901	1,032	981	2,914	10,792	42,896	1,006	1,645	664	4,561	5,321	11,986	

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 27th March 1897—(Concluded).

District.	TEST RELIEF WORKS UNDER CIVIL AGENCY.							TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT.							POORHOUSE RELIEF.							OTHER GRATUITOUS RELIEF.						Remarks.
	Number open during period under report.	*Number of labourers on last day of period under report.*				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	*Number of labourers on last day of period under report.*				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	*Number of inmates on last day of period under report.*				Expenditure during period.	Expenditure from outset to date.	*Number in receipt of gratuitous relief on last day of period under report.*				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
Benares	..	..	..	..	..	Rs. ..	Rs. ..	*1	..	..	..	..	Rs. 94	Rs. 2,209	†3	216	178	120	514	Rs. ..	Rs. ..	1,324	1,409	1,551	7,284	Rs. 4,605	Rs. 13,237	* Closed before 27th March.
Total, Benares Division ..	..	..	..	..	..	..	..	1	..	..	..	..	94	2,209	3	216	178	120	514	..	..	1,324	1,409	1,551	7,284	4,605	13,237	† Maintained from municipal and private funds.
Basti	98	383	229	169	781	‡..	‡..	1	80	74	87	241	‡..	‡..	4	114	131	160	405	1,062	9,373	465	712	149	1,326	1,472	6,060	‡ Expenditure met by District Board.
Total, Gorakhpur Division	98	383	229	169	781	..	..	1	80	74	87	241	..	..	4	114	131	160	405	1,062	9,373	465	712	149	1,326	1,472	6,060	
Kheri	..	..	..	..	..	..	..	2	186	161	47	394	2,803	3,053	3	71	46	34	151	350	909	5	44	5	54	1,217	3,317	
Total, Lucknow Division	..	..	..	..	..	..	..	2	186	161	47	394	2,803	3,053	3	71	46	34	151	350	909	5	44	5	54	1,217	3,317	
Fyzabad	32	106	132	13	251	1,077	21,184	§6	..	..	..	..	2,303	21,613	3	129	140	110	379	2,331	11,073	329	854	346	1,529	2,227	6,712	§ Closed before 27th March.
Gonda	15	298	199	119	616	1,600	15,124	‖5	67	46	52	165	1,401	13,882	2	133	106	92	331	1,066	8,313	70	174	40	284	1,297	1,579	‖ Four closed before 27th March.
Sultánpur	46	133	70	27	230	3,672	27,026	§3	..	..	..	..	2,700	33,756	2	48	60	37	145	1,550	9,979	148	269	50	467	1,883	6,009	
Partábgarh	103	34	44	9	87	25,866	25,866	§4	..	..	..	..	10,312	36,838	3	120	124	151	395	1,782	7,241	430	1,074	260	1,764	3,858	8,923	
Total, Fyzabad Division	196	571	445	168	1,184	32,215	89,200	18	67	46	52	165	16,716	1,06,089	10	430	430	390	1,250	6,779	37,206	977	2,371	696	4,044	9,265	23,223	
TOTAL, N.-W. P. AND OUDH	305	1,405	721	458	2,584	35,224	1,18,839	52	1,129	879	569	2,577	81,456	2,94,883	48	2,164	2,074	1,948	6,186	22,441	1,05,896	6,337	14,709	4,996	27,288	36,515	1,00,276	

No. C. 3067-F., dated Lucknow, the 5th May 1897.

From C. W. Odling, Esq., Secretary to the Government of the North-Western Provinces and Oudh, Public Works Department, to the Secretary to the Government of India, Department of Revenue and Agriculture.

With reference to your letter No. 927-F., of the 25th March last, forwarding printed papers relating to famine relief operations in Bengal and asking for such information as this Government may have at hand regarding the average quantity of work done by relief-workers on the relief-works in the several districts of these provinces and the average cost of earthwork executed under famine conditions, I am directed to enclose a statement* giving this information for the month of February as regards Gorakhpur and Azamgarh Districts adjacent to some of the Bengal Districts mentioned in the correspondence received. The cost of earthwork† per 1,000 cubic feet in Gorakhpur and Azamgarh is higher than in Saran but less than in Champaran.

* Marked A.

† Famine Code Works.

2. The conditions which prevail in these provinces appear however, so far as the severely distressed districts are concerned, to be widely different from those which obtain in Bengal. Practically, except in a few districts adjacent to Bengal, like Gorakhpur and Azamgarh, and in the Rohilkhand and Agra Divisions, where scarcity, and not famine, prevails, four carriers, mainly women and children, have to be employed for every digger whether required by the nature of the work or not. These and other circumstances regarding the conduct of relief operations in the North-Western Provinces and Oudh are discussed in some detail by Colonel Pulford and Mr. Palmer, Superintending Engineers, to whom the matter was referred.

3. The point to which attention has been primarily directed, both in the present and the Bundelkhand famine in the early part of 1896, has been the expenditure per unit relieved. As much care is required and has, as a matter of fact, been taken to ensure a sufficient sum being allowed so as to prevent any tendency to unnecessary expenditure. But the necessity of rendering the task sufficiently severe to deter all not in real distress from attending the works has never been lost sight of. As pointed out in the notes by both Superintending Engineers there has been a tendency to fix the task so high that in districts where the soil is hard the workers could not perform it. With a task of 60 cubic feet and the wages fixed on a basis of 10 seers per rupee the rate, if full tasks were executed by all diggers, would be Rs. 6-4 per 1,000 cubic feet and the average task per worker 12 cubic feet dug and carried. In practice the average task is always less than the full task and the actual cost per 1,000 cubic feet (on the basis mentioned) in excess of the sum stated. On the other hand, there are districts (those in Rohilkhand may be taken as examples), where the task has been fixed as high as 125 cubic feet per digger without complaint, and where the average rate for February was lower than in Gorakhpur.

4. The differences between the black cotton and *morum* soil of the greater part of Allahabad and Bundelkhand and the loose soil to be found in other districts and also the differences in the ordinary occupations of the people (some districts containing a large proportion of professional *beldars*) is in fact such that any comparison of rates as an index of efficient management of famine relief operations must be misleading, even if the number of carriers necessarily but not effectively employed, to which reference has already been made, is left out of the question. Over small areas of similar character as regards soil and people such comparison may no doubt be usefully made. In the whole province during the month of February 5,220 lacs of earthwork, costing ‡Rs. 19,30,444 in wages of workers (excluding dependants), were executed, the average rate being, as stated by Sir Antony MacDonnell at a meeting of the Legislative Council of these provinces, Rs. 6 per 1,000 cubic feet. Seeing that three-fifths of the expenditure was in the Allahabad and Lucknow Divisions in which severe distress prevails, it is unlikely that under any system of management substantially more work could have been obtained and any diminution in the expenditure would have rendered the relief afforded less than

‡ *Vide* Statement B.

was necessary for sustaining the workers in a proper condition of strength and health. One result of the consideration exercised has been a marked improvement in the condition more especially of the children, but also of the men and women who have, in districts where there has been a fair harvest, left the works, in many cases, it is hoped, not to return.

5. It must not be forgotten that the works carried out have been selected with the object of giving employment to all requiring it in localities where distress exists (in these provinces mostly severe distress) and that having regard to the physical condition of the people, it was not possible to take as the chief object to be aimed at, the execution of the works at the lowest rate. The difficulty in localities severely distressed has in fact been to find sufficient suitable employment for the large number of persons requiring relief within a small area. Works where the lead is long and lift considerable have been deliberately preferred. In works not of this character, it has been found absolutely necessary in works carried out on the intermediate system to raise the rates so that some employment could be given to persons, not really required, but for whom means of subsistence had to be found and the Lieutenant-Governor has lately sanctioned such increase as may be necessary in the rates fixed to admit of all persons capable of working as carriers but not diggers being taken on.

Cost of Works in the Gorakhpur and Azamgarh Districts for February 1897.

Famine Code Works only.

			Cubic feet.	Cost Rs.
Quantity	Gorakhpur	...	1,15,52,578	
	Azamgarh	...	19,88,999	
			Rs. A. P.	
Rate workers only	Gorakhpur	...	3 11 11	
	Azamgarh	...	3 2 8	
Rate, including workers and dependants.	Gorakhpur	...	3 14 10	45,351
	Azamgarh	...	3 5 7	6,661
	Gorakhpur	Azamgarh.		
Men workers	2,66,755	32,504		
Diggers	1,37,304	26,003		
All workers	6,86,523	96,978		
Dependants	1,15,548	20,956		
Quantity	1,15,52,578	19,88,999		
	Cubic feet.	Cubic feet.		
Quantity per digger	84·1	76·5		
Quantity per worker	16·8	20·5		
Average daily wage, including dependants.	10·85	10·84		
Average daily wage workers only	12·60	12·46		

N.B.—This return does not include works carried out on the intermediate system shown in the statement following.

C. H. HOLME,

Executive Engineer.

28*th April* 1897.

B.

Statement showing quantity and rate per 1,000 *cubic feet of earthwork executed during February* 1897.

No.	Division.	Quantity of work done.	Expenditure.	Average cost per 1,000 cubic feet.	Remarks.
			Rs. A. P.	Rs. A. P.	
1	Agra	2,90,41,711	99,183 0 0	3 6 7	*Cost includes wages of workers only.
2	Rohilkhand	1,30,82,210	43,942 0 0	3 5 8	*
3	Fyzabad	2,44,13,478	88,487 0 0	3 9 11	*
4	Lucknow	9,53,42,182	5,44,401 0 0	5 11 4	†
5	Benares	1,95,62,195	1,19,648 0 0	6 1 10	†
6	Gorakhpur	1,57,01,777	56,087 4 3	3 9 1	*
7	I Allahabad	5,58,07,432	4,56,693 0 0	8 2 10	‡
8	II Allahabad	6,91,27,352	5,22,002 11 11	7 8 9	†
	Total ...	32,20,78,337	19,30,444 0 2	5 15 10	

* Includes both intermediate and Famine Code works. † Famine Code works only.

C. W. ODLING,

Secy. to Govt., N.-W. P. and Oudh,
Public Works Department.

Cost of earthwork by Famine Relief Workers.

Note by C. G. Palmer, Esq., M.I.C.E., Additional Superintending Engineer, Famine Relief Works, 3rd Circle, Provincial Works, North-Western Provinces and Oudh, dated the 5th April 1897.

The question is raised in the Bengal rates communicated in the papers which are attached to the Government of India letter No. 927-F., dated the 25th March 1897, addressed to the Secretary to Government, North-Western Provinces and Oudh, Scarcity Department.

2. A pamphlet on "Tasks for Famine Relief Workers," by the Chief Engineer of Bengal, is the basis for the tasks. These are primarily based on a rate of Rs. 1-2 per 1,000 cubic feet for soft earth with a "lead" of 50 feet and "lift" of 3 feet with ordinary labour. The rate is extraordinarily low. I know of no part of these Provinces where even silt clearing can be done at that rate. The lowest rate with that lead and lift would be Rs. 1-8 in the North-Western Provinces.

3. The method of working out the various rates for different soils is to allow enough diggers for each class of work and add the requisite number of carriers, then to credit a proportionate quantity of the whole work to each man, woman and child engaged on it. This introduces some confusion of thought in dealing with the subject and obscures the real facts, which are, that the whole work is dug by the digger, and no one else has any hand in digging the "task," but the digger must have as many carriers as are required for the quantity he can dig. I think it can be better put in another way.

4. The working postulates of the pamphlet consist of certain *data* stated in relation to ordinary labour.

(i) With a lead of 50 feet and lift of 3 feet, the whole carriage of 1,000 cubic feet of earth can be done by 3 women and 3 children.

(ii) A child may be considered to carry three quarters as much as a woman.

(iii) Three annas should be added to the earthwork rate for the cost of additional carriage involved in every addition of 50 feet to the lead or of 3 feet to the lift.

(iv) Famine labour is able to perform three-fifths of the task of ordinary labour.

(v) The task of excavation only, for diggers, should be—

Soil.	CUBIC FEET PER DIEM.			Remarks.
	Ordinary Labour.	Under Famine conditions.		
	Full.	Full.	Low.	
Soft or sand	330	200	170	When women are employed as diggers they should do $\frac{2}{3}$rds of the task of a man.
Medium	200	130	100	
Hard	143	85	55	

From these we get two corollaries :—

(vi) Applying postulate (iv) to postulate (i) we get that with famine labour 5 women and 5 children are required for the carriage of 1,000 cubic feet, up to a lead of 50 feet and lift of 3 feet.

(vii) Applying (iv) and (ii) to (iii) we get that supposing the extra 3 annas for additional lead or lift with ordinary labour to mean 1 woman and 1 child, then with famine labour we must have $\frac{7}{4} \times \frac{5}{3} = \frac{35}{12}$ of a woman added to the carriers for every additional 50 feet lead or 3 feet lift. In practice, say 2 women and a child.

5. As regards the tasks of postulate (v) in my opinion those of the soft and medium soils are far too high unless it is clearly understood that "soft or sand" is practically *sand*, and the "medium" is what is called "sandy loam" in the North-Western Provinces Rules, paragraph 47. With this provision the Bengal tasks are practically identical with those of the North-Western Provinces; but the latter have no task laid down for sand.

6. The present note is written in connection with the famine relief works of the Allahabad Revenue Division, comprising the districts of Allahabad, Fatehpur, Cawnpore, Banda, Hamirpur, Jhansi, and Jalaun. Excepting Cawnpore and the northern parts of Allahabad the whole of this country is in the trans-Jamna Bundelkhand tract. In that tract the prevailing soil is black-cotton soil, or Kabar, or the underlying Rankar, or Moorum. Black-cotton soil in its dry condition is tough and hard beyond any other soil I have experience of. Kabar is hard but less tough and Rankar is filled with small stones. Moorum is practically an earthen rock. Most of the soil in Cawnpore and Northern Allahabad is a very hard clay. By far the greatest part of the work is located in the Bundelkhand tract. The tanks we are digging deeper are dead dry, most of them were merely wetted during the last rainy season and are now as hard as any other part of the ground. We are thus working everywhere in very hard soil, and for the purpose of relief works in the Allahabad (Revenue) Division it is only necessary to examine the results of applying the above postulates to the hardest class of soil.

7. Doing this, we obtain the following rates and figures :—

I.—*1,000 cubic feet of road work: hard soil: task per digger 55 c. ft. 10 seer rate of wages.*

	Rs.	A.	P.
18 diggers at 7 pice each	1	15	6
5 women at 5 pice each	0	6	3
5 children at 3 pice each	0	3	9
Total cost	2	9	6

This would leave all the lumps unbroken and the road a mere spoil bank of rough clods. It would give employment to 10 women and children for every 18 strong men fit to dig in very hard soil.

II.—*1,000 cubic feet of tank deepening. Task and wage rate as before, mean lead nearly 200 feet.*—In deepening tanks the spoil is cast on or beyond existing spoil banks on three sides of the tank, and the mean lift is about 15 feet.

		Rs.	A.	P.
	18 diggers at 7 pice each	1	15	6
	5 women at 5 pice and 5 children at 3 pice	0	10	0
Add for 150 ft. additional lead.	6 women at 5 pice	0	7	6
	3 children at 3 pice	0	2	3
Add for 12 ft. additional height.	8 women at 5 pice	0	10	0
	4 children at 3 pice	0	3	0
	Total cost	4	0	3

This would give occupation to 31 women and children for every 18 strong men fit to dig in very hard soil ; and the carriers could not do the work.

8. In the road rate the work would not be completed, but only earth thrown up in lumps. In the tank rate the allowance of carriers is altogether insufficient, as the following calculation shows :—

9. The carriers allowed are 19 women and 12 children. On the basis of each child doing $\frac{3}{4}$ths of a woman's work the children would be equal to 9 women ; and the carriers allowed would thus be equal to $19 + 9 = 28$ units of women carriers. Earth weighs 120 lbs. per cubic foot. Supposing each such woman carried 25 lbs. of earth at each trip (a very full allowance for weakly people), the 28 units would have to make $\frac{120,000}{25} = 4,800$ trips in the day, or on an average each unit would make 172 trips in the day. Each trip would involve going laden 200 feet in length and 15 feet height, and returning the same unladen. The whole carrying to be done by each famine worker woman would thus amount to walking a little over $6\frac{1}{2}$ miles laden, climbing a hill 2,580 feet high still laden, descending a hill 2,580 feet high unladen, and then walking back a little over $6\frac{1}{2}$ miles unladen. The weakly famine woman would thus have to walk in all more than 13 miles a day over a hill 2,580 feet high in the middle, and carrying a load of 25 lbs. to the top of the hill.

10. Taking another view of it. Even on tank-work of this description the allowance of carriers is only 31 women and children to 18 diggers. In the Public

Works Department Relief Works of the Allahabad Commissionership the average number of workers attending for the week ending 27th March (exclusive of all dependants, *i.e.*, adults too feeble to work in any way, and all children under seven years of age) were 129,362 men, 173,780 women, 112,177 children over seven years of age, in all 415,319 persons. They were formed into 7,000 gangs very nearly, thus using 7,000 of the men as "mates;" quite 8 per cent. of the men are unfit to dig even in medium soil and over 5 per cent. are taken up in the miscellaneous gangs for water arrangements, conservancy, etc.; the remainder may be counted as possible diggers.

We thus get total number of men ...		129,362
Deduct—		
Mates of gangs	7,000	
8 per cent. unfit to dig	10,349	
5 per cent. miscellaneous work ...	6,468	
		23,817
Balance useable as diggers ...		95,545

On the basis of 31 women and children to every 18 diggers in tank there would thus be employment for $\frac{95,545 \times 31}{18}$ = 164,590 women and children; but we had 285,957 of them, so that over 120,000 would have been left without employment.

11. Another point of these rates is that they entirely leave out the wages of mates, special gangs, dressing gangs, and all other persons not actually engaged on the task work: this alone makes a considerable difference in the apparent cost of work.

12. The system in the North-Western Provinces is altogether different. Work has to be found for all women and children fit to work that come for relief. As in the above example taken from the week ending 27th March 1897, there are about 95,500 men, whom it would be possible to employ as diggers, to about 286,000 women and children. Many of the women are weakly, many of the children are not much over 7 years of age; in all there are almost exactly 3 carriers to every possible digger: many of the possible diggers are not fit to dig hard earth, and so are set to carrying, and paid as carriers. Then in road work there are, as a rule, 3 carriers to every digger, and these also break up the clods and rough dress the road, the final dressing being done by special gangs; while in tank work there are, as a rule, 4 carriers, little and big, to every digger.

13. The following analysis of 30 gangs on tank-work near Meja (South Allahabad) as they stood on 27th February shows what the minimum rate must be with a task of 60 cubic feet and wages on the 10 seer basis.

Analysis of 30 gangs from the gang-registers.

Class.	No.	Rate per day.		Amount for one day.			
		A.	P.	Rs.	A.	P.	
Mates	30	2	3	4	3	6	
Men diggers	379	1	9	41	7	3	
Men carriers	160	1	3	12	8	0	
Women carriers	823	1	3	64	4	9	
Children, class I.	202	1	0	12	10	0	12 to 16 years.
Children „ II.	225	0	6	7	0	6	7 to 12 years.
Total	1,819	Average per worker unit in pies, 15·00.		142	2	0	

14. There are thus 1,410 carriers, little and big, to 379 diggers, or in the proportion of 3·72 to 1. If the whole of the 379 diggers completed their task of 60 cubic feet they would dig 22,740 cubic feet in the day, and the cost of the work would be almost exactly Rs. 6-4 per cubic feet. This rate would be for the gangs entirely employed on task work and would exclude the workers necessarily employed on water-supply, conservancy, dressing up work, etc., etc., as well as the pay of moharrirs and other establishment. In the north of Allahabad the task is 85 feet in tanks and 100 feet in roads, and the rate of wages is on the 12 seer basis, and there the minimum cost of earthwork would work out to a lower rate, but unfortunately three-fourths of the relief attendants of Allahabad are in the tract south of the Jumna : and in Banda, Hamirpur, and Jhansi a still greater majority are under conditions similar to those south of Allahabad. I think there is some error in the Cawnpore figures and will look into the matter. The other rates are reasonable.

15. The Bengal accounts show the wages of workers on task-work separatelu from the others, and as a means of obtaining the bare cost of the task-work it has advantages ; if it is considered desirable I can have that system introduced at an early date.

16. The rate of the work done can be kept down by increasing the proportion of diggers wherever possible, and exacting digging tasks from the additional diggers ; but this cannot be done to any large extent as the ground is so very hard and so many of the men are weakly. A weakly man being proportionately much more ineffective in hard soil than in soft.

17. The tasks in force have been the subject of frequent experiment. We began with larger tasks, but have been driven to the lower ones by the proved incapacity of the diggers to do more. In the south of Allahabad we began with tasks of 90 cubic feet for strong men, but they could not do it: we are now getting the full 60 cubic feet almost everywhere, and at present cannot get more. Similarly, in other places, with a sandy loam, like that of Ballia for instance, the men could do more than double the work ; but the soil we have to deal with is of very different texture, and our experience is that if the task is fixed within the capacity of the men they will make an effort to complete it ; but if it is beyond their capacity they do not try to do as much as they could ; because the fines for short work bring their wages down so close to *minimum* rates that the difference is not worth working for. In effect, they do less work with a disproportionate task than with one that is within their power ; the work really done is a little dearer, and at the same time the incessant fines cripple the main object of the work ; which is, to afford effective relief to those who require it, and will work for it. This is the main object of all relief work and it must not be lost sight of in the procedure adopted for giving relief.

Note by Colonel R. R. Pulford, R. E., Superintending Engineer, 2nd Circle, Public Works, regarding earthwork rates on Famine Relief Works.

It may be well to state at starting that the conditions under which famine earthworks are carried out, are in themselves so entirely distinct and different from those under which regular earthwork on a large scale is ordinarily carried out, that it is not strictly correct to compare one class with the other, in respect of cost of execution.

Starting, however, with the rates usually in force under ordinary conditions, the following may be taken as typical rates for earthwork executed by contract on large railway banks. The chief contractor gets Rs. 1-12 per 1,000 cubic feet for earth dug and placed in bank up to a height of 4 feet and with a lead of 1 chain. For every extra foot of height in the bank he gets 1 anna per 1,000 cubic feet, and for every extra 100 feet of lead he gets 8 annas per 1,000 cubic feet.

The first contract is, as a rule, sublet amongst a number of petty contractors at Rs. 1-6 the 1,000 cubic feet and the other extras for increased lead and lift.

The actual workers get 2 annas per 100 cubic feet and a certain proportion (not the whole) of the extra allowances.

The men who work are professional workers and both men and women are of splendid physique. Two men or a man and a woman will, in moderately hard soil, dig and carry under the ordinary conditions about 250 cubic feet to 300 cubic feet in a day. To do this they scarcely ever cease working and use two baskets. As a result the two workers earn 5 annas to 6 annas between them, *i.e.*, they get 10 pice or 12 pice each. Now if the ordinary famine workers were put to do the same class of work, the digger, even at contract rates, would not be able to excavate more than from 100 cubic feet to 125 cubic feet and the carrier would not be able to carry more than from 50 cubic feet to 60 cubic feet. That is to say for every 100 cubic feet or 125 cubic feet we should require at least one fairly strong digger and two fairly strong carriers. The regular famine workers are, so far as my experience goes, not capable of digging in the Oudh soil more than 100 cubic feet, and the average may be taken at, say, 65 cubic feet to 70 cubic feet. This is to be taken as referring to people who are working on a daily wage for fixed full tasks, beyond which they cannot earn anything. If they do less than the full task, they can be and are fined. From what I have seen and heard however, there is a striking difference between men working for contract rates and without any fixed limit, as to what can be earned and men working "amani" or on daily wages. The former are prepared to earn as much as they can, and to work for it, the latter are content as a rule to earn the lowest wages possible after deducting fines. But it must be also noted that the ordinary famine worker would not consider himself competent to work on regular contract terms, whilst the professional *beldar* would hardly find it worth his while to work under Famine Code Rules and rates.

The rates which have been worked up to in Oudh vary largely. The lowest was obtained for a few days only whilst our intermediate system was in force at Kheri by which one digger on 6 pice and 1 carrier on 4 pice had to do 100 cubic feet. This gave a rate of Rs. 1-9 per 1,000 cubic feet exclusive of dressing. But the Commissioner objected, and rightly I think, that the ordinary people could not possibly do the task without an extra carrier on 4 pice. This is the intermediate system now ordinarily in force with the contract incentive of an extra pice all round, if a full extra 25 cubic feet are executed. But, as His Honour already knows, for localities really distressed even this scale is not sufficiently elastic to meet the cases of all comers who ask for relief in return for work. In Hardoi we have an example of a really distressed district, and here we have a task of only 50 feet being performed and that with difficulty. The daily wages for such a task after deducting fines would be about 18 pice = 4½ annas per 50 cubic feet = 9 annas per 100 cubic feet, or a rate of Rs. 5-10 per 1,000 cubic feet. When to this we add wages for Sundays, wages for days when the charge is moving and other ineffective charges, we easily reach a high total.

From a scrutiny of the numbers of all classes who have come to the famine works in Oudh, it appears that the following are approximately the proportion of each, *viz.* :—

Workers.	
$\frac{2}{10}$	Fairly strong men.
$\frac{1}{10}$	Weakly men.
$\frac{4}{10}$	Women fit for carriers.
$\frac{3}{10}$	Children under 16 and above 7 years.

Dependants.	
$\frac{1}{4}$	Of the workers chiefly children below 7.

That is to say for every able bodied digger 4 other workers of sorts have to be provided for. It is this proportion which I selected as the basis of the gang organisation in Oudh, and on which the actual rates on the regular famine works are based.

Taking an average task as actually executed throughout at 65 cubic feet, the full daily wages for this would be at a 10 seer rate.

1 Digger	7 pice.
2 Adult carriers	10 „
2 Children „	6 „
	23 pice, or

deducting 3 pice for fines, 20 pice per 65 cubic feet $= \frac{20 \times 1000}{65} = 308$ pice, or Rs. 4-13 per 1,000 cubic feet.

This would include dressing and making up the dividing ridge. Or in the case of clay being brought from neighbouring tanks as a surface dressing for the road, would allow of a lead of 2 chains.

The above seems a high rate, but if a 100 cubic feet task were performed the rate would work out to 10 × 23 pice = 57½ annas = Rs. 3·10. The daily cost per worker would be $\frac{230}{5}$ = 4 pice = 1 anna.

The above rates deal only with the actual workers, and take into account only working days.

If now we look at the following Bengal figures of the Muzafferpore District *viz.*:

Men.	Women.	Big children.	Small children.	Work done.	Cost.
		Kutra Circle.		*Cubic feet.*	Rs. a. p.
33,787	6,053	3,350	1,267	363,900	3,595 14 0
		Excavation--Satyan Bata.			
11,014	2,318	1,562	443	1,369,332	1,243 6 9

we shall notice a very remarkable difference between them and those of Oudh. Whereas in Oudh out of 10,000 workers there would be :—

2,000 able-bodied diggers,
1,000 weak men carriers,
4,000 women carriers,
3,000 children carriers.

In Bengal the numbers would be :—

7,500 able-bodied men,
1,500 women,
1,000 children,

and in the case of the wonderful rates of less than 1 rupee per 1,000 cubic feet in the Muzafferpore District the workers would be divided into 1 digger and 1 carrier calculating from those rates each party of 2 must have dug and carried at least 180 cubic feet. For this amount of work the digger and carrier would earn 10 pice between them, probably divided in the proportion of 6 pice the digger and 4 pice the carrier. As nothing is said about the wives and children of the men workers who so largely preponderate, they must be cared for elsewhere.

No. 1270 OF 1897. Dated Naini Tal, the 2nd June 1897.

From the Secretary to Government, N.-W. Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department (Famine).

SIR,

Scarcity Dept.

I am directed to submit Famine Statements A and B for these provinces, which give details of the relief operations up to 24th April 1897 in eighteen districts officially recognised as distressed, and *extra*-Code Statement C, which contains particulars in regard to the districts under observation though not officially declared to be distressed.

2. Besides the amounts of advances under the Land Improvement and Agriculturists Loans Acts and of revenue suspensions shown in columns 11 to 13 of Statement B, Rs. 8,54,271 have been advanced under the two Acts and revenue to the amount of Rs. 20,23,225 has been suspended in the districts included in Statement C since 1st November last. These figures, though to some extent incomplete, approximate more closely to actuals than any hitherto obtained.

I have the honor to be, &c.,

T. STOKER,

Secy. to Govt., N.-W. P. and Oudh.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 24th April 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief (excluding dependants on wor s).				Prices of one or more principal food grains in sêrs per rupee.							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Juár.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq.m.		Sq.m.																											
Agra	1,856	1,003	794	285	5,991	6,406	3,681	16,078	..	..	..	..	5,991	6,406	3,681	16,078	1,551	5,034	1,137	7,722	10·50	12·	13·	11·50	12·	10·	12·	2·05	3·90	..
Etáwah	1,604	727	285	65	1,146	589	548	2,283	..	..	..	..	1,146	589	548	2,283	325	218	80	623	10·50	11·	12·	11·	10·50	8·	8·	2·65	2·09	..
Total, Agra Division ..	3,550	1,730	1,079	350	7,137	6,995	4,229	18,361	..	..	..	..	7,137	6,995	4,229	18,361	1,876	5,252	1,217	8,345	..	..	..	..	..	..	..	..	..	..
Cawnpore	2,363	1,310	1,219	462	423	641	123	1,187	..	..	11	11	423	641	134	1,198	2,245	5,805	1,437	9,487	9·93	10·50	12·37	10·50	9·	10·	12·25	2·90	2·58	..
Fatehpur	1,633	699	582	226	1,991	1,750	573	4,314	54	11	852	917	2,045	1,761	1,425	5,231	2,382	4,477	870	7,729	9·75	..	12·	..	..	9·37	8·	4·45	1·83	..
Banda	3,061	705	3,061	705	44,985	59,637	36,539	141,161	1,092	1,334	21,323	23,749	46,077	60,971	57,862	164,910	5,121	13,900	10,650	29,671	..	..	..	..	..	9·85	10·78	5·23	1·94	..
Hamirpur	2,289	513	2,289	513	20,189	31,091	21,203	72,483	386	444	12,573	13,403	20,575	31,535	33,776	85,886	3,264	8,286	3,827	15,377	8·88	10·06	10·88	9·81	..	9·64	7·44	2·15	2·08	..
Allahabad	2,852	1,549	2,428	1,272	50,701	70,010	45,979	166,690	1,717	4,237	36,432	42,386	52,418	74,247	82,411	209,076	8,516	23,957	9,331	41,804	9·75	..	11·87	10·50	..	10·06	8·75	4·41	2·93	..
Jhánsi	3,587	683	3,587	683	13,377	17,991	11,176	42,544	327	292	8,075	8,694	13,704	18,283	19,248	51,235	2,630	6,529	5,672	14,260	8·62	..	..	9·37	..	9·12	..	2·59	5·42	..
Jalaun	1,477	396	1,477	396	26,085	33,400	23,504	82,989	354	443	23,202	23,999	26,439	33 843	46,706	106,983	2,672	8,128	1,820	12,620	9 25	9·43	10·50	9·75	8·50	9·31	7·25	2·62	2 90	..
Total, Allahabad Division	17,262	5,755	14,643	4,257	157,751	214,520	139,094	511,365	3,930	6,761	102,468	113,159	161,681	221 281	241,562	624,524	26,859	71,082	33,007	130,948	..	..		..	..	..	..	..	..	..
Mirzapur (including Family Domains of the Mahárája of Benares).	5,223	1,161	4,307	714	10,935	13,340	3,577	27,852	61	94	3,628	3,783	10,996	13 431	7,205	31,635	4,470	9,560	4,126	18,156	8·93	..	11·31	..	..	10·68	..	4·82	2·88	..
Jaunpur	1,550	1,265	274	214	3,037	7,895	1,970	13,202	19	26	1,473	1,518	3,956	7,921	2,843	14,720	2,602	5,979	2,007	10,588	10·12	..	13 25	..	7·	10·12	..	3·86	2·68	..
Total, Benares Division ..	6,773	2,426	4,578	928	13,972	21,235	4,947	41,054	80	120	5,101	5,301	14,952	21 355	10,048	46,355	7,072	15,539	6,133	28,744	..	..	..	..	..	..	..	..	..	..

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 24th April 1897—(concluded).

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief (excluding dependants on works).				Prices of one or more principal food grains in sers per rupee,							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Juár.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq.m.		Sq.m.																											
Gorakhpur	4,580	2,934	2,630	1,727	5,939	4,180	1,890	12,009	..	..	..	..	5,939	4,180	1,890	12,009	2,588	6,946	1,501	11,035	12·50	8·50	15·	..	..	10·	16·25	2·57	2·06	..
Azamgarh	2,148	1,729	1,130	914	2,379	2,520	1,246	6,145	..	..	..	..	2,379	2,520	1,246	6,145	833	1,598	425	2,856	10·25	..	14·12	..	..	10·37	8·87	2·60	2·27	..
Total, Gorakhpur Division	6,728	4,723	3,760	2,641	8,318	6,700	3,136	18,154	..	..	..	..	8,318	6,700	3,136	18,154	3,421	8,544	1,926	13,891	..	..	..	..	..	..	..	..	..	..
Lucknow	967	774	967	774	9,606	9,916	754	20,276	37	10	635	682	9,643	9 926	1,389	20,958	4,775	14,526	4,876	24,177	11·25	10·25	13 50	9·75	8·25	10·25	13·	3·91	2·90	..
Unao	1,736	953	1,736	953	1,963	3,316	631	5,910	4	8	10	22	1,967	3,324	641	5,932	2,827	6,388	2,185	11,400	11·50	10·	13·50	10·	8 50	10·	8·25	3·52	3·30	..
Rae Bareli	1,752	1,037	1 752	1,037	4,789	5,520	2,206	12,515	17	35	41	93	4,806	5,555	2.247	12,608	4,804	5,549	1,579	11,932	11·37	..	..	10·75	..	10·25	..	5·21	2·19	..
Sitapur	2,255	1,075	1,520	703	113	98	17	228	..	..	..	..	113	98	17	228	1,264	2,271	464	3,999	12·	..	14·	..	..	12·	10·	3·68	2·53	..
Hardoi	2.325	1,113	2,325	1,113	24,962	29,687	27,752	82,401	786	1,220	18,456	20,462	25,748	30,907	46,208	102,863	7,790	15,635	8,054	31,479	11 25	..	14·	..	..	11·	..	5·27	2·07	..
Total, Lucknow Division.	9,035	4,952	8,300	4,580	41,433	48,537	31 360	121,330	844	1,273	19,142	21,259	42,277	49,810	50,502	142,589	21,460	44,369	17,158	82,987	..	..	..	..	..	..	..	..	..	..
Total, N.-W. P. and Oudh.	43,348	19,586	32,310	12,756	229,511	297,987	182,766	710,264	4,854	8,154	126,711	139,719	234,365	306,141	309,477	849,983	60,688	144,786	59,441	264,915	..	..	..	..	..	..	..	..	..	..

REMARKS TO ACCOMPANY FAMINE STATEMENT A FOR THE FOUR WEEKS ENDING SATURDAY EVENING, THE 24TH APRIL 1897.

AGRA DISTRICT.

1. *Private relief, village and poorhouse relief.*— Private subscriptions amounted to about Rs. 740 in addition to Rs. 2,300 already collected; and Rs. 500 was received from the Indian Famine Charitable Relief Fund. The Commissioner also received Rs. 5,000 for the relief of drugget makers. Private subscriptions are devoted chiefly to house to house relief in Agra city, to which object also a Government subvention is made. Village relief is distributed at the cost of Government by Civil Officers. Four poorhouses were open during the month.

2. *General character of relief works.*—Intermediate works under the Public Works Department, but four works are being carried out under section 65 (*a*) and advances have been sanctioned for 21 more.

3. *Physical condition of the people.*—Fair. In collecting lately some photographs for the Indian Famine Relief Fund, I have been greatly struck by the absence of emaciated persons. There has lately been an outbreak of cholera on the relief works in Agra, resulting up to date in 12 seizures and seven deaths. The work is being temporarily closed, and the workers drafted off to other works.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Stocks sufficient.

6. *General condition and prospects of affected area.*—The harvest being now over, hired labourers are returning to the works. The number of persons relieved rose from 17,000 to 24,000.

7. *Changes in rates of wages, &c.*—None.

ETAWAH DISTRICT.

1. *Private relief, village and poorhouse relief.*—A few wealthy men distribute charity daily or afford relief to the poor. In Act XX towns and the city relief is given from the funds raised from subscriptions. Relief is also given in the district partly from these funds and partly from Government funds. There is one poorhouse at the headquarters of the district, in which the number of inmates on 24th April 1897 was 106.

2. *General character of relief works.*—The numbers on the relief work, Etáwah-Kálpi road, on 24th April 1897, were 1,522. More people are expected to come back on relief work, as the harvest is nearly completed.

3. *Physical condition of the people.*—The condition of the people is generally good.

4. *Deaths due to starvation.*—No deaths reported from starvation.

5. *Food stocks and importation of grain.*—Food stocks sufficient, and imports considerable.

6. *General condition and prospects of affected area.*—The affected area in this district is chiefly the trans-Jumna and Chambal tract, which is entirely dependent on the next autumnal crop. *Kharíf* harvest was poor, and *rabí* almost *nil* in this area.

7. *Changes in rates of wages.*—Rates of wages for agricultural labour have fallen everywhere in the district, except in villages favoured with irrigation.*

CAWNPORE DISTRICT.

1. *Private relief, village and poorhouse relief.*—Decrease in numbers relieved under Famine Code due to the harvest.

* It would seem that, instead of rising with price of food, wages have fallen owing to the competition for employment.

2. *General character of relief works.*—Road works under Public Works Department. Labourers in fair condition. Wages sufficient. Numbers keep down because harvest has lessened distress, and in south-east of the district the *mahua* crop is very large. Two tanks being constructed as works under section 65 (*a*) out of partly recoverable advances. Other applicants for advances are waiting till agricultural work is over before starting.

3. *Physical condition of the people.*—Much improved.

4. *Deaths due to starvation.*—Nil.

5. *Food stocks and importation of grain.*—Food stocks sufficient. trade brisk. Export slack.

6. *General condition and prospects of affected area.*—The general opinion of the people is expressed in the words "*Wuk bat ab nahin rahi.*" They mean that severe distress is past. It was generally expected that the numbers on works would increase before this, but there seem no signs of any influx. If the same state of things continues till May 15th, no great increase in numbers need by expected.

7. *Changes in rates of wages, &c.*—The intermediate system was introduced at the beginning of the month. The fact that labourers come in diminished numbers to works on this system is evidence that the distress is not so severe as it was before the harvest.

Fatehpur District.

1. *Private relief, village and poorhouse relief.*—Village relief system in full operation. Management of poorhouses is satisfactory. The local subscriptions and the amount received from the Executive Committee, Indian Famine Charitable Relief Fund, are administered by local committees.

2. *General character of relief works.*—Large relief works are under the management of the Public Works Department. There has been a decrease in the number of workers owing to the *rabi* harvest and *mahua* collection and also to the introduction of the intermediate system.

3. *Physical condition of the people.*—Generally good.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Supplies sufficient. Importation moderate.

6. *General condition and prospects of affected area.*—General condition stationary. *Mahua* crop has improved the prospects of affected area.

7. *Changes in rates of wages, &c.*—The intermediate rates prescribed in Government Resolution No. $\frac{753}{S.-73}$, dated 16th March 1897, introduced from 1st April 1897.

Banda District.

1. *Private relief, village and poorhouse relief.*—Relief Committees of District and Municipal Boards' members and others have been formed. Rupees 8,273-4-5 were spent during the period from 1st to 15th April 1897 in supplementing village and poorhouse relief and in affording relief to respectable families in the district. The total number of persons relieved under Chapters V., VIII., and X. on the 24th April 1897 was 25,289, 2,446, and 1,936 respectively as against 22,752, 2,778, and 1,934 on the last day of the preceding four weeks ending 27th March 1897, and the total expenditure under these heads was Rs. 31,555-10-8, Rs. 5,954-12-3, and Rs. 2,268-9-9 as against Rs. 31,314-7-4, Rs. 7,501-7-10, and Rs. 2,569-12-3 during the preceding four weeks. Five hundred and fifty-five persons were relieved by the police under Chapter XIII. during the period under notice, to whom Rs. 43-2-0 were paid.

2. *General character of relief works.*—The character of large relief works under Public Works Department agency consisted of special repairs to existing roads, excavation and deepening of tanks, and breaking of stone at a quarry; and that of works under the District Officer was excavation of village tanks and embankments.

3. *Physical condition of the people.*—The condition of workers and that of the poorhouse inmates is generally fair. Cholera broke out on the works in parganas Baberu and Girwan, but in mild form, was promptly taken in hand, and has practically ceased. There was also some small-pox. Cases were treated in isolation hospitals.

4. *Deaths due to starvation.*—There were no deaths directly due to starvation reported during the month.

5. *Food stocks and importation of grain.*—Market supplies are sufficient. About 56,600 maunds of grain were imported into the district during the period under notice. There is thus no fear of the food stock running short for the present.

6. *General condition and prospects of affected area.*—The condition of the people had slightly improved, as the *mahua* crop was good in most places, but its effect did not last long, and the numbers are again rising.

7. *Changes in rates of wages, &c.*—The scale of wages was reduced from 8 to 7 pice downwards with effect from 28th March 1897 on a 10-*ser* basis.

Hamirpur District.

1. *Private relief, village and poorhouse relief.*—Ordinary private relief much contracted. From the Charitable Relief Fund doles for comforts were made to children in poorhouses and on village relief, and allowances supplementary of their own resources were made to 6,810 respectable people. Clothing is being given from the same fund. Village relief is distributed by respectable zamindárs. Poorhouses are managed by hospital assistants under the Civil Surgeon.

2. *General character of relief works.*—There are fourteen large relief works in progress, mainly excavation of tanks. Road works are being brought to a close. The excavation of 43 small tanks as village works was in progress.

3. *Physical condition of the people.*—Generally fair and at relief works good. Adequate measures have been taken in good time, and the death rate for April was almost down to normal.

4. *Deaths due to starvation.*—No deaths from starvation reported.

5. *Food stocks and importation of grain.*—Food stocks somewhat replenished by a scanty harvest, but still low. Importations continue by rail and road. Supplies sufficient.

6. *General condition and prospects of affected area.*—The entire district is suffering severely from the scarcity. The *rabi* harvest being over and the *mahua* harvest nearly so, numbers on relief are increasing and will probably reach 150,000 in May.

7. *Changes in rates of wages, &c.*—A rate of 10 *sers* is still adhered to in calculating wages, and prices do not suggest any change from this.

Allahabad District.

1. *Private relief, village and poorhouse relief.*—Private charity is not exerting itself, chiefly because funds are low, and also because Government and the Charity Fund are doing so much. The Charity Fund provides additional relief to nearly 20,000 people, mostly of superior status. The Government has charged itself with the support of the very poor. The poorhouse population has fallen. Poorhouses are now worked as merely temporary refuges, and their inmates are periodically drafted off to works or village relief.

2. *General character of relief works.*—South of the Jumna they have been split up into small works, an arrangement which is greatly appreciated by the people, since it provides work near their homes. In the Doába works are under the Famine Code, and are large works. North of the Ganges the intermediate system has been introduced.

3. *Physical condition of the people.*—Much improved. There is a marvellous difference between the condition of the trans-Jumna people now and their condition of three months back.

4. *Deaths due to starvation.*—Two reported, but unverified, and the reports cannot be trusted.

5. *Food stocks and importation of grain.*—South of the Jumna the people are entirely dependent on importation for their supplies. The traffic is sufficient to supply their wants.

6. *General condition and prospects of affected area.*—Prospects are favourable. There will be, I expect, a further increase in the numbers on relief: but this will occasion no difficulty or derangement.

7. *Changes in rates of wages, &c.*—South of the Jumna wages are calculated on a 10-*ser* basis. North of that river a 12-*ser* basis has till recently been accepted. It has been changed to 11 *sers* in the case of the Doába tahsils.

JHANSI DISTRICT.

1. *Private relief, village and poorhouse relief.*—Charitable relief and village relief under section 54 are being regularly distributed with good result. The numbers in poorhouses tend to fall.

2. *General character of relief works.*—The larger works are being replaced to a certain extent by works under section 65 (*a*), of which there have been a number opened.

3. *Physical condition of the people.*—Fair and, if anything, improving.

4. *Deaths due to starvation.*—None found due to starvation on verification.

5. *Food stocks and importation of grain.*—Ample. Importing going on steadily.

6. *General condition and prospects of affected area.*—General condition of affected area is poor. *Rabi* reaped was a fair return on the cultivated area, but the latter was very small. *Mahua* is an excellent crop and affording a means of livelihood to thousands, especially in Lalitpur. Prospects remain unchanged.

Changes in rates of wages, &c.—Prices remain high and have only fallen very slightly since the *rabi* harvest.

JALAUN DISTRICT.

1. *Private relief, village and poorhouse relief.*—Four poorhouses are open. Village relief is given in accordance with Chapters V and X of the Famine Code as well as out of the allotments made by the Charitable Fund Committee. There is very little other private relief.

2. *General character of relief works.*—Improvement of unmetalled roads and restoration of village tanks.

3. *Physical condition of the people.*—The physical condition of the people on relief works is, on the whole, satisfactory; in some places distinctly good. In villages the people are faring worse.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Importation ensures a sufficiency of food stocks.

6. *General condition and prospects of affected area.*—The climax of the distress is now being reached. No abatement is looked for till the rains break.

7. *Changes in rates of wages, &c.*—No change.

MIRZAPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—During the month of April Rs. 5,050 was received from the Provincial Committee and Rs. 135 were locally subscribed: Rs. 9,347 was distributed in food and cloth relief, and 8,172 persons were relieved. The numbers in poorhouses have somewhat risen, and those fit for work will be drafted to works near their homes, while those unable to work, but having a home, will be drafted to their homes. Village relief is being properly distributed.

2. *General character of relief works.*—All the works are properly managed, and special attention is devoted to their sanitary condition.

3. *Physical condition of the people.*—Bodily condition of the people is so far good.

4. *Deaths due to starvation.*—No verified deaths have so far been reported.

5. *Food stocks and importation of grain.*—Supplies are sufficient and imports continue. Had it not been for the ring among the wholesale dealers, the prices would have been easier than they have been at Mirzapur.

6. *General condition and prospects of affected area.*—Numbers on works have lately risen and will rise further. There is little change in the general condition of the affected area.

7. *Changes in rates of wages, &c.*—The rates of wages are the same as in the past month, *viz.*, 12 *sers* north of Kaimur, and 10 *sers* south of it. No occasion has hitherto been found to lower the rates. The markets are closely watched, and in case of any sensible rise the rate will be lowered.

JAUNPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—Relief being given from the General Famine Fund. Village relief distributed weekly through *patwáris* and in municipality through members. Three poorhouses open.

2. *General character of relief works.*—All relief works now consist in digging and deepening tanks.

3. *Physical condition of the people.*—Much the same, that is, improved generally since the *rabí* ripened, but there are still evident signs of distress.

4. *Deaths due to starvation.*—No verified deaths from starvation.

5. *Food stocks and importation of grain.*—Food stocks appear to be ample, and since April 15th the net exports of grain have been large.

6. *General condition and prospects of affected area.*—These will not now be altered till the rains set in.

7. *Changes in rates of wages, &c.*—All works are now under the intermediate system.

GORAKHPUR DISTRICT.

1. *Private relief, village and poorhouse relief.*—These continue as when last report was furnished.

2. *General character of relief works.*—Intermediate works in progress. Some 65(*a*) works are in progress; more likely to be undertaken in coming month.

3. *Physical condition of the people.*—Materially improved.

4. *Deaths due to starvation.*—No deaths due to starvation.

5. *Food stocks and importation of grain.*—Stocks ample; export brisk; imports trifling.

6. *General condition and prospects of affected area.*—*Rabí* yield has been better on the whole than expected and general relief is felt, but, owing to high prices and consequent exports, there is still danger of a relapse. Rise in number on works has not been as great as I expected.

7. *Changes in rates of wages, &c.*—None.

AZAMGARH DISTRICT.

1. *Private relief, village and poorhouse relief.*—Village and poorhouse relief has been carried on during the month. Aid has been given from private subscription; money for clothes and for general aid.

2. *General character of relief works.*—Relief works have been roads, tanks, *kankar* collection on first class roads.

3. *Physical condition of the people.*—Has been satisfactory, all circumstances being considered.

4. *Deaths due to starvation.*—Have been *nil.*

5. *Food stocks and importation of grain.*—Food stocks are sufficient. Grain and rice have been imported. Wheat and barley have been exported. The grain merchants have been making extensive purchases.

6. *General condition and prospects of affected area.*—The affected area is doing as well as it could be expected to do. The numbers of persons on works and on gratuitous relief are expanding.

7. *Changes in rates of wages, &c.*—The rate of wages for digging on hard soil has been slightly raised, and is now very fair. I believe that the present wages give satisfaction to the labourers. As far as I have seen, this is the case.

Lucknow District.

1. *Private relief, village and poorhouse relief.*—Organization complete; numbers in the city are rising. *Parda nashins* who were not hitherto supported from Relief Fund and Government funds have been reduced to apply for assistance.

2. *General character of relief works.*—Road making, brick digging, tank construction, site levelling.

3. *Physical condition of the people.*—Good, prices being easier.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Foreign importations have fallen off owing to the home harvest.

6. *General condition and prospects of affected area.*—Assistance must continue to be given till the rains set in, and village and city relief till the next harvest is cut.

7. *Changes in rates of wages, &c.*—Intermediate system in force over the whole district. Grain sells generally on the works for 12 *sers*, in a few instances at 11¼ *sers*.

Unao District.

1. *Private relief, village and poor-house relief.*—In some cases the customary doles were given at the threshing floors, but the numbers requiring gratuitous relief in the villages are increasing. Wanderers from other districts, chiefly from Fatehpur, are appearing at the poor-houses.*

2. *General character of relief works.*—There are six road works under the intermediate system. The introduction of this system, together with demand for havest labour, led to a large decrease in the number of workers. Since the 20th rapid increase has set in. Nine village works were started and employ 938 workers.

3. *Physical condition of the people.*—The cultivating class are in good condition. The cessation of field labour is affecting the labouring classes. On the works the condition of the labourers is fair except on the Auras work, where it is bad. Ten per cent. of the labourers there earn under four pice daily.†

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Exports by road to Cawnpore have commenced on a large scale.

6. *General condition and prospects of affected area.*—The *rabi* outturn over nearly half the district was under 30 per cent. of the normal, and distress, though not so severe as in February, will be acute. The map accompanying this report shows the areas affected. In the area shown as slightly affected, distress is only nominal.

7. *Changes in rates of wages, &c.*—The wages under the intermediate system are based on a 12-*ser* rate and remained unaltered during the month.

Rae Bareli District.

1. *Private relief, village and poor-house relief.*—Local and *tahsili* committees exist for relief from the Charitable Relief Fund, village relief (Chapter V) and relief to *parda nashins* being given. There are also four poor-houses.

2. *General character of relief works.*—Digging and Deepening of tanks, improvement of roads, and making of embankments. Intermediate system in

* The total number in the Unao poor-houses for week ending 22nd May was only 775.

† The relief works in this region have since been converted into works under full Code rules, with minimum wages and children's kitchens. Recent reports show that the condition of the people is now satisfactory.

force under Public Works Department. Kitchens to feed children opened recently on works.

3. *Physical condition of the people.*—In the affected tracts, fair; on works, good.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Believed sufficient for local consumption. Importation of grain has considerably fallen.

6. *General condition and prospects of affected area.*—Condition improving on the whole. The *rabí* is now out of the threshing floors; prices slightly easier.

7. *Changes in rates of wages, &c.*—None from what prevailed at the end of March 1897.

SITAPUR DISTRICT.

1. *Private relief, village and poor-house relief.*—Rupees 4,150 has been advanced for purchase of clothes during the month. Cloth is being purchased from *juláhas*, who thereby get work. Under village and poor-house relief the number has fallen from 6,214 on 27th March to 3,999 on 24th April 1897.

2. *General character of relief works.*—None re-opened till 15th April 1897.* Reports received state that few labourers join, and most of these leave when they understand the new system. Some of them went on to a Hardoi work under the ordinary system.

3. *Physical condition of the people.*—Seems fairly good. I have not noticed any bad cases during the last three weeks.

4. *Deaths due to starvation.—Nil.*

5. *Food stocks and importation of grain.*—Markets well supplied with *rabí* grain. *Kharíf* grain scarce. Grain is being freely exported.

6. *General condition and prospects of the affected area.*—The general outlook is more favourable than was expected. Until the middle of May there will probably be little pressure on the works. Village works do not seem to attract labour.

7. *Changes in rates of wages, &c.*—There is no marked change in the price of the staple. Wages now depend on the work done.

HARDOI DISTRICT.

1. *Private relief, village and poor-house relief.*—(*a*) A local committee has been formed to administer funds remitted by the Provincial Committee as well as those realized locally, and the distribution of relief from these funds has already been started.

(*b*) Village relief is administered by the special officers appointed for the purpose, and the lists undergo careful constant scrutiny.

(*c*) There are four poor-houses—one at the headquarters of each tahsíl.

2. *General character of relief works.*—Construction, raising and repair of roads, and the repairing of tanks [section 65(*a*)].

3. *Physical condition of the people.*—The physical condition of the people has improved, though not to any great extent.

4. *Deaths due to starvation.*—None reported in April. One case that occurred in the preceding month was reported to Government in this office No. 2924, dated 14th April 1897.

5. *Food stocks and importation of grain.*—Food stock sufficient. Imports practically *nil.*

6. *General condition and prospects of affected area.*—The harvesting operations of the *rabí* are completed, and the labouring classes are now returning in large numbers to the relief works. It will be necessary to maintain relief works at any rate until the fall of the rains.

7. *Changes in rates of wages, &c.*—Private wages stationary. Those on relief works are regulated according to the Famine Code.

* Before the Holi the works were under Full Code rules. After the Holi they were converted to the intermediate system. During the Holi holidays the works were entirely deserted.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 24th April 1897.

Division.	District.	Maximum number (daily average for three months) for whom relief is estimated to be required in case of serious famine.	*Number of persons (daily average for three months) for whom relief was provided in the last programme of relief works.*			*Numbers for whom relief can be provided on works remaining on programme on date of report.*		*Expenditure since 1st November* 1896.			*Advances since 1st November* 1896 *up to end of month under report under—*		*Revenue suspended since 1st Nov.* 1896.
			Date of publication of programme.	On large works.	On others.	On large works.	On others.	Date up to which account is made up.	On relief works (excluding gratuitous relief to dependants).	On gratuitous relief (including that to dependants on relief works).	Land Improvement Loans Act.	Agriculturists' Loans Act.	Rupees in thousands.
	1	2	3	4	5	6	7	8	9	10	11	12	13
									Rs.	Rs.	Rs.	Rs.	Rs.
Agra.	Agra	25,000		79,000	...	93,356	...		10,122	42,913	31,586	19,201	53,
	Etáwah	20,000		45,000	845	32,254	1,385		72,940	8,624	23,321	13,815	40,
	Total, Agra Division ...	45,000		124,000	845	125,610	1,385		83,062	51,537	54,907	33,016	93,
Allahabad.	Cawnpore	70,000		95,000	8,558	80,346	749,000		2,92,624	1,26,947	27,932	15,275	4,32,
	Fatehpur	32,000		47,000	...	32,000	29,390		54,464	63,610	40,000	28,399	2,50,
	Bánda	200,000		240,000	8,000	235,000	100,000		12,03,918	2,49,975	47,015	27,187	3,50,
	Hamírpur	75,000		147,000	6,000	261,500	30,000		4,25,420	1,55,810	20,457	21,303	1,87,
	Allahabad	175,000		84,000	50,000	174,176	49,500		11,00,928	2,95,312	13,656	62,178	7,20,
	Jhánsi	75,000		104,000	8,142	105,000	9,021		3,82,093	97,659	4,669	6,691	81,
	Jalaun	100,000		115,000	20,914	215,000	17,115		5,25,468	1,18,384	29,670	15,970	2,75,
	Total, Allahabad Division ...	727,000		832,000	101,614	1,103,022	984,026		39,84,915	11,07,697	1,83,399	1,77,003	22,95,
Benares.	Mirzapur (including Family Domains of the Mahárája of Benares).	60,000		43,000	22,847	154,200	22,500		*1,67,735	*70,719	8,000	26,162	57,
	Jaunpur	60,000		55,000	...	77,000	...		2,25,041	71,760	3,550	7,150	62,
	Total, Benares Division ...	120,000		98,000	22,847	231,200	22,500		3,92,776	1,42,479	11,550	33,212	1,19,
Gorakhpur.	Gorakhpur	40,000		155,000	...	190,137	43,266		1,64,878	57,580	15,950	12,759	1,13,
	Azamgarh	15,000		253,000	10,000	260,514	8,000		32,861	35,319	14,337	24,270	3,20,
	Total, Gorakhpur Division ...	55,000		408,000	10,000	450,651	51,266		1,97,739	92,899	30,287	37,029	4,33,
Lucknow.	Lucknow	80,000		60,000	...	130,468	...		2,51,461	1,57,856	31,975	80,450	1,50,
	Unao	50,000		51,000	8,979	123,900	8,979		1,91,387	83,515	44,942	60,002	3,49,
	Rae Bareli	85,000		67,000	4,000	28,146	11,518		3,77,433	1,05,451	94,000	9,000	3,00,
	Sitapur	40,000		108,000	67,586	88,199	52,150		2,13,715	74,351	29,800	5,520	2,00,
	Hardoi	150,000		37,000	11,000	185,414	11,400		5,70,045	2,70,650	37,998	62,572	4,00,
	Total, Lucknow Division ...	405,000		323,000	91,565	556,127	84,047		16,04,041	6,91,823	2,38,715	2,17,544	13,99,
	Total, N.-W. Provinces and Oudh ...	1,352,000		1,785,000	226,871	2,466,610	1,143,224		62,62,533	20,86,435	5,18,858	4,97,804	43,39,

1st November 1896. — 24th April 1897.

* Exclusive of expenditure incurred by the Mahárája of Benares, which amounted to—

	Rs.
On relief works	63,606
On gratuitous relief	15,874
Total ...	79,480

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 24th April 1897.

District.	TEST RELIEF WORKS UNDER CIVIL AGENCY.							TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT.							POORHOUSE RELIEF.							OTHER GRATUITOUS RELIEF.						Remarks.
	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	Number of inmates on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number in receipt of gratuitous relief on last day of period under report.				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
						Rs.	Rs.						Rs.	Rs.						Rs.	Rs.					Rs.	Rs.	
Dehra Dún	*8	407	1	45	453	1,048	8,538	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	* Closed on 10th April 1897.
Total, Meerut Division ..	8	407	1	45	453	1,048	8,538	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Muttra	2	163	85	43	291	143	1,483	3	750	350	341	1,441	3,312	74,911	1	68	27	28	123	295	1,601	706	2,055	625	3,449	4,829	20,627	
Farukhabad	..	..	..	..	..	2	2,352	1	39	..	13	52	289	6,966	2	163	116	98	377	1,347	11,086	216	622	297	1,135	1,336	19,940	
Mainpuri	..	..	..	..	..	..	..	..	..	..	..	..	..	1,042	†2	11	7	15	33	118	2,995	..	19	20	39	34	4,424	† One closed on 8th April 1897.
Etah	..	..	..	..	..	..	377	..	..	..	..	..	..	4,538	1	48	28	24	100	182	2,177	18	169	..	187	233	4,494	
Total, Agra Division ..	2	163	85	43	291	145	4,212	4	789	350	354	1,493	3,601	84,457	6	290	178	165	633	1,942	17,859	1,000	2,865	942	4,807	6,432	48,885	
Bareilly	..	..	..	..	..	..	..	..	..	..	..	..	34	36,910	2	45	30	25	100	361	4,637	265	280	20	565	243	1,667	
Bijnor	..	..	..	..	..	..	..	‡2	..	..	..	..	20	12,696	3	176	157	183	516	1,472	11 330	127	395	108	630	1,019	1,532	‡ Closed on 1st April 1897.
Budaun	..	..	..	..	..	..	4,326	..	..	..	..	..	..	3,556	1	41	32	19	92	209	1,683	4	..	..	4	2	8	
Moradabad	..	..	..	..	..	..	1,388	2	..	..	..	..	473	26,563	4	139	141	159	439	1,191	6,554	59	112	107	278	613	1,620	
Shâhjahânpur	..	..	..	..	..	454	12,381	..	..	..	..	..	642	10,528	4	218	269	181	668	2,043	18,686	205	306	187	698	1,101	7,184	
Pilibhit	..	..	..	..	..	..	..	§3	100	207	68	375	701	21,354	3	33	65	79	177	427	5,708	396	639	391	1,426	1,197	4,152	§ Two closed—one on 30th March and one on 7th April.
Total, Rohilkhand Division	..	..	..	..	..	454	18,095	7	100	207	68	375	1,870	111,607	17	652	694	646	1,992	5,706	48,603	1,056	1,732	813	3,601	4,175	16,163	

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 24th April 1897—(concluded).

District.	TEST RELIEF WORKS UNDER CIVIL AGENCY.							TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT.							POORHOUSE RELIEF.							OTHER GRATUITOUS RELIEF.						Remarks.
	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	Number of inmates on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number in receipt of gratuitous relief on last day of period under report.				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
						Rs.	Rs.						Rs.	Rs.						Rs.	Rs.					Rs.	Rs.	
Benares	..	..	..	..	..	..	..	..	..	..	..	..	..	2,210	3	275	241	157	673	..*	..*	1,818	5,739	2,082	9,639	6,895	20,132	* Met from private funds.
Total, Benares Division..	..	..	..	..	..	..	..	..	..	..	..	..	..	2,210	3	275	241	157	673	..	..	1,818	5,739	2,082	9,639	6,895	20,132	
Basti	96	409	316	210	935	..‡	..‡	2	323	306	418	1,047	..‡	..‡	1	50	61	97	208	624	9,997	297	434	155	886	241	6,301	Met from District Board's funds.
Total, Gorakhpur Division	96	409	316	210	935	..	..	2	323	306	418	1,047	..	..	1	50	61	97	208	624	9,997	297	434	155	886	241	6,301	
Kheri	..	..	..	..	..	..	..	1	..	..	..	..	156	3,209	1	..	..	..	..	..	909	..	..	..	..	29	3,346	
Total, Lucknow Division	..	..	..	..	..	..	..	1	..	..	..	..	156	3,209	1	..	..	..	..	..	909	..	..	..	..	29	3,346	
Fyzabad	36	106	132	13	251	1,077	15,819	6	..	..	..	..	2,303	21,613	3	129	140	110	379	2,382	11,673	329	854	346	1,529	2,227	6,712	
Gonda	26	107	102	68	277	1,141	16,265	1	..	..	..	..	451	14,333	2	87	89	84	260	602	8,916	4	7	..	11	151	1,730	
Sultánpur	86	261	165	46	472	..	26,158	2	204	240	68	512	346	34,102	2	48	80	33	161	182	7,016	5	18	1	24	129	5,760	
Partábgarh	95	69	35	19	123	1,382	27,248	..	..	..	..	..	706	37,544	3	83	125	147	355	993	8,234	403	1,230	187	1,820	2,116	11,039	
Bara Banki	2	325	375	123	823	266	43,723	2	24	12	9	45	192	16,849	4	116	105	77	298	1,552	12,649	117	266	45	428	1,505	12,807	
Total, Fyzabad Division	245	868	809	269	1,946	3,866	1,29,213	11	228	252	77	557	3,998	1,24,441	14	463	539	451	1,453	5,711	48,488	858	2,375	579	3,812	6,128	38,048	
TOTAL N.-W. P. AND OUDH	351	1,847	1,211	567	3,525	5,513	1,60,058	25	1,440	1,115	917	3,472	9,625	3,28,924	39	1,730	1,713	1,516	4,959	13,983	1,25,856	5,029	13,145	4,571	22,745	23,900	1,32,875	

BENGAL.

From M. Finucane, Esq., Secretary to the Government of Bengal, to the Secretary to the Government of India, Revenue and Agricultural Department. Agriculture—No. 1132 (*Fam.*). *Calcutta, the* 15*th April* 1897.

SIR,

In continuation of this Government's letter No. 778 Agri. (Fam.), dated the 18th March 1897, I am directed to submit the following report, under section 29 of the Bengal Famine Code, on relief operations in Bengal during the four weeks ending the 27th March 1897. I am also to enclose herewith copies of the half-monthly reports* of the Commissioner of the Patna Division, No. 812F.G., dated the 22nd March, and No. 912F.G., dated the 7th April 1897, and their enclosures, together with maps of the Patna Division and of the districts of Palamau, Manbhum, Nadia, Khulna, and Bhagalpur, showing the tracts now affected.

2. There was distress requiring relief measures on a large scale in the Shahabad, Saran, Champaran, Muzaffarpur and Darbhanga districts of the Patna Division. The condition of the Patna and Gaya districts continued to be satisfactory; throughout both districts three-fifths to half an inch of rain fell on the 23rd and 28th March. This rain did no appreciable harm to the *rabi*, but on the other hand, refreshed the standing crops and enabled ploughing to go on, as well as the preparation of seed-beds for the early rice. The *rabi* crops are expected to yield in these districts a 16-anna or full average outturn. No relief works were open in these districts. Gratuitous relief was given from funds privately subscribed or allotted by the Provincial Committee of the Indian Famine Charitable Relief Fund. There was also a poor-house in Bankipore, in which the daily average number of persons relieved was about 60, half of whom had come from the North-Western Provinces. In Gaya kitchens were open along the Grand Trunk Road and elsewhere; the prices of wheat and barley had fallen, while those of rice were stationary. The Commissioner thinks that this district will require little or no outside aid.

The following paragraphs deal with the principal features of famine relief in the other and seriously affected districts of the Patna Division.

3. *Rainfall and prospects of the crops.*—The rainfall during the month and in March 1874 was as follows:—

		March 1874.	March 1897.
		Inches.	Inches.
Shahabad	Sadar	0·25	0·75
	Bhabhua	0·79	0·36
	Sasaram	0·07	0·54
	Buxar	0·40	0·43
Saran	Chapra	0·39	0·21
	Sewan	0·42	0·55
	Gopalganj	0·30	0·45
Champaran	Motihari	0·31	1·33
	Bettia	—	3·47
	Barharwa	—	1·10
	Bagaha	—	0·23
Muzaffarpur	Muzaffarpur	0·30	0·95
	Hajipur	0·14	0·25
	Sitamarhi	0·20	1·80
Darbhanga	Sadar	0·21	2·59
	Madhubani	0·16	1·50
	Samastipur	0·08	0·90

* Not reprinted.

The rainfall during the first-half of the month was slight and scattered. On the 22nd, 23rd and 24th March there was rain all over the Division ; it was heaviest in Darbhanga and parts of Champaran and lightest in Saran. The greater part of the *rabi* crops had already been harvested, and the rain therefore did no damage, except in the north-east of Champaran, where the *rabi*, which had been sown late, and the poppy were damaged by hail. On the other hand, the rain has enabled cultivators to plough their lands for the early *bhadoi*, and has done good to millets, sugarcane and cotton on the ground, and has to some extent improved the prospects of the indigo. The Commissioner expects a full *rabi* crop in Saran and in Shahabad (except in the Bhabhua subdivision, where it is estimated to be about 6 or 7 annas) ; he expects an outturn of 10 annas in Champaran, 11 annas in Muzaffarpur, and 12 annas in Darbhanga. In 1873–74 the outturn of these crops was in Shahabad 16 annas, in Saran 7 annas, in Champaran 8 annas, in Muzaffarpur 10 annas, and in Darbhanga 8⅔ annas.

Estimated area and population affected.—There was no change under this head in the district of Muzaffarpur.

Shahabad.—It is reported by the local officers that there has been no change in the affected area. But in the Famine Statement A an area of 1,351 square miles has been shown as affected, against 680 square miles previously reported. An explanation of this discrepancy will be obtained from the Collector.

Saran.—The total area affected in this district is now stated to be 1,684 square miles, with a population of 1,484,386 persons, against 1,442 square miles with a population of 1,352,000 previously reported. This increase is due to a general revision made by the Collector of his estimates of area affected. Relief works are now open throughout the Gopalganj subdivision, and the whole of this tract has therefore been classed as seriously affected ; an area of 19 square miles in the Sadar subdivision, in which the *rabi* has been very poor, has also been placed in this category.

Champaran.—The Collector of Champaran has again revised his figures as the result of a fresh calculation, but it is stated that there has been no actual change in the area in distress. The total area affected in this district is now put down at 2,593 square miles, with a population of 1,554,000, against 1,865 square miles with 1,110,000 persons previously estimated.

Darbhanga.—The area now shown as affected is 2,940 square miles against 2,766 square miles previously reported ; but no explanation of the increase has yet been furnished.

4. *Relief works.*—The progress made in the transfer of large works to the management of the Public Works Department has been slow, the number of works open in each district at the end of March being—

	Under the Public Works Department.	Under Civil Officers.	Total.
Shahabad	Nil	7	7
Saran	2	29	31
Champaran	21	59	80
Muzaffarpur	12	58	70
Darbhanga	(Not stated)	(Not stated)	134
Total	... ...	... ...	322

The total number of works open at the end of February was 254, of which 30 were under the Public Works Department and 224 under Civil Officers. The

following table shows the average daily number of adult male units on the Government relief works in each district in the second fortnight of March, compared with the numbers for the second fortnight of February :—

District.	Half-month ending 27th February.			Half-month ending 27th March.		
	Task-work.	Daily wage.	Total.	Task-work.	Daily wage.	Total.
1	2	3	4	5	6	7
Shahabad	698	143	841	3,613	285	3,898
Saran	8,563	2,353	10,916	7,419	1,057	8,476
Champaran	74,892	4,046	78,938	76,306	6,399	82,705
Muzaffarpur	17,792	1,191	18,983	17,365	2,072	19,437
Darbhanga	77,466	3,150	80,616	50,920	5,135	56,055
Total ...	179,411	10,883	190,294	155,623	14,948	170,571

The numbers in Shahabad have risen steadily, owing, it is reported, to the conclusion of the *rabi* harvest and to the return of labourers who had gone to seek work elsewhere. The falling off in the numbers of task-workers in Saran and Darbhanga is reported to be due partly to the rain and the consequent demand for agricultural labour, partly to the *rabi* cutting, and partly to other causes. The numbers of relief-workers employed irrespective of task increased, except in Saran, but were nowhere excessive.

The average reported outturn of work, cost-rate and wages were as follow :—

District.	Average daily wage of adult male unit.				Average outturn of work per adult male unit on task-work.		Cost rate per 1,000 cubic feet.	
	Second half of February.		Second half of March.		Second half of February	Second half of March.	Second half of February.	Second half of March.
	Task-work.	Irrespective of task.	Task-work.	Irrespective of task.				
1	2	3	4	5	6	7	8	9
	A. P.	A. P.	A. P.	A. P.	C. ft	C. ft.	Rs. A. P.	Rs. A. P.
Shahabad	1 10	2 1	1 9	2 0	49	42	2 6 5⅛	2 10 9
Saran	1 5	1 6	1 5½	1 10	50½	38·5	2 4 0	2 6 8½
Champaran	1 5½	1 9½	1 6¼	1 10	23¼	25·9	3 15 5½	3 11 0½
Muzaffarpur	1 4½	1 9½	1 4	1 8½	66·77	49	1 4 8	1 11 8
Darbhanga	1 5	1 7	1 4	1 7¾	32·6	31·3	2 11 5	2 11 11

There has been no great change in the average wages earned since the latter end of February. The causes of the slight variation in the outturn and cost-rate per 1,000 cubic feet are the same as those explained in paragraph 4 of the report for February. On the whole, the works were carried on smoothly and satisfactorily, but difficulty is still experienced in obtaining the establishment necessary for the strict enforcement of the prescribed tasks. None of the non-commissioned officers asked for in my letter No. 671 (Fam.), dated the 9th March 1897, have yet joined, and the Government of India are now being

requested to lend the services of 12 additional commissioned officers. The Lieutenant-Governor has also authorised the introduction of the piece-work system on the major relief works (*i.e.*, on canals and railways) so as to lighten the strain on the establishment.

5. *Private relief works.*—In the district of Shahabad several tanks were being excavated at the expense of private individuals, and over 6,000 labourers were employed on the Mogulserai-Gaya Railway. In Saran the Hatwa Raj had ten works open on which 4,117 labourers were employed on the 27th March. Besides these there were other private works open in the Gopalganj and Siwan subdivisions. There were no private works in the district of Champaran, except a tank which was being excavated by the Bettiah Raj, and which employed an average of 43 labourers daily. The Darbhanga Raj had works open in Muzaffarpur and Darbhanga. The number employed on the Raj works in the former district on the 27th March was 2,828, and in Darbhanga 16,687.

6. *Poor-houses, kitchens and village relief.*—There were 21 poor-houses open in March in the five districts, against 16 in February, while kitchen relief was given at several places in Muzaffarpur, Champaran and Shahabad. The Darbhanga Raj maintained a poor-house in Muzaffarpur and kitchens in Darbhanga. In Saran the Hatwa Raj maintained four poor-houses, and the Manjha zamindars one. Employment was given to *pardanashin* women in the form of cotton-spinning and basket-making.

7. *Gratuitous relief.*—The average daily doles of gratuitous relief during the second fortnight of March were as follows in comparison with the corresponding figures for February :—

	Second-half of—	
	February.	March.
	Pies.	Pies.
Shahabad	10	10
Saran	8	8
Champaran	9¼	10⅔
Muzaffarpur	10	9
Darbhanga	10	8⅖

The dole in Shahabad is high, because it was calculated on the basis of rice at 8½ seers per rupee. Gram and peas sell cheaper than rice, but are reported not to be always available. The dole was highest in Champaran, where it was higher than in the latter half of February.

The numbers on gratuitous relief increased considerably. In Shahabad the total number during the last week of March was 17,225, against 8,740, the corresponding figure for February, while the total number on relief works on 27th March was 6,215. The Collector writes that in his opinion the maximum has not yet been reached, and that he expects a further increase. In Saran the increase from 15,939 at the end of February to 27,319 at the close of the period under report is stated by the Collector to be due to his personal efforts to stir up the Circle Officers who were found neglecting the most patently deserving cases. The opening of more relief works is in contemplation, and when this has been done, many of the recipients of gratuitous relief will probably be drafted off to the relief works.

8. *Physical condition of the people, &c.*—The public health generally continued to be exceptionally good, and the condition of cattle is reported to have been fairly satisfactory. The death-rate in the affected portion of the district of Shahabad (3·39), though not very high in itself, is considerably higher than the registered rate (1·93) for the whole district, as shown in Famine Statement A

hereto annexed. It is stated by the Collector that the death-rate of this area is in ordinary years higher than that of the rest of the district, and that this year, while other parts of the district are healthy, small-pox and heavy fever mortality are reported from the distressed tracts.

9. *Loans.*—Loans for village works under the modified rules under the Land Improvement Loans Act do not appear so far to have proved attractive, but complete information is not yet in the possession of Government. The local officers have been asked to furnish fuller particulars under this head in future reports.

10. *Food-stocks, importation of grain, and prices.*—The total imports of the Division, including Patna and Gaya, during the period under report, are stated to have been 6,24,730 maunds, and the exports 1,58,643 maunds, against 5,51,769 and 1,84,456, respectively, in February. The imports exceeded the exports by 4,66,087 maunds, and a considerable portion of the former consisted of Burma rice. No deficiency in food-supplies has been reported from any of the affected districts of the Patna Division. Prices have remained steady.

11. *Chota Nagpur.*—The situation in the Chota Nagpur Division depended to a great extent on the *mahua* crop. That crop has been seriously damaged by rain and stormy weather in the lower-lying portions of Hazaribagh, in Palamau and in Manbhum ; in the district of Lohardaga, which is an elevated region, and on the plateaux of Hazaribagh, the damage done was less considerable. The poorness of the *mahua*, combined with the failure of the mango crop, may lead to more widespread distress than was anticipated, and prices are reported to have generally risen. Public health continued to be on the whole good, and the general condition of cattle appears to have improved, although cases of disease are still reported, while the rain that fell during the month will have the effect of increasing the supply of fodder.

Singhbhum and Lohardaga.

No report has been received from Singhbhum since the change in the weather, and exports being still far in excess of the imports, it is believed that there has been no change for the worse in the condition and prospects of this district. In Lohardaga, although no actual indications of distress have come to notice, prices continue to rise, exportation had stopped, and grain merchants had begun to import rice in considerable quantities and were selling it at 8 seers per rupee in the head-quarters of the district. There was rain throughout the district on the 21st, 22nd, 23rd and 24th March, the fall amounting to 1·13 inches at Ranchi, ·73 of an inch at Palkot, ·91 at Lohardaga, and 1·62 at Silli, and there has been further rain since the close of the period under report. The extent of the damage done to the *mahua* crop is not yet known. The poorer classes are beginning to feel the pinch of distress, and the local officers contemplate opening test-works shortly.

Palamau.

The total rainfall in Palamau during March is reported to have been 1·48 inches, and the outturn of the *mahua* crop is estimated at about 10 annas. The *rabi* crops have been seriously injured by rust and worms, and the outturn for the whole district is estimated by the Deputy Commissioner at 6 annas. Prices have risen higher than before, the price of rice being under 8 seers per rupee in many places. The relief works are not, however, attended by large numbers. At the end of February there were nine Government relief works open, with a total number of 4,287 labourers (men, women and children). The number of works has since been increased to 13, but the labourers employed on them numbered only 3,181 at the end of March. This fall in the numbers is attributed to the gathering of the *mahua*, but it also appears to show that the people must have greater resources than was supposed by the local officers. Several private works are open, but precise information of the numbers employed on them has not been furnished. The numbers on Government gratuitous relief increased from 514 at the end of February to 1,524 on the 27th March. The Commissioner thinks that this increase is what may be expected, as the continued rise in prices makes itself more and more felt by persons who are unfit for manual labour.

The Palamau Branch Committee of the Indian Famine Charitable Relief Fund have commenced operations, and at the close of the period under report,

were giving relief to 297 *parda-nashin* women, 88 respectable men, and 99 children, the daily rate being two annas per adult and one anna per child. They have also given supplementary relief to 46 others.

The offer of Government to pay a bounty of 8 annas for every maund of Burma rice imported has not had much effect. The total quantity of Burma rice imported up to the close of the period under report is stated to have been 1,803 maunds. The bounty has since been extended to country rice, and will be paid for all rice brought into the Palamau district up to the 30th April. The total amount of advances for village relief works in this district, sanctioned up to 27th March, was Rs. 32,700, and the total amount paid Rs. 11,096.

The Deputy Commissioner of Palamau reports that 16 persons came to Daltonganj from Singrauli in the Mirzapur district in a very emaciated condition. Some of them were sent to the hospital and some were given gratuitous relief.

Manbhum.

The *mahua* crop in Manbhum as elsewhere in the Chota Nagpur Division has been considerably damaged by the inclement weather during the latter half of March, the loss being estimated by the Commissioner at not less than 8 annas. Prices continued high, ranging from 8 to 10 seers. The area affected remained the same as previously reported, but of the 11 test-works which were open at the end of February, two were closed in the first half of March, as they failed to attract labourers. The total number on the nine remaining works on the 27th March was 3,459, against 3,492 at the close of February. When the report for the month of February was submitted to the Government of India, precise information had not been received as to the numbers on gratuitous relief. The number estimated by the Deputy Commissioner was 5,000. At the end of the period now under report, the actual number on gratuitous relief was 4,118. No precise information has been furnished of the amount advanced under the modified rules under the Land Improvement Loans Act.

Hazaribagh.

The hopes entertained of a full *mahua* crop in Hazaribagh have been falsified by the bad weather, and the outturn of this crop is now estimated at 12 annas. Prices, already high, show a tendency to rise. In places rice was selling at less than 8 seers per rupee. The ordinary works under the Public Works Department and the Road Cess Committee have been converted into test-works at a piece-work rate of Re. 1-9 per 1,000 cubic feet. During the last week in February the total number employed on these works was 1,136, which rose to 2,261 in the second week of March and 2,618 in the fourth week. Four kitchens were opened in the beginning of the month. The number was subsequently raised to 14, and the number of persons fed at these *kitchens*, as stated in the supplementary telegraphic report of 6th April, was 535. The system of giving relief to women and indigent artisans by cotton spinning and weaving was being steadily developed with successful results by the Hazaribagh Branch Relief Committee.

12. *Presidency Division.*—During the latter half of the month there was general rain throughout the Division which has considerably improved the prospects of the future: the mango crop is, however, reported to be poor everywhere. The position in the 24-Parganas was unchanged, food-stocks were sufficient, and no distress was apprehended.

Nadia.

In Nadia distress has extended to the eastern half of thana Tehatta, and the total area affected during the period under report was 927·75 square miles with a population of 478,612. Although the recent rain, which averaged over three-fourths of an inch throughout the district, has improved prospects, the present pressure has increased. The number of Government relief works (14) remained the same as before, but the total number employed on them on the 27th March was 10,641, against 6,873 at the end of February. Large numbers are said to have been employed on the excavation or re-excavation of tanks undertaken by private individuals, but precise figures have not been furnished. The numbers on gratuitous relief largely increased, being 11,399 at the close of the period under report. Public health continued to be exceptionally good, and the death-rate in

the affected area was lower than in the remainder of the district. The condition of cattle is also reported to have been good. Food-stocks were sufficient and prices were generally steady.

Khulna.

The affected area in this district is reported to have been the same as before, but distress has deepened, and the number of beggars and applicants for gratuitous relief is reported to have increased, notwithstanding that large numbers are being relieved by the local Committee of the Indian Famine Charitable Relief Fund. There has been rain throughout the district, the reported fall in the affected area being ·51 inch. This area ordinarily grows nothing but winter rice, but it is satisfactory that the people are taking advantage of the early rain to sow autumn rice and jute.

Four relief works were open in February, and the total number employed on them was 583. The number of works has since been increased to 16, of which 13 are tanks and three are roads. The total number of relief-workers on the last day of the period under report was 2,669, and the Collector writes that about 6,000 more are employed on works carried out by private individuals. The number on gratuitous relief has increased from 1,949 at the end of February to 4,090 at the end of March. Prices were generally stationary, and although the affected area depends on importation for its food-supply, no want of grain in the local markets has been reported; the condition of cattle was good. An outbreak of cholera has increased the death-rate in the distressed tract as well as in some of the other parts of the district in which there is no distress, but in which cholera prevails. This outbreak is attributed to the want of good drinking-water, for the supply of which several tanks are being excavated by Government as well as by private individuals, and the District Board is taking steps to sink ring-wells in the worst villages. Arrangements have also been made for two doctors to visit the affected villages with cholera medicines, and one of them is already on the spot.

It was reported last month that a man and a woman were alleged to have died of starvation. On enquiry it has been found that the man died of a disease which may have been due to insufficient food. The woman had no fixed residence and lived by begging. She did not come to the Circle Officer, and the *post-mortem* examination showed that her condition was such that in all probability no relief would have saved her life.

In this and some other districts of Lower Bengal women refuse absolutely to work on relief works, though their husbands who are respectable cultivators are working at less than half the wage earned by coolies in ordinary times. The result is that the Code wage being insufficient for the maintenance of the male workers and female members of the families, the numbers on gratuitous relief are disproportionately large. The Lieutenant-Governor has therefore authorised the introduction of the piece-work system at somewhat higher than the Famine Code rates, that is to say, the workers will be allowed to earn as much as they can, without a maximum limit, at somewhat higher rates for earthwork than those prescribed by Mr. Glass's tables.

Murshidabad.

The rain was general in Murshidabad and amounted to over an inch; it has slightly improved the condition of the affected tract in this district. Besides facilitating the preparation of land for the next *bhadoi* and winter rice crops, it has improved the prospects of the mulberry cocoon and of the *boro* paddy. It has also enabled the cultivators to sow a species of paddy known as *shati*, which takes 60 days to mature. Eight test works were open, and the total number of men, women, and children employed on them on the 27th March was 3,360. There was no regular organization for the distribution of gratuitous relief; but some relief of this kind was given through the agency of the police and of private gentlemen. Food-stocks were sufficient, and prices were generally stationary. Public health was, on the whole, satisfactory. The supply of fodder for cattle was sufficient, but in one of the affected thanas (Gowas) cattle-plague is reported to have broken out.

Jessore.

The district of Jessore has had the heaviest rainfall in the Division, the total fall from the 21st to the 30th March being—

	Inches.
Sadar	1·63
Jhenidah	3·18
Magura	3·98
Narail	2·74
Bangaon	2·66

The condition and prospects of thana Muhammadpur in the Magura subdivision improved, while anxiety with regard to Bangaon is stated by the Collector to be nearly at an end. The price of common rice is reported to have risen slightly, but food-stocks were sufficient. Public health and the condition of cattle were fair. Gratuitous relief was continued, the total number in receipt of such relief during the latter half of the month being 882.

13. *Bhagalpur Division.*—The affected districts in the Bhagalpur Division continue to be Bhagalpur and the Sonthal Parganas. In the other parts of the Division it is reported that there has been a gradual rise in the prices of all food-grains, notwithstanding the harvesting of the *rabi* crops and the recent rainfall, which is reported to have done much general good, but caused some slight injury to grain on the threshing floor, and more serious damage to the maturing *mahua* flower. The mango crop, which is of great importance in the districts of Malda and Bhagalpur and in the north of Monghyr, will, it is feared, be a failure.

Bhagalpur.

In Bhagalpur, actual distress is still confined to parts of the Madhipura and Supaul subdivisions in the north, comprising a total area of about 500 square miles with a population of 325,000 persons. The recent fall of rain, which amounted to 1·91 inches in Madhipura and 1·41 inches at Supaul, is reported to have done nothing but good in these tracks, inasmuch as it has given a great stimulus to field operations, and as there was little or no *rabi* that could be damaged by the rain in the fields or on the threshing floors. In consequence of this improvement in agricultural prospects, the numbers on Government relief, which had risen from 8,160 at the end of February to 18,027 on the 22nd of March, fell to 13,474 in the week ending 29th March. At the end of the period under report there were nine relief works open in the two subdivisions, against four in the latter half of February. The total number of relief-workers was 9,819. Several tanks were being excavated by private individuals, and it is reported that private charity and private relief-works are playing an important part as they have done in all previous seasons of scarcity in North Bhagalpur. Government gratuitous relief was given by grain doles at the end of the period under report to 3,394 persons. The physical condition of the people and the public health were good, and food-stocks were sufficient.

Two other tracts in this district are threatened with distress. One is an area of about 150 square miles in the Colgong thana of the Sadar subdivision, which contains purely rice lands with no low lands, with next to no *rabi*, and with no *mahua*. In this area the rice crop is estimated to have been 4 annas only. The other tract is the Katauria thana in the south of the Banka subdivision, in which it was hoped that the *mahua* crop would help the poorer classes. That crop has been considerably damaged by the rain, and the loss is estimated at from 4 to 6 annas. Both tracts are being carefully watched, and arrangements are ready to administer relief when needed.

Sonthal Parganas.

The distressed area in the Sonthal Parganas is 367 square miles with a population of 93,000 in the Jamtara subdivision. In this and other parts of the Sonthal Parganas the *mahua* flower is a great adjunct to the food-supply. It is

used by the people for one meal in the day, the other meal being of grain. The rainfall during the latter half of March, which amounted to 1·24 inches, damaged the *mahua*, and the outturn is now estimated at one-third of an average crop. There were four relief works open, the numbers employed on which aggregated 2,313 at the end of the period under report, while the number in receipt of gratuitous relief was 235. Public health is reported to have been unusually good. The cattle were in good condition.

Anxiety is felt for the southern portion of the Godda and the north and south of the Deoghur subdivision. Test-works were opened, but did not attract labourers. The *mahua* crop is reported to have given relief for the time.

14. *Orissa Division.*—Reports from Angul and Balasore continue to be satisfactory. No single instance of distress has come to notice in either district. In the district of Cuttack it was believed that there was distress in pargana Kuhunda-Jaipur, with an area of about ten square miles. A test-work was opened, but was not attended by any labourers. It is reported that there is abundance of work on the railway, but that the railway authorities have difficulty in securing labourers. This shows that the people are not now in need of relief. There was heavy rain throughout the district,* which has improved the prospects, and distress is reported to be confined to those who cannot work. For these a system of gratuitous relief has been organised; about 70 persons daily were in receipt of doles during the week ending 27th March 1897.

	Inches.
*Cuttack	5·78
Jajpur	2·66
Kendrapara	4·09
Banki	1·76
False Point	3·69

The staple crop of the district of Puri is winter rice, and this crop during the past season, was injured first by heavy floods in July and then again by drought, the monsoon rains having ceased entirely in the middle of September 1896. The estimated outturn of this crop for the whole district is 8 annas, but in some parts is reported to have been as low as 2 annas or less. The worst tract is an area of 250 square miles with a population of about 70,000 lying along the northern and eastern shores of the Chilka lake and comprising the parganas named on the margin. The soil is generally sandy and grows only one crop, and the people are always more or less in straits. It was in these tracts that the famine of 1866 first made its appearance. It is reported that there are no local stocks of food-grains, and steps have been taken to supply this deficiency by importation from other parts of the district. Government relief works have been in progress since January, and the Raja of Parikud commenced certain protective embankments as early as November 1896. The Commissioner, who recently visited the affected tract, reports that the people themselves did not say that they would require relief after the setting in of the rains, and he thinks that this statement may be relied on. During the latter half of March there was heavy rain, which in the affected tract amounted to 2·45 inches, and slightly improved the condition of the tract. Fifteen relief works and four tests works are reported to have been opened in or near the distressed area, and the total number employed on them at the end of the period under report was 4,204. In addition to these a District Board road running through Malud and Parikud employed a daily average number of 486 persons, and the works undertaken by the Raja of Parikud were in progress. Gratuitous relief was given to a daily average number of 75 persons. Public health and the condition of cattle were good.

Puri.

Bajrakote, Malud, Parikud, Andhari, Satpara, Manikpatna, Balbhadhrapur and parts of parganas Chowbiskud and Serari.

15. *Burdwan, Rajshahi, Dacca, and Chittagong Divisions.*—There is nothing of importance to report with regard to the Burdwan, Rajshahi and Dacca Divisions. The Commissioner of Chittagong writes that the only district in his Division which gives grounds for anxiety is Chittagong, but that in this district there has been general rain varying from 2 to 4 inches which has done good. The Commissioner reports that there is a tract along the sea coast in Satkania

and Banskhali in which certain classes feel decided pressure. There is sufficient rice in store, but it is stated that the means of purchasing it are wanting. The Lieutenant-Governor does not think that there can be any widespread distress in Chittagong, and trusts that such isolated cases of distress as may occur will be adequately met by the measures which the local officers are taking with funds locally raised or provided by the Provincial Committee of the Indian Famine Charitable Relief Fund.

I have, etc.,

M. FINUCANE,

Secretary to the Govt. of Bengal.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of area in column 4.	Numbers on relief works on last day of month.					Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.					Monthly death-rate—		Death due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Common rice.	Makai.	Marua.	Barley.	Kurthi.	In the district.	In affected area.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
	Sq. m.		Sq. m.								S. CH.	S. CH.	S. CH.	S. CH.				
Patna Division.																		
Shahabad	4,373	2,063	1,351	372	..	6,215	..	..	6,215	17,225	8 8	..	..	..	..	1·93	*3·39	Nil.
Saran	2,656	2,467	1,684	1,484	..	..	..	..	12,444	27,319	9 7	10 2	..	13 10	..	1·86	1·69	Nil.
Champaran	3,531	1,860	2,593	1,554	404	61,299	90	30,202	91,995	61,504	8 5	9 13	..	..	..	2·26	2·26	Nil.
Muzaffarpur	3,004	2,711	1,851	1,660	..	26,113	..	898	27,011	31,274	9 0	10 8	..	..	..	1·91	1·91	Nil.
Darbhanga	3,335	2,801	2,940	2,234	..	103,562	..	..	103,562	59,374	9 4	10 0.	12 8	..	..	1·52	1·09	Nil.
Total	16,899	11,902	10,419	7,304	404	197,189	90	31,100	241,227	196,696								
Chota Nagpur Division.																		
Palamau	4,912	596	4,912	596	..	3,181	..	..	3,181	1,524	8 2½	..	..	..	..	1·73	1·73	Nil.
Manbhum	4,147	1,193	885	225	..	..	..	..	3,459	4,118	9 8	..	..	..	..	1·4	1·1	Nil.
Total	9,059	1,789	5,797	821	..	3,181	..	..	6,640	5,642								
Presidency Division.																		
Nadia	2,793	1,644	927·75	478	..	9,157	..	1,484	10,641	11,399	9 to 9½ seers.	..	..	..	..	1·91	1·63	Nil.
Khulna	2,077	1,177	442	262	..	2,638	31	..	2,669	4,090	10 to 10½ seers.	..	..	..	..	3·41	†4·84	Nil.
Total	4,870	2,821	1,369·75	740	..	11,795	31	1,484	13,310	15,489								
Bhagalpur Division.																		
Bhagalpur	4,226	2,032	500	325	1,941	7,878	..	..	9,819	3,394	9 to 10 seers.	13 5 to 14 seers.	..	..	13 8 to 14 seers.	1·6	1·9	Nil.
Sonthal Parganas	5,470	1,754	367	93	..	2,303	..	10	2,313	235	10 seers.	..	..	..		2·2	1·76	Nil.
Total	9,696	3,786	867	418	1,941	10,181	..	10	12,132	3,629								
Orissa Division.																		
Puri	2,472	944	250	70	..	4,204	..	..	4,204	75	12 seers.	..	..	..	..	2·07	·15	Nil.
Grand Total	42,996	21,242	18,702·75	9,353	2,345	226,550	121	32,594	277,513	221,531								

* The death-rate is higher than in the rest of the district, but the Collector reports that there were no deaths from starvation. *Vide* paragraph 8 of the report.
† High death-rate due to prevalence of cholera and is not confined to the distressed area.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 27th March 1897.

DISTRICT.	Maximum number for whom employment on relief works is estimated to be required in case of serious famine.	NUMBER FOR WHOM RELIEF WAS PROVIDED IN LAST PROGRAMME OF RELIEF WORKS.		NUMBER FOR WHOM RELIEF CAN BE PROVIDED BY WORKS REMAINING ON PROGRAMME ON DATE OF REPORT.		EXPENDITURE SINCE 1ST APRIL 1896.			ADVANCES SINCE 1ST APRIL 1896 UP TO END OF MONTH UNDER—		Revenue suspended.
		On large works.	On small works.	On large works.	On small works.	Date up to which account is made up.	On relief works.	On gratuitous relief.	Land Improvement Loans Act.	Agriculturists Loans Act.	
1	2	3	4	5	6	7	8	9	10	11	12
PATNA DIVISION.		For 90 days.	For 90 days.	For 90 days.	For 90 days.	1897.	Rs.	Rs.	Rs.	Rs.	Rs.
Shahabad	12,000	10,249	3,862	8,710	3,403	27th March	18,808	27,560	7,620	24,168	Nil
Saran	75,600	42,891	7,677	42,744	791	27th „	49,663	41,781	13,157	32,031	Nil
Champaran*	210,000	205,500	87,700	195,000	80,000	27th „	5,85,746	1,06,738	300	32,414	Nil
Mazaffarpur	300,000	5,518	60,981	4,039	50,447	27th „	93,521	33,666	4,720	23,695	Nil
Darbhanga	351,964	138,478	213,486	102,551	187,487	27th „	5,17,915	1,67,016	1,412	..	Nil
Total ..	949,564	402,636	373,706	353,044	322,128		12,65,653	3,76,761	27,209	1,12,308	
CHOTA NAGPUR DIVISION.											
Palamau	87,372	18,792	68,580	18,792	67,198	27th March	19,931	2,502	9,051	477	Nil
Manbhum	120,000	52,379	69,325	52,379	69,325	27th „	2,376	2,126	7,926	..	Nil
Total ..	207,372	71,171	137,905	71,171	136,523		22,307	4,628	16,977	477	
PRESIDENCY DIVISION.											
Nadia	38,289	9,605	11,445	9,605	11,445	27th March	53,477	16,111	7,450	640	Nil
Khulna	10,480	..	6,525	..	6,052	24th „	7,000	8,565	15,220	1,000	Nil
Total ..	48.769	9,605	17,970	9·605	17.497		60,477	24.676	22,670	1,640	
BHAGALPUR DIVISION.											
Bhagalpur	30,475	..	..	Tanks are selected wherever required. There is no difficulty in obtaining sites.		Account not yet made up.	..	..	1,200	7,131	Nil
Sonthal Parganas ..	40,498	2,845	46,755	2,485	43,442	26th March	3,054	343	3,300	..	Nil
Total ..	70.973	2,845	46,755	2,845	43,442		3,054	343	4,500	7,131	
ORISSA DIVISION.											
Puri	6,000	Programme under preparation.				27th March	8,577	32	2,000	..	..
GRAND TOTAL ..	1,282,678	486,257	576,336	436,665	519,590	..	13,60,068	4,06,440	73,356	1,21,556	

* The figures in columns 3 to 5 for Champaran include 73 miles of the proposed Railway from Bairagnia to Bagaha, which would give employment to about 14,120 persons for three months.

No. $\frac{1191}{7-14}$ F. Dated Simla, the 4th May 1897.

From T. W. Holderness, Esq., C.S., Deputy Secretary to the Government of India, to the Secretary to the Government of Bengal.

SIR,

In continuation of my letter No. 1115-F., dated the 23rd April 1897, I am directed to make the following observations on your letter No. 1132 (Famine), dated the 15th April, being the report on relief operations in Bengal during the four weeks ending the 27th March 1897.

2. The numbers on relief-works and in receipt of gratuitous relief on the last Saturday of the months of March and February in each district are shown in the following table, which has been compiled from Famine Statement A :—

Division.	District.	On 27th February 1897.		On 27th March 1897.	
		Relief-workers.	Number on gratuitous relief.	Relief-workers.	Number on gratuitous relief.
Patna Division.	Patna	*Nil*	149	*Nil*	*Nil*
	Shahabad ...	1,165	8,740	6,215	17,225
	Saran	16,328	15,939	12,444	27,319
	Champaran ...	110,905	37,333	91,995	61,504
	Muzaffarpur ...	20,318	11,219	27,011	31,274
	Darbhanga ...	80,015	60,670	103,562	59,374
Chota Nagpur Division.	Palamau ...	3,492	514	3,181	1,524
	Manbhum ...	4,287	5,000	3,459	4,118
Presidency Division.	Nadia	6,873	703	10,641	11,399
	Khulna ...	583	1,949	2,669	4,090
Bhagulpore Division.	Bhagulpur ...	...	...	9,819	3,394
	Sonthal Parganas	...	...	2,313	235
Orissa Division	Puri	...	...	4,204	75
	Total ...	243,966	142,216	277,513	221,531

3. During the month of March there has been a remarkable increase in the numbers on gratuitous relief, while the numbers on relief-works have remained comparatively stationary. The figures for the week ending Saturday, the 17th April, which appeared in the *Calcutta Gazette* of the 21st April 1897, show that in some districts the numbers on gratuitous relief are still rapidly increasing. Thus—

	1 Relief-workers.	2 Dependents.	3 Otherwise relieved.	Percentage of (3) to (1).
Shahabad (Bhabua Subdivision)	10,469	1,925	20,330	194·19
Saran	16,103	*Nil*	39,900	247·77
Champaran	85,741	6,972	52,510	61·24
Muzaffarpur	48,195	3,617	47,808	99·19
Darbhanga	143,782	14,177	57,420	39·93
Palamau	1,919	*Nil*	1,768	92·13
Manbhum	3,927	*Nil*	4,874	124·11
Nadia	19,185	6,384	23,341	121·66
Khulna	3,255	*Nil*	5,221	160·39
Bhagulpur	13,986	708	2,932	20·96
Sonthal Parganas	2,249	152	150	6·66
Puri	3,687	33	152	4·12

The ratio of persons gratuitously relieved to relief workers is highest in Saran, but it is also very high in Shahabad, Muzaffarpur, Manbhum, Nadia, and Khulna. The Government of India in this and other details of famine relief administration are anxious to interfere as little as possible with Local Governments, but they think it necessary to say that they regard these figures with apprehension, and they would be glad to be assured that in the districts just mentioned State relief is being given in strict accordance with the prescribed tests and conditions of the Famine Code, that all persons able to work and in want are required to work as a condition of relief, and that gratuitous relief in villages is restricted to the classes specified in Article 42 of the Bengal Code. In saying this the Government of India do not overlook the permission given to the Circle Inspector under the special supervision of the District Officer by Article 141 to admit persons of respectable position and family to the gratuitous relief-list if no suitable work can be found for them. But they think that it should be found possible to provide for such cases from the bounty of the Indian Charitable Relief Fund, and to restrict save in exceptional cases State gratuitous relief to the special classes of persons mentioned in Article 42.

4. It is observed that in paragraph 31 of his letter, No. 912 of the 7th April, the Commissioner of the Patna Division, commenting on the large increase in the numbers gratuitously relieved in the Saran district "hesitates to say" that gratuitous relief "is being overdone" there, "in the face of the strong opinion expressed by the Collector," and "the admitted fact that in Saran gratuitous relief must take a very high place," though he adds that the matter deserved and would receive careful attention. But on referring to the opinion of the Collector, as expressed in his letter No. 1025 dated the 3rd April, the Government of India find that that Officer reported that although deserving cases had been omitted from the lists, undeserving ones had been admitted. He also expressed his intention of drafting a great many recipients of gratuitous relief on to relief-works. The fact that the numbers on gratuitous relief in this district have, according to the latest returns, risen considerably above the figures for the 27th March would seem to indicate that the Collector's intention has not been carried out, and that many persons who are able to work are still being gratuitously relieved. The difficulty stated by the Collector to be experienced by his circle officers in distinguishing deserving from undeserving persons, pertinently illustrates the expediency of substituting in the case of all persons capable of doing work and in want, a self-acting labour test for the personal discretion of a relieving-officer. In the words of the Famine Commission, "for those who are able to work the safest and most efficacious form of State help is to provide them with work." The Government of India do not anticipate that in point of principle there is any conflict of opinion between themselves and the Government of Bengal. But what they wish to know is whether the importance of this principle in the administration of famine relief is sufficiently recognised by the district Magistrate of Saran and of the other districts in which the numbers in receipt of gratuitous relief bear an excessive proportion to the numbers employed on relief works.

5. The second point which has struck the Government of India in examining the March returns is the great number of relief-works open in some districts. In Muzaffarpur, for instance, there are 70 works open on which 48,000 labourers are employed, giving an average of only 700 labourers to each work. The scattered character of the relief-works must, it seems to the Government of India, add greatly to the difficulty of efficient supervision and the enforcement of the labour tasks. It is highly creditable to the famine-relief officers that the outturn of work reported to be secured from the workers in the several districts is so good. But the difficulty of securing correct measurements of work and strict enforcement of tasks is recognised to be very great even under the most favourable conditions, and there is evidence in the district reports accompanying the Commissioner of Patna's fortnightly reviews that inaccurate and fraudulent measurements not unseldom occur on the works at present open in Behar. The Government of India are doing what they can to assist the Government of Bengal in obtaining the services of military non-commissioned officers as charge superintendents of works. But it is doubtful whether the full number of officers asked for can be obtained, and the Government of India would suggest for

the consideration of His Honour the Lieutenant-Governor whether with the view of concentrating and thereby utilising more effectively the available staff of work-agents and charge superintendents, greater resort might not be had in the Behar districts to large works professionally managed by the Public Works Department. The Government of India are aware that owing to difficulties about establishments the transfer of works from the civil authorities to the Public Works Department has made as yet but slow progress : and there may be special reasons, such as the absence of large drainage, road, or embankment projects, which prevent the concentration of relief labour in Behar on important works. But there can be no question that the general experience elsewhere in this and in former famines is all in favour of large works professionally controlled, whenever the number of persons seeking relief is numerous. I am to invite an expression of the Lieutenant-Governor's views on the above suggestion.

6. With reference to the complaint of the East Indian Railway authorities that they cannot obtain labour for the construction of the Moghul Sarai-Gaya line on account of the labouring classes preferring the relief works, and to the action taken by the Commissioner and the Collector thereupon, I am to say that similar complaints have been preferred elsewhere in other provinces, and that the Government of India consider that every such complaint should be made the subject of searching investigation. If inquiry shows that a relief work is attracting numbers of persons who in other years would resort to the railway work and who could, with food at its present price, earn enough at contract rates to support themselves, steps should obviously be taken to prevent such undesirable competition. If the inquiry, on the other hand, shows that the complaint is not well founded, it is desirable for the good credit of the famine policy of the Government that it should be clearly and openly refuted. In connection with the subject of the alleged attractiveness of relief-works I am to ask what decision has been arrived at regarding the introduction of petty piece-work in certain cases and in certain localities, which was stated in paragraph 2 of your letter No. 778, of the 18th March to be under consideration.

7. In paragraph 4 of your letter No. 778 of the 18th March, it is said that it would be helpful to the Government of Bengal if the Government of India could furnish it with information regarding the tasks demanded and actually found capable of being enforced as tests of distress in other provinces. I am to say that information has been called for from Local Governments and that it will be furnished on receipt to the Government of Bengal.

I have, etc.

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

No. 1158 F.G., dated Bankipore, the 11th May 1897.

From J. A. Bourdillon, Esq., Offg. Commissioner of the Patna Division, to the Secretary to the Government of Bengal, Revenue Department.

I have the honour to submit herewith my famine report under sections 13 and 24 of the Famine Code for the second-half of April. The figures in the statements refer to the three weeks ending 17th and 24th April and the 1st May. I regret that the report is so late, but the figures to be collected were those for three weeks instead of a fortnight, involving much extra labour both in the local offices and in mine. The report for the Darbhanga district, in which both the numbers relieved and the number of works open are larger than anywhere else, was not received in my office till midday on the 12th owing to the misbehaviour of the messenger.

PART I.—Introduction.

2. Since the date of my last report I have made two short tours in the Division.

3. On the evening of the 21st April I met at Bankipore the Hon'ble Mr. James, Vice-President of the Executive Committee of the Indian Famine Charitable Relief Fund, and accompanied him to Motihari. After spending the 22nd at Motihari, we travelled by night to Muzaffarpur, and after passing the forenoon of the 23rd there proceeded to Darbhanga, arriving in the evening. On the afternoon of the 24th Mr. James went on to Calcutta, and I returned to Bankipore. During this tour we discussed at great length with the three Collectors the condition of their districts and the proposals for the expenditure of the funds allotted by the Provincial Committee. We also interviewed at each place the members of the District and Sadar Local Committee, and discussed their plans with them. Mr. James was also shown the poor-houses, as well as our systems of task work and of gratuitous relief.

4. My next tour was in the Saran district. On the 29th April I went up to Chapra by the morning train, and spent that day and the next at Chapra, as it was essential that I should discuss with Messrs. Earle and Chapman together not only famine affairs, but also important matters connected with the Hutwa Estate and others. I inspected the Chapra poor-house, which is the best that I have yet seen for completeness and good management. Mr. Chapman, who has had charge of this work, deserves credit for it. On the evening of the 30th I proceeded to Siwan with Mr. Knyvett, District Superintendent of Police, where I spent the night and saw Messrs. Tytler and Lyall. On the morning of the 1st May I drove to Hutway, where there were many matters to be discussed with the manager and his assistants; here I was met by Messrs. Gauntlett and Garrett. In the evening, after an interview with the Maharani, I drove to Gopalganj with Mr. Chapman, Officiating Collector, who had joined me at Hutwa in the afternoon. On the 2nd May I drove with Messrs. Chapman and Lister (Subdivisional Officer of Gopalganj) to Jhajwa (18 miles), where we met Mr. Lang (Charge Superintendent), Mr. Pridham (R.E.), Assistant Engineer, and Messrs. Vipan and Berrill, local planters. As it was Sunday, there were no workers visible; but we examined two large works on the way. In the afternoon we drove on to Bansghat Factory (7 miles), were we found Messrs. Toogood and Maconchy. On the 3rd May Mr. Chapman and I drove to Rajaputty Factory (7 miles), where I had some conversation with Mr. Mackenzie, the Manager, and then rode about 7 miles (there and back) to the Jagdispur tank, where we were met by Messrs. Toogood and Maconchy again. The people on this tank, which is under Public Works Department agency, were on strike, because the task had been raised under my orders. They were in excellent condition, and fully capable of doing the task. We next drove to Bahrowlie Factory, where we were entertained by Mr. Filgate, the Manager, who has been of great assistance to the Collector in many ways. From Bahrowlie we drove through Mashrak to Chapra, 26 miles—arriving at dark. On the 4th May I returned to Bankipore.

5. My observations on this tour fully supported Mr. Earle's differentiation of the distressed portions of his district. East Gopalganj and the north-eastern corner of the Sadar subdivision are certainly the worst parts of the district that I have yet seen, and undoubtedly require help, but I doubt whether the distress is so acute as Mr. Earle thinks, and the attitude of the people towards relief works shows that they still have some resources: here, as elsewhere, there is a small percentage who are in very acute distress from high prices and the failure of crops. The prospects of the crops in the country all along the road from Maskrak to Chapra were very good, but this is admittedly one of the best parts of the district.

PART II.—District Reports.

6. *Patna.*—The brief statement that "all's well" is almost sufficient for a report of this district during the past three weeks. Crop prospects are excellent.

Prices are fairly steady with a slight tendency to rise, especially in the case of common rice. Cultivators are said to be holding on to their *rabi* everywhere.

7. Food-grain traffic is as brisk as ever. The imports during the three weeks under review aggregated 1,16,890 maunds, while the exports were 70,114 maunds, leaving a balance of 46,776 maunds in favour of the district. At the end of the previous fortnight the balance in favour of imports was only 17,231 maunds. Out of these imports, 85,141 maunds were rice, and 12,440 maunds wheat, the latter mostly from the westward.

8. The Collector has been trying to carry out his ordinary repairs to District Board roads this year by a system of direct payments, but finds that the labourers are well enough off to be able to refuse $2\frac{1}{3}$ and even 3 annas a day. Nothing could be more eloquent of the good condition of the people in this district.

9. The Bankipore poor-house contained on an average 111 persons a day during the last three weeks.

10. *Gaya.*—There is no change in the prosperous condition of this district. The *china* crop, which ripens here earlier than in the districts north of the Ganges, is nearly harvested, and this will add to the already ample food stocks in hand. The *mahua*, which is an important crop in this district, especially in the south, has been better than it was last year.

11. Prices show a tendency to harden, but the difference is very slight. Burma rice is selling everywhere a little cheaper than country rice.

12. Imports for the three weeks were 22,691 maunds against 11,244 maunds, and exports 977 maunds as against 1,177 maunds, so that for this longer period the balance in favour of the district was 21,911 maunds as against 10,067 maunds in the preceding fortnight. It is probable that much of the imports which were chiefly rice (17,630 maunds) were intended for re-exportation to Palamau, as 2,232 maunds of that grain went southward.

13. A considerable number of persons were fed at the kitchens along the Grand Trunk Road, the average daily numbers being as follows: Barachatti 36, Kusa 98, Madanpur 86, Aurangabad 133. A relief kitchen at Nawada had an average daily attendance of 38, and that at Badhaul, kept by a local Mahant, gave cooked food to 66 and grain doles to 82 persons a day on the average.

14. *Shahabad.*—From this district also the report shows that matters are progressing satisfactorily, although the collector has had to extend his affected area by including the Rohtas plateau and the Akbarpur tract along the Sone. The total area affected has been carefully recalculated, and including the two tracts just named, it amounts to 1,632 square miles with a population of 381,296 persons.

15. The public health in the district is good, although in the Bhabhua subdivision the death-rate for March was somewhat higher than usual; but Mr. Windsor in his 12th and 13th paragraphs has shown that this was almost entirely due to small-pox, which also caused many deaths in February.

16. Prices remain practically stationary; and this fact, coupled with the large exports to be noticed below, seems to show that stocks are plentiful in the district as a whole. At Bhabhua while rice and peas remain the same, wheat is half-a-seer cheaper and *rahar* a seer dearer than it was three weeks ago.

17. There has been a further development of exports in the period under report. Imports by rail were 26,368 maunds against 28,777 maunds, and exports 56,998 maunds against 28,407 maunds, so that the result was a net loss to the district of 30,630 maunds instead of a small gain of 370 maunds. The imports consisted mostly of rice, and the exports were *rabi* cereals and pulses. The arrangements for getting information from Zamania and the river side ghats are now completed.

18. The following statement, as usual, gives the figures for relief works and gratuitous relief:—

SHAHABAD.

Week ending.	Number of works open.	Average daily number of male units on—				Average daily outturn per male unit.	Cost per 1,000 cubic feet.
		Task work.	Daily wage, irrespective of task.	Gratuitous relief, including dependants.	Total.		
1	2	3	4	5	6	7	8
						C. ft.	Rs. A. P.
3rd April 1897	7	7,196	516	16,311	24,023	39	2 13 2
10th „ „	7	6,418	619	17,899	24,936	35	2 14 1
17th „ „	7	7,297	909	18,390	26,596	36	2 12 1
24th „ „	7	5,174	855	19,319	25,348	39	2 7 2
1st May „	7	4,196	668	18,596	23,460	39	2 3 7

The number of works open remained the same, for though two have been closed, the Hata-Bhabhua road because it was finished, and the Hata-Durgaoti road because it was near the Railway works, two others have been opened, viz., the Bhabhua-Rajghat and Bhabhua-Jahanabad roads. A tank is also being excavated at the expense of the Sabar Ward.

19. The daily average number on task work shows a steady diminution, due partly to the reduction of the wage caused by an alteration of the grain basis from rice at 8½ seers to a mixture of peas and rice at 9½ seers. It is also partly due to the closing of the two roads mentioned above, which has not yet been followed by a corresponding increase in the numbers on the two new roads, and the railway there is also some private work which attracts labour. The increased railway rate of Rs. 2-8 per 1,000 cubic feet is beginning to attract rather larger numbers, the daily average of persons on the railway in the three weeks under review having been 6,702, 9,236 and 10,231.

20. The numbers on daily wage irrespective of task show some increase as compared with the figures for previous periods, and are now 14·61 per cent. of those on task work, whereas in the previous fortnight they were only 8·63. The reason is that under recent orders those who receive the Sunday wage are entered in this category, and not among the task workers.

21. The outturn of work and cost rate remain good, considering the hardness of the soil. The Collector has just made a tour in Bhabhua, visiting all the relief works, and he was on the whole satisfied with what he saw. The individual digger system is in force in this district, and as it is working well and can be maintained, because the numbers are small, I have decided not to interfere with it, or to insist on the pit-gang system being introduced. The results are good enough to justify non-interference.

22. Gratuitous relief is still very large in this district. Since the date of my last report I have been in correspondence with the Collector on the subject, and he urges strongly that the peculiar circumstances of the district, which have more than once been detailed before, justify the high figures. However a remark in the report now under review shows that the classification of labour in this district is not the same as that adopted elsewhere. Mr. Windsor says that all his labourers are B class, and that none of them are so weakly as to require to be set a special task. As it is certain that many such weakly persons must be in existence, and as the numbers on daily wage are too small to allow of their all being included in that category, the inference is irresistible that many of those who are now in the receipt of gratuitous relief ought to be working as D class labourers. On the

other hand, the Collector reports that he has carefully checked the gratuitous relief lists, and finds that they are satisfactory. The point will be fully discussed with Mr. Windsor.

23. The poor-houses, along the Grand Trunk Road and elsewhere, continued to relieve a number of persons, the daily average for each of the three weeks having been 581, 610 and 701.

24. *Saran.*—The feature of the last three weeks in this district is a steady rise in the numbers on relief works and in those receiving gratuitous relief; in other respects there is not much to notice.

25. Rain fell here, as elsewhere, on the 21st and 28th. Much benefit to the pasture has occurred from these flying storms, as well as to the *china* and sugarcane.

26. Crop prospects are excellent. As already stated, I have during the past week made a short tour in Saran, and I was gratified, though not surprised, to find with what readiness and resource the raiyats have almost everywhere adapted themselves to the season. *Chours* and swamps usually abandoned to the village pig, the buffalo, and the cattle egret, are this year green with early rice and *janera;* almost every piece of land which it is possible to irrigate has a crop of *china*, which may be seen in every stage of growth, and vast stretches of land lie waiting for the *chadoi* or the rice crop, all ready ploughed or dug up with the hoe. Mr. Tytler, Sub-Deputy Opium Agent of Siwan, estimates that 50,000 bighas in the north and west of the district have this year been sown with *china*, and it would probably not be too much to say that the district contains 100,000 acres of this useful grain, which, if well watered, yields 15 or 20 maunds an acre.

27. Having regard to these prospects and to the effect which the *rabi* crop has had on the condition of different parts of the district, the Collector has revised his areas of distress, and has reduced the area to 1,512 square miles with a population of 1,416,176 persons. He has submitted his monthly map coloured accordingly.

28. Prices show very little variation, and are if anything easier at Gopalganj than elsewhere.

29. Taking the statistics for rail, road and river together so far as they can be ascertained, the imports during the three weeks amounted to 162,652 maunds against 94,256 maunds in the previous fortnight, and the exports were 18,115 maunds against 9,761. The result is the large balance in favour of the district of 144,547 maunds, against 84,495 in the previous fortnight. Most of these imports were rice from Calcutta and the Burdwan Division, but there is a considerable importation of "other food-grains" from the neighbouring districts of the North-Western Provinces. The total rice imported aggregated 89,820 maunds, and wheat reached 20,163 maunds.

30. The accompanying statement gives the usual particulars as regards relief works and gratuitous relief:—

SARAN.

Week ending.	Number of works open.	Average daily number of male units on—				Average daily outturn per male unit.	Cost per 1,000 cubic feet.
		Task work.	Daily wage, irrespective of task.	Gratuitous relief, including dependants.	Total.		
1	2	3	4	5	6	7	8
1897.		*A.—Under the Collector.*				C. ft.	Rs. A. P.
3rd April ...	—	5,160	1,008	27,206	33,374	32·9	2 8 3
10th „ ...	33	8,000	1,695	31,398	41,093	31·2	2 11 9
17th „ ...	—	9,501	2,068	35,501	47,070	34·4	2 6 7
24th „ ...	—	12,270	2,519	38,307	53,096	30·3	2 12 8
1st May ...	39	13,601	3,525	42,976	66,102	34·1	2 9 1

Week ending.	Number of works open.	Average daily number of male units on—				Average daily outturn per male unit.	Cost per 1,000 cubic feet.
		Task work.	Daily wage, irrespective of task.	Gratuitous relief, including dependants.	Total.		
1	2	3	4	5	6	7	8
1897.		*B.—Hutwa Raj.*				C. ft.	Rs. A. P.
3rd April ...	—	3,061	518	402	3,981	23	3 2 9
10th „ ...	10	3,162	625	360	4,147	19	3 14 3
17th „ ...	—	2,670	578	345	3,593	19	3 13 8
24th „ ...	—	3,103	549	345	3,997	19·3	4 0 0
1st May ...	9	3,392	595	349	4,336	18·4	4 2 7

Six new works have been opened, and out of the total, 33 are under civil and six under Public Works Department agency.

31. Turning first to relief works, it will be seen that there has been a steady advance during each of the last three weeks in the numbers on works equivalent to 76·54 per cent. in all during that period, the increase being 70 per cent. in the case of task workers and 107·9 in that of those paid by daily wage irrespective of task. As the figures in Form 5 are still submitted in the old form, it is difficult to say where this increase has occurred, nor has the Collector said anything on this point.

32. The daily outturn of work is fair and the cost rate low. This is partly because the Collector takes, as his basis for the grain equivalent, barley at from 12 to 14 seers the rupee. The Public Works Department figures of outturn are better than those for Civil Agency works (see Form 7) : first, because many of the Civil Agency works are tanks ; and, secondly, because the chief Public Works Department work in the district is in extraordinarily light and easy land.

33. The pit system is now being introduced. Mr. Earle, the late Collector, hesitated to introduce it, partly because he had no forms and partly because he found that with his small numbers he could manage to measure up and pay for the work of each digger and his carriers, which is after all the ideally fair system. I found that there was much leniency in regard to classification of soils, but I am now glad to learn that my orders for the exaction of a task of 200 cubic feet are being introduced : it can be done with ease almost everywhere.

34. The numbers on gratuitous relief are again very large, and Mr. Chapman, who has just taken charge, is disposed to think that it has been somewhat overdone in some parts of the district. I have little doubt of the fact, and hope that by close scrutiny he will be able to keep the numbers down. It is significant that there are very few D class labourers, and (a fact which was brought to my notice when I was in the district) the number of chidren who are relieved as dependants is extremely large, especially on works under Public Works Department agency, where there were 21 children dependants gratuitously relieved to every 100 task workers of all sorts. I have instructed the local officers that they must scrutinise more carefully the claims of children to be classed as dependants, and I also ordered that, if the numbers still continued large, kitchens were to be opened for the children at all large works, and that they should be fed on the spot instead of receiving pice to take to their parents. I trust that these two changes in practice will have the desired effect. During the last week of the period the average daily number of adult units in receipt of gratuitous relief amounted to 70·14 per cent. of all the adult units relieved in every way.

35. The relief works under the Hutwa Raj again give results much below those on works under Government officials : the outturn per male unit was not much more than half that obtained on Government works, and the cost rate

therefore is nearly twice as high. The Collector has called on the Manager to explain, and I trust that he will be able to improve the administration; it is true that many of the Raj works are tanks, but even if this point be conceded, there is no doubt that there is still room for more strictness and closer supervision.

36. The numbers in the poor-houses have begun to rise again, as the *rabi* harvest is over; in the four Hutwa institutions, the daily average was 409 against 231 in the previous period, and in the Government poor-houses it was 106 against 85.

37. The appended statement giving payment of money-orders month by month shows that the total receipts in April 1897 were only about half what they were in April 1896; the meaning obviously is that the emigrants are returning earlier than usual, for in 1896 the large drop occurred in May 1896; as times are hard and prices high all over the Province, it may well be that such large savings are not being brought back as usual; but, as I have already reported in a separate letter, more than 16 lakhs of rupees have been remitted to this district by small money orders between the 1st October 1896 and the 31st March 1897.

38. *Champaran.*—In this district the two principal features of the last three weeks' administration have been a steady decrease in the numbers on task work, and a somewhat disquieting rise in the prices of food-grain.

39. Public health continues good, and for April was relatively better than in March, the death-rate of the district being only 2·15 per mille, against an average for the past five years of 2·34. In Motihari, Madhubani, and Adapur thanas the rate is slightly above the average; elsewhere it is below it, as details are not yet available. They will be discussed in Mr. Macpherson's next report.

40. Rain fell on the 20th April in scattered showers, very variable in quantity, Motihari receiving an inch and a third, and Bagaha little more than a quarter of an inch. The effect was everywhere beneficial except to the indigo in a few places.

41. To show the range of prices, the Collector has given as usual the prices of the common grains at Motihari and Bettiah for the last day of the past four weeks, and has supplemented the information by the remarks in paragraph 12 of his report. At Motihari common rice and barley are a quarter of a seer dearer than they were four weeks ago, and *rahar* is 7 chitaks dearer; on the other hand, wheat is $1\frac{1}{4}$ seers cheaper, and gram 7 chitaks cheaper than before; maize is stationary. At Bettiah all grain is cheaper than at Motihari, but a glance at the average for five years shows that this is practically a constant incident; at this mart common rice and maize are unaltered in price, but there is a rise of a seer in barley, and a quarter of a seer in wheat. On the other hand, grain is a seer cheaper, and *rahar* is cheaper by a seer and a half. In the bazars of Hardih thana common rice is sold between $7\frac{1}{2}$ and $7\frac{3}{4}$ seers, and in Bagaha it has risen from 9 to $8\frac{3}{4}$ seers; it is impossible that, at these rates, rice can be the common food of the people, and it is more likely that they are living on barley and gram. The Collector's latest weekly telegram states that the famine wage is based on maize at $9\frac{3}{4}$ seers.

42. Mr. Macpherson further states (paragraph 7) that the question of seed grain is now of pressing importance, and he will be asked at once to submit a special report on the subject. He has funds at his disposal for advances under the Agriculturists' Loans Act, and these can be freely used at once.

43. For the first time for many weeks there appears to be some check in the amount of grain imported by rail. The figures for the three weeks are 42,216 maunds imported and 671 maunds exported, against 71,854 imports and 246 maunds exports for the previous fortnight. The net result of the period is a balance in favour of the district of 41,545 maunds against 71,608 maunds for the fortnight previous. The imports to Bettiah also fell off considerably for some reason not explained, probably the *rabi* crop. Most of the imports were rice and paddy as usual, viz., rice 28,014 maunds and paddy 12,719 maunds, of which almost all came from Howrah, viz., 26,657 maunds and 12,169 maunds respectively.

44. The following table gives as usual comparative statistics of relief works and gratuitous relief:—

Week ending.	Number of works open.	Average daily number of male units on—				Average daily outturn per male unit.	Cost per 1,000 cubic feet.
		Task work.	Daily wage, irrespective of task.	Gratuitous relief, including dependants.	Total.		
1	2	3	4	5	6	7	8
						C. ft.	Rs. A. P.
3rd April 1897	...	60,626	7,134	49,745	117,505	24·5	3 14 11
10th „ „	70	55,494	7,170	48,696	111,360	25·5	3 12 11
17th „ „	70	52,143	10,850	49,378	112,371	30	3 4 5
24th „ „	73	50,697	13,913	52,658	117,268	30	3 3 0
1st May „	81	43,891	12,271	54,057	110,219	33	2 13 4

The number of works has been increased again by the opening of three new Civil Agency works, and eight under Public Works Department Agency. The former now number 54 and the latter 27; of the eight new works under the Public Works Department, five are sections of the two big canals at Tribeni and Dhaka.

45. There has been a steady reduction in the number of task-workers (as a reference to my previous reports will show) since the week ending the 13th March, when the daily average was 92,654. Mr. Macpherson explains that it is partly spurious, since during the last three weeks those who receive the Sunday wage have for the first time been placed under those who receive the daily wage irrespective of task: it is also partly due to "the changes consequent on the closing of a number of works in North Bettiah, in order to transfer as much labour as possible on to the Tribeni canal." These explanations affect the last few weeks, while for the earlier weeks of the period, it was said that the *rabi* harvest attracted a good deal of labour. All these causes, however, seem to me hardly to account for the quantity and persistence of the decrease, and the Collector will be specially addressed on the subject.

46. The outturn of work is improving, and is better on Public Works Department works than on those under Civil Agency, as the latter include an immense proportion of tanks. In a circular now under issue, I am directing all officers in whose district the piece-work system has been sanctioned to show the results separately from those for task-work, and in a separate letter to Government, I have asked permission to amend Form 7 for this purpose.

47. The decrease in cost rate is partly due to the elimination from the calculation of the payments made on Sunday, but this should not have been done: it is fair enough in calculating the outturn to divide only by the numbers of those who actually helped to produce it, but in calculating the cost of work, the whole of the attendants, special gangs and others should be included, since without them the work could not go on. The numbers on daily wage, irrespective of task, have risen for the reasons given in paragraph 45 above.

48. Mr. Macpherson's verdict is strongly in favour of the pit-gang system for reasons stated in his 22nd paragraph. In this district the piece-work system has been sanctioned in five large works, and was introduced on the Tribeni canal effectively only during the last week of the period under report. The rate of Rs. 1-14 per 1,000 cubic feet, first offered, was found by actual experience to give less than could be earned on task works, and had not Government sanctioned as a special case a rate of Rs. 2-8, the experiment would have broken down: it will be most carefully watched.

49. The numbers on gratuitous relief are still going up slowly, and the Collector points out that during the three weeks just past the daily average

numbers (not adult units) relieved, has gone from 60,870 to 64,484, which last figure is the equivalent of 4·3 per cent. of the population of the distressed area. This proportion is rather above the 3 per cent. which has been taken as a fair standard, but the Collector is alive to the fact that incessant checking is necessary, and with the additional officers now at his disposal, or shortly to be so, this closer supervision will be possible. Some of the recipients also will go off our lists on to those of the Charitable Relief Committees. A reference to Form 6 will show that in this district the number of dependants relieved on the relief works is well kept down. The percentage in the last week under report is 7·9 to all the persons gratuitously relieved.

50. In the six Government poor-houses in the district, a daily average of 535 persons was fed throughout the period under report. The high rate of the dole, 1 anna 8 pies, is explained to be due to the miserable condition of the inmates of these institutions, who are mostly sick beggars and waifs, who have been discovered and brought in, and require to be fed up with special diet and comforts.

51. The number of kitchens open was 11 with a daily average of 607 persons: it is clear that these institutions are not needed for the special purpose which makes them so valuable in Muzaffarpur.

52. Three of the Collectors' Charge Superintendents have been ill during the period under report.

53. *Muzaffarpur.*—As has been anticipated for some time, the three weeks under review have been marked by a steady increase in the number of those on relief works and in the receipt of gratuitous relief, but the increase, though considerable, has not been so great as was expected.

54. The health of the district remains remarkably good, and the rain which fell about the 20th and 28th of April, greatly benefited the growing crops, *china*, *moong*, and sugarcane, and secured the pasturage, at any rate for the present.

55. Prices are fairly stationary. That of rice has risen everywhere, but as regards other grains the Muzaffarpur market is steady. At the two sub-divisional head-quarters some grains rose in price and others fell; wheat falling at both, and gram, which has not been a very good crop this year, rising at either place. There is no apprehension as to the sufficiency of food stocks.

56. Imports have apparently developed largely, but taking into consideration the longer period under report, the result is about the same as in the previous fortnight. Imports were 94,887 maunds against 62,386, and exports 4,656 against 1,647—the balance in favour of the district as the outcome of three weeks' traffic was 90,231 maunds against a net importation of 60,739 maunds in the previous fortnight. Of this quantity the greater portion (52,280 maunds) was rice, while 28,597 maunds of "other food-grains" were imported. Next to Muzaffarpur which imported 48,201 maunds, comes Sitamarhi with 12,427 maunds, two-thirds of which were rice.

57. The usual comparative statement of relief of all kinds is given below :—

Week ending.	Number of works open.	Average daily number of male units on—				Average daily outturn per male unit.	Cost per 1,000 cubic feet.
		Task work.	Daily wage, irrespective of task.	Gratuitous relief, including dependants.	Total.		
1	2	3	4	5	6	7	8
						C. ft.	Rs. A. P.
3rd April 1897	—	25,242	3,619	33,266	62,127	50·59	1 12 7
10th „ „	78	27,888	6,912	39,339	74,139	54·73	1 10 6
17th „ „	—	28,788	8,924	44,131	81,843	51·44	1 13 1
24th „ „	—	33,760	10,783	49,823	94,366	57·	1 10 0
1st May „	94	37,108	12,349	55,888	1,05,345	62·08	1 7 6

There has been a considerable increase in the number of works open, and in this respect Muzaffarpur now stands second to Darbhanga only: of the 94 works open, 74 were under Civil Agency and 20 under that of the Public Works Department.

58. It will be seen that for the last five weeks there has been a steady rise in the numbers on relief works and in the receipt of gratuitous relief. The Collector has not stated whether this rise was general, but I have had the figures totalled, and I find that for the last three weeks the grand *total* of male units on relief works in each subdivision has been as in the margin. The figures denote a steady increase of pressure from high prices all over the district. That the rush has not been greater is probably due to the causes detailed in Mr. Hare's 4th paragraph: he has certainly succeeded in exacting a very high average outturn, and it is also true that the people are as a rule in good condition: for these results he undoubtedly deserves every credit, especially as they have been obtained at the expense of more anxiety than most officers would care to undergo. It is too early yet to say more on the subject. Except in the middle week of the period the outturn under Civil Agency was superior to that obtained on works under Public Works Department Agency.

Date.	Subdivision.		
	Sadar.	Hajipur.	Sitamarhi.
1	2	3	4
1897.			
17th April ...	55,669	42,167	128,441
24th „ ...	62,723	57,490	147,050
1st May ...	76,726	61,150	158,869

59. On the Darbhanga Raj relief works in the Parihar Circle, a daily average number of 2,128 persons was employed.

60. Under gratuitous relief there has also been an advance to almost exactly the same extent—for whereas in the three weeks under review there has been an advance of 41·54 per cent. in the average daily number of male units on relief works, the increase in the average number of adult units daily receiving gratuitous relief has been from 39,339 to 55,888, or 42·04 per cent. I do not suppose that these figures will rise much higher, for the proper objects of charitable relief should by this time all have been entered on the Circle Officers' lists, while the number of new candidates should be more than counterbalanced by those who are transferred to the Agents of the Charitable Relief Fund. The ratio of those in receipt of gratuitous relief to those in receipt of all relief was 53·04 during the last week of the period.

61. The six Government poor-houses in each of the three weeks contained a daily average of 232,218 and 223 inmates. In the Darbhanga Raj poor-house at Parihar an average of 254 persons was fed daily.

62. The kitchens for children which form an important feature of relief in this district have again done excellent work: they were 26 in number, and in the three weeks under review there were fed on an average every day 2,587, 4,044 and 4,865 persons; of these 73·64 per cent. were children, and they averaged respectively 1,929, 3,027, and 3,510 per diem in each week. The fact stated by Mr. Hare, that particularly in the Sitamarhi subdivision the people have begun deliberately to starve their children, especially the girls, rather than suffer themselves, is eloquent of the height which the pinch of hunger has reached. The same fact has been reported from Darbhanga and the worst parts of Champaran also. The attention of other District Officers will be drawn to the matter.

63. *Darbhanga.*—In this district steady progress is being made, and I am glad to be able to report that numbers are not rising. The expected rush has not yet begun.

64. Prices still remain stationary. Common rice is dearer at all the subdivisional head-quarters, and *marua* and *rahar* are dearer at Darbhanga, while gram is cheaper. At Samastipur *rahar* is cheaper: at Madhubani there is a fall in the price of wheat, barley, *marua* and *rahar*: all grains not mentioned above

have undergone no change in price. Food stocks in the bazars seem to be sufficient everywhere, except perhaps in parts of Bahera thana, were, according to the Collector, the grain is in the hands not of bunniahs, so much as zamindars, who are holding back for higher prices. The Local Committee of the Charitable Fund applied for leave to spend Rs. 5,000 in importing and selling grain to break this ring, but I have refused to sanction the proposal. If the difficulty continues, and the holders will not listen to reason, the Collector may have to appoint contractors under section 36 of the Famine Code, and to plant bunniahs on his relief works with the privileges allowed in paragraph 20 of Government Resolution No. 420M.P.I.

65. Imports of food-grain by rail show a satisfactory increase. The total imports for the three weeks aggregated 1,86,346 maunds, and the exports were 4,974 maunds, giving a net excess of imports of 1,81,372 maunds, or an average net import of 60,457 maunds a week: in the previous fortnight the average weekly net import was 40,967 ; the imports having been 85,063 maunds against 3,128, and the balance in favour of the district 81,935 maunds. Out of the total imports, *i.e.*, 1,86,346 maunds, as much as 63,249 was rice, and 79,581 other food-grains.

66. The statistics for relief works and gratuitous relief are compared as usual in the following statement :—

Week ending.	Number of works open.	Average daily number of male units on—				Average daily outturn per male unit.	Cost per 1,000 cubic feet.
		Task work.	Daily wage, irrespective of task.	Gratuitous relief, including dependants.	Total.		
1	2	3	4	5	6	7	8
						C. ft.	Rs. A. P.
3rd April 1897	...	68,636	6,564	50,726	125,926	33	2 11 5
10th „ „	134	74,523	9,711	56,685	140,919	33	2 12 5
17th „ „	...	62,638	12,536	56,140	131,314	38·3	2 7 2
24th „ „	...	80,151	26,968	61,702	168,821	41·5	2 6 3
1st May „	152	78,835	24,337	64,068	167,240	38·08	2 7 6

There has been an advance in the number of works, which now number 152, divided as follows :—Civil Agency, 108 ; Public Works Department Agency, 44,

67. As regards male units on relief works, the total daily average numbers for the last five weeks are as follow, including both tasks workers and those on daily wage irrespective of task: 75,200, 84,234, 75,174, 107,119 and 103,172. The oscillations in the total are remarkable and are apparently due to the *rabi* harvest. The increase in the number of persons on daily wage, which is noticeable in the last three weeks, is due partly to larger numbers being employed in dressing gangs, partly to the effect of my orders that all those receiving the Sunday wage should be shown as receiving daily wage irrespective of task. The outturn is rising, and the cost rate falling. Form 7 shows that the outturn of work is still better on Civil Agency works than on those under the Public Works Department.

68. The figures below show that fluctuations have occurred in each subdivision. It will be seen that in the last week of the period under report, the falling off is accounted for in the Madhubani subdivision, and on Civil Agency works in the Sadar subdivision Public Works Department works have gained what the Civil Agency works have lost clearly implying a taking over of works.

In the previous week all the advance was in the Sadar subdivision, Madhubani remaining stationary :—

Subdivision.		April 3rd.	April 10th.	April 17th.	April 24th.	May 1st.
1		2	3	4	5	6
Sadar ...	Civil Agency	26,841	28,420	34,011	47,383	41,790
	Public Works Dept. Agency	21,753	26,566	26,057	29,039	34,640
	Total ...	48,594	54,986	60,068	76,422	76,430
Samastipur	Civil Agency	2,874	3,234	4,024	4,495	5,589
	Public Works Dept. Agency	...	...	...	...	...
	Total ...	2,874	3,234	4,024	4,495	5,589
Madhubani	Civil Agency	16,029	18,502	20,803	23,309	19,714
	Public Works Dept. Agency	20,236	21,551	23,066	20,561	19,634
	Total ...	36,265	40,053	43,869	43,870	39,348
	Total Civil Agency...	45,744	50,156	58,838	75,187	67,093
Total Public Works Department Agency		41,989	48,117	49,123	49,600	54,274
	Grand Total ...	67,308	87,733	107,961	124,787	121,367

69. Paragraphs 17 to 27 of Mr. Carlyle's report contain a valuable and interesting criticism on the pit-gang system which may be read ; as soon as the reports on this subject are received from all districts, they will be collated and a separate report submitted. In the meanwhile I propose to circulate to other officers for information and guidance Mr. Carlyle's account of the modified system introduced by Mr. Blackwood. I have seen the system working and it succeeded admirably.

70. Gratuitous relief has increased slowly in the three weeks : from 65,685 adult units to 64,068 : the rise is equivalent to 13·02 per cent.. The dole is now steady at about 9·7 pie, except those distributed by Public Works Department Agency, which are all to children dependants on relief works.

71. Poor-houses were opened in eight places as before : the daily average of inmates in the last week of the period was 238, as against 194 in the last week of the previous fortnight. Mr. Carlyle notices that children are not being properly fed, and I shall be glad to see him open kitchens in several places, as has been done in Sitamarhi.

72. The Darbhanga Raj had a daily average of persons on relief works during the fortnight, and on gratuitous relief.

PART III.—Conclusion.

73. The three weeks under review have been a period of steady progress, and it has witnessed the introduction of one or two improvements in administration. There has been a rise in the numbers both on relief works and in the receipt of gratuitous relief, but it has not been so great as has sometimes been anticipated.

74. There was rain in all districts on the 20th and 31st April, and in most on the 28th. This fell in scattered showers, varying as much in intensity as in locality. The result has been purely beneficial, except in the few cases where damage has been done to indigo, for the rain has refreshed the crops on the ground—sugarcane, *china*, *moong*, early rice and *janera* has gone far to secure pasturage, and has to some extent filled the wells and tanks.

75. Crop prospects in these circumstances are excellent, and it is the subject of universal remark that lands have been prepared for *bhadoi* and early rice this year unusually early and to an unusually large extent.

76. The public health continues good everywhere except in Bhabua, where there has been a good deal of small-pox, and in Patna City, where (as is always the case at this time) cholera has broken out. Cattle disease has been very bad in Patna and in parts of Darbhanga.

77. Prices remain fairly steady with a tendency to rise slowly: in one or two outlying tracts in Bagaha and Hardih, in Champaran, they are very high, and in Bahera, in Darbhanga, the Collector reports that they are kept up by a combination, not of bunniahs, but of zamindars. I give in the appendix statement showing the prices of common rice, wheat and barley on the last Saturday of each of the last seven months: it will be seen that the rise is nowhere alarming.

78. The imports and exports of the past three weeks are set forth below :—

District.	Imports.		Exports.		Excess—I. or E.	
	Fortnight ending 10th April 1897.	Three weeks ending 1st May 1897.	Fortnight ending 10th April 1897.	Three weeks ending 1st May 1897.	Fortnight ending 10th April 1897.	Three weeks ending 1st May 1897.
1	2	3	4	5	6	7
	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
Patna	68,566	1,16,890	51,335	70,114	I. 17,231	I. 46,776
Gaya	11,244	22,691	1,177	977	I. 10,067	I. 21,714
Shahabad	28,777	26,368	28,407	56,998	I. 370	E. 30,630
Saran	92,154	1,67,652	9,761	18,115	I. 82,393	I. 1,49,537
Champaran ...	71,854	42,216	246	671	I. 71,608	I. 41,545
Muzaffarpur ...	62,386	94,887	1,647	4,656	I. 60,739	I. 90,231
Darbhanga ...	85,063	1,86,346	3,128	4,974	I. 81,935	I. 1,81,372
Total... ...	4,20,044	6,57,050	95,701	1,56,505	I. 3,24,343	I. 5,00,548

It will be observed that there is a large increase in the excess of imports in all districts, except Champaran and Shahabad. In Champaran imports still exceed exports, but the balance is smaller than before. Shahabad has again been exporting her *rabi* so fast that the balance is heavily on the side of exports. The increase in Darbhanga and Saran is very large. The imports of rice from Howrah are shown in the margin for the last four periods. There is a large rise on the whole in spite of the sudden fall in Champaran, the increase in Darbhanga being especially large.

District.	For the Period Ending—			
	13th March.	27th March.	10th April.	1st May.
1	2	3	4	5
	Mds.	Mds.	Mds.	Mds.
Patna ...	10,225	7,899	23,067	48,503
Gaya ...	745	—	1,123	10,027
Shahabad ...	1,499	4,872	2,314	7,924
Saran ...	35,870	32,169	44,247	68,435
Champaran	13,580	34,907	56,800	26,657
Muzaffarpur	11,670	16,051	15,074	36,182
Darbhanga	4,542	6,814	19,943	63,139
Total ...	78,132	1,02,712	1,62,568	2,60,867

79. The following statement shows the number of persons receiving relief on the 1st May as reported in the *Calcutta Gazette*, and the percentage to the population of the affected area in each district on that date and on the last day of four previous half-monthly periods. There is a rise everywhere except in Champaran, where the numbers and the ratio have been falling steadily since the 13th March. The increase is apparently greatest in Saran, but that is partly due to a change in the Collector's estimate

of the total population affected. Muzaffarpur has advanced 1½ and Darbhanga about 1 per cent. :—

District.	Estimated population of affected area.	Number in receipt of relief of all kinds on 1st May.	Percentage receiving relief on the—				
			27th February.	13th March.	27th March.	10th April.	1st May.
1	2	3	4	5	6	7	8
Shahabad	381,296	30,858	1·6	4·8	6·65	8·77	8·7
Saran	1,416,176	78,957	2·86	2·83	2·99	3·85	5·57
Champaran ...	1,554,000	139,079	8·71	13·21	10·58	9·48	8·94
Muzaffarpur ...	1,660,000	113,952	1·85	3·31	3·66	5·34	6·86
Darbhanga ...	2,234,000	234,175	7·46	7·48	8·9	9·54	10·48
Total ...	7,245,472	597,021	5·76	6·70	6·76	7·39	8·23

80. The statement below compares the main statistics of relief works and gratuitous relief for the past and the previous period taking a mean of the weeks' averages in each.

District.	Fortnight ending 10th April 1897.								Three weeks ending 1st May 1897.							
	Task-work.				Daily wages irrespective of task.		Gratuitous relief.		Task-work.				Daily wages, irrespective of task.		Gratuitous relief.	
	Average daily number of male units.	Work done by each per diem.	Wages earned by each per diem.	Cost per 1,000 cubic feet.	Average daily number of male units.	Daily wages earned by each.	Number of adult units in receipt of gratuitous relief.	Average dole.	Average daily number of male units.	Work done by each per diem.	Wages earned by each per diem.	Cost per 1,000 cubic feet.	Average daily number of male units.	Daily wages earned by each.	Number of adult units in receipt of gratuitous relief.	Average dole.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
		C. ft.	A. P.	Rs. A. P.		A. P.		A. P.		C. ft.	A. P.	Rs. A. P.		A. P.		A. P.
Patna	..	..	..	..	..	..	..	..	..	..	..	..	..	..	15—18	1 3
Gaya	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Shahabad ..	6,807	37	1 8	2 13 7	567	1 11	17,105	0 10½	5,556	38	1 6	2 7 7	811	1 10	18,768	0 10
Saran	6,580	32	1 3½	2 10 0	1,351	1 6½	29,302	0 7½	11,790	32·9	1 3⅜	2 9 5	2,704	1 6	38,928	0 7
Champaran ..	58,060	25	1 6¼	3 13 11	7,152	1 9	49,220	0 10⅝	48,910	31	1 6⅜	3 1 7	12,344	1 8	52,081	0 11¼
Muzaffarpur	26,595	52	1 5	1 11 6	5,265	1 8½	36,302	0 9	33,219	56·3	1 5	1 10 2	10,685	1 8	49,547	0 9
Darbhanga ..	71,579	33	1 5	2 11 11	8,137	1 7	53,705	0 10	73,875	39·29	1 6	2 7 0	21,280	1 6	60,637	0 9·42
Total ..	1,69,591	..	..	..	22,472	..	1,85,634	..	1,73,350	..	..	..	47,824	..	2,20,326·18	..

There is an increase of 3,759 in the average daily numbers of male units on task-work equivalent to an advance of 2·21 per cent. Including those on daily wage irrespective of task, the advance is 29,111, or 15·15 per cent. The large advance in those under the latter category is due to the inclusion of those paid for Sunday.

81. As is natural with both officials and people becoming daily more familiar with the work to be done, the daily average outturn is rising and the cost rate falling ; the mean outturn of the five districts represented is 39·59 against 35·8 cubic feet and the mean cost rate nearly Rs. 2–7–2 instead of Rs. 2–12–2. So, too, the range of discrepancy under this head is shrinking ; in the previous fortnight the highest outturn (Muzaffarpur was 25 cubic feet, and the lowest

Champaran 25 cubic feet) giving a range of 27 cubic feet, in the three weeks under review, the highest outturn was 56·8 cubic feet and the lowest 31 cubic feet, a range of 25·8 cubic feet. Muzaffarpur and Champaran again occupying the extremities of the scale. In respect of cost rate the difference is now only between Rs. 3–1–7 in Champaran and Rs. 1–10–2 in Muzaffarpur, as against Rs. 3–13–11 and Rs. 1–11–6 in the same two districts previously.

82. In gratuitous relief there has also been an advance of 34,692 on the daily average number of adult units relieved, which is equivalent to 18·68 per cent. There is still some variation in the average dole which, in both periods, is lowest in Saran, owing partly to the cheapness of the grain taken as the equivalent, and highest in Champaran.

83. The distribution of works, as between the Civil and the Public Works Department Agency, is given in the margin. During the past three weeks the total number of works open has increased by 51, the advance having been 41 under Civil Agency and 10 under Public Works Department Agency ; as before, the Public Works Department seem to be much hampered by the difficulty of obtaining qualified subordinates. During the period under review the important step was taken of authorising a modified system of piece-work on the principles finally laid down in Government Resolution 181 of the 6th instant. As far as my information goes, this system is actually at work only on the Tribeni canal in Champaran and the Bhagmati canal in Muzaffarpur, but I trust that within the current fortnight it will be extended to the other large works indicated in the Resolution, as well as in the Samastipur subdivision in Darbhanga, and in certain parts of Saran.

District.	Civil Agency.	Public Works Department Agency.	Total.
1	2	3	4
Shahabad ...	1	...	1
Saran	33	6	39
Champaran ...	54	27	81
Muzaffarpur ...	74	20	94
Darbhanga ...	108	44	152
Total ...	276	97	373

84. I have also drawn special attention to the necessity of checking more carefully than ever the measurements on relief works and exacting an honest task. I have also reminded District Officers that if the price of grain falls, the basis of the grain equivalent has to be altered. It is only the strict observance of these precautions that will prevent a large influx, not only of those who really require relief, but of all those also who are out of work at this the slackest season of the agricultural year.

85. Between the date of my last reports and the present date, seven officers of the Indian Staff Corps have reported themselves to me for famine duty and have been posted as follows :—Mr. Harding, 19th Madras Infantry to Saran, Mr. MacBarnett, 5th Punjaub Cavalry to Champaran ; Messrs. Bliss, 21st Madras Pioneers, Harvest, 9th Madras Infantry, and Fagan, 6th Madras Infantry to Muzaffarpur ; Mr. Hudson, 22nd Madras Infantry, and Hole, 19th Madras Infantry, to Darbhanga. Mr. Harvest has since been recalled for civil employment elsewhere. Some 60 non-commissioned officers and soldiers of the British Army have also arrived, and been posted to the four north Gangetic districts : it is perhaps too soon to judge of the usefulness of these men, but I may be allowed to note that many of them are hardly of the type that we hoped to receive ; a majority being young soldiers with little knowledge of the country and little ability to provide for themselves. I have for the present stopped the supply.

86. Details of the amounts advanced in each district during and previous to the last period are given below. Shahabad is the foremost so far, but in all districts many applications are pending, which will be disposed of as soon as possible.

District.	Amount advanced up to the 31st March 1897.	Amount Advanced since the 1st April 1897.			Remarks.
		Previous to period under report.	During period under report.	Total.	
1	2	3	4	5	6
Patna	...	...	...	...	
Gaya	...	...	...	...	
Shahabad	1,950	2,900	3,725	6,625	
Saran	9,952	746	1,432	2,178	(a) Not stated whether advanced under the modified rules or not.
Champaran	...	155	2,000	2,155	
Muzaffarpur	3,100	450	1,617	2,067	
Darbhanga	1,412	37	(a) 3,862	3,900	
Total	16,414	4,288	12,636	16,925	

87. During the period under review, a sum of eight lakhs of rupees in all was allotted for expenditure in this division by the Executive Committee of the Indian Famine Charitable Relief Fund.

This sum was distributed by me on the 19th April, as detailed in the margin. Subsequently, as the outcome of certain correspondence with the Secretary of the Fund, another sum of five lakhs of rupees was allotted to this division. A circular distributing this sum was in print and about to issue, when I received intimation that the allotment might be reconsidered, and I have therefore taken no steps to distribute this further sum of five lakhs.

	Rs.
Shahabad	25,000
Saran	1,15,000
Champaran	1,89,000
Muzaffarpur	2,15,000
Darbhanga	2,56,000
Total	8,00,000

88. The usual statement of expenditure is appended. It will be seen that so far as these figures go, the expenditure to date has been Rs. 27,71,084, of which Rs. 17,10,920 were spent up to the 31st March last, leaving an expenditure in the month of April of Rs. 10,60,164. During the last three weeks a sum of Rs. 6,58,719 has been expended. Of the total expenditure to date, Rs. 19,80,387 has been spent on relief works, and Rs. 7,38,466 on gratuitous relief.

89. The usual statements and maps are appended, but as this report is already very late, I do not delay it further to add any remarks on the progress for the month of April. I have already forwarded to Government a memorandum giving such information as I have been able to procure on the subject of food stocks, and a careful note on the agricultural operations of the next six months, prepared by Mr. Stevenson-Moore, Settlement Officer of North Bihar. The statements from Darbhanga have not been checked.

APPENDIX A.

DISTRICT.	RELIEF WORK.				GRATUITOUS RELIEF.							MISCELLANEOUS.					GRAND TOTAL.
	Paid for task work.	Daily wage, irrespective of task.	Dependants under sections 83 and 84.	Total of columns 2, 3 and 4.	Poor-houses, &c.	Relief of artisans.	Relief by grain doles.	Relief by money doles.	Kitchens.	Miscellaneous charitable relief.	Total of columns 6 to 11.	Establishment and contingencies.	Tools and plant.	Cash and stores.	Bounties for digging wells.	Total of columns 13 to 16.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Patna	3,101 0 1	62 13 9	..	3,163 13 10	747 10 10	..	..	205 10 3	..	..	953 5 1	..	..	..	..	..	4,117 2 11
Gaya	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Shahabad	33,179 14 1	6,501 0 9	1,744 7 3	41,425 6 1	9,587 11 0	..	..	49,476 2 4	949 12 0	988 10 3	61,002 3 7	..	..	..	..	..	1,02,427 9 8
Saran	78,338 11 8	14,112 15 9	288 4 6	92,739 15 11	453 6 8	..	49,978 3 9	50,150 12 3	..	..	1,00,582 6 8	..	..	..	..	..	1,93,322 6 7
Champaran ..	7,14,772 6 1	74,558 1 2	17,932 12 3	8,07,263 3 6	2,571 2 1	..	..	1,98,523 11 4	2,340 14 6	..	2,03,444 11 11	11,093 0 11	3,019 13 3	..	..	14,112 14 2	10,24,820 13 7
Muzaffarpur ..	1,70,712 12 4	35,163 13 5	3,290 3 6	2,09,166 11 2	1,762 11 4	..	86,079 13 7	16,736 6 2	2,390 10 10	..	1,07,569 9 11	..	..	..	..	..	3,16,736 5 1
Darbhanga ..	6,58,485 4 11	1,59,381 9 2	8,761 6 2	8,26,628 4 3	724 0 6½	..	14,762 13 6	2,49,423 8 7½	..	3 10 0	2,64,914 0 8	7,490 8 9	29,730 6 3	896 14 6	..	38,117 13 6	11,29,660 2 5
Total ..	16,58,590 1 2	2,89,780 3 11	32,017 1 8	19,80,387 6 9	15,846 10 5½	..	1,51,420 14 9	5,64,516 2 11½	5,690 5 4	992 4 3	7,38,466 5 10	18,538 9 8	32,750 3 6	896 14 6	..	52,230 11 8	27,71,084 8 3

PATNA COMMR.'S OFFICE;
BANKIPORE,
The 7th April 1897.

J. A. BOURDILLON,
Commissioner.

Common Rice.

STATION.	NUMBER OF SEERS FOR THE RUPEE ON THE LAST SATURDAY IN—													
	October 1896.		November 1896.		December 1896.		January 1897.		February 1897.		March 1897.		April (May 1st) 1897.	
1	2		3		4		5		6		7		8	
	S.	CH.	S.	CH.	S.	CH.	S.	CH.	S.	CH.	S.	CH.	S.	CH.
Patna	9	0	14	0	11	0	11	0	11	0	10	0	[illegible]	
Dinapore	..		10	8	10	8	10	0	10	0	9	12	8	12
Barh	..		11	8	11	4	10	4	11	0	9	8	8	8
Bihar	..		13	0	12	0	11	4	10	0	10	0	9	8
Gaya	8	12	9	4	9	12	9	3	9	12	8	12	8	0
Nawada	..		11	8	10	12	10	10	10	6	9	12	8	6
Jahanabad	..		9	10	10	0	9	0	9	0	8	10	7	8
Aurangabad	..		10	0	10	12	10	0	10	0	9	0	8	5
Arrah	8	8	10	0	9	8	10	0	9	12	9	8	8	8
Sasaram	8	12	9	12	9	0	9	8	9	6	8	8	8	8
Buxar	8	8	9	0	10	0	9	0	9	8	9	0	9	0
Bhabhua	7	8	9	4	9	0	9	0	9	0	8	8	8	8
Chapra	9	0	9	0	10	0	9	8	10	0	9	12	9	0
Siwan	..		9	10	9	9	8	12	9	5	9	5	9	5
Gopalganj	..		9	8	9	8	9	2	9	8	9	5	9	5
Motihari	11	0	9	0	9	4	8	12	9	0	8	5	8	5
Bettiah	..		10	0	9	0	9	8	9	9	9	8	9	0
Muzaffarpur	8	0	8	8	9	0	9	0	8	8	9	0	8	0
Sitamarhi	..		8	8	9	8	9	8	9	0	8	0	7	12
Hajipur	..		10	0	9	4	9	7	9	4	9	0	8	2
Darbhanga	10	0	10	0	8	8	9	0	9	0	8	8	8	0
Madhubani	..		11	0	9	8	10	8	9	15	8	12	8	4
Samastipur	..		10	0	9	0	9	0	10	0	10	8	8	4

Wheat.

Patna	8	8	9	0	9	4	9	0	9	0	10	0	10	0
Dinapore	..		9	4	9	4	8	4	8	8	10	0	9	12
Barh	..		8	12	8	8	9	0	9	0	8	8	9	8
Bihar	..		9	0	10	12	9	0	10	0	10	8	9	12
Gaya	9	0	8	8	8	4	8	3	8	4	9	10	9	2
Nawada	..		9	8	9	8	9	3	8	10	9	8	9	8
Jahanabad	..		8	0	8	0	8	0	7	8	9	6	8	13
Aurangabad	..		10	0	10	2	9	10	10		11	8	10	4
Arrah	9	0	9	0	8	0	8	12	9	0	9	8	9	9½
Sasaram	9	4	8	4	8	4	8	8	11	6	10	12	10	8
Buxar	8	0	8	0	8	0	8	0	8	8	10	8	10	4
Bhabhua	8	0	8	0	8	0	8	8	9	12	10	4	10	0
Chapra	8	8	8	8	8	8	8	8	8		10	8	10	8
Siwan	..		8	6	9	0	8	3	8		11	7	11	1
Gopalganj	..		8	10	8	15	8	4	8	4	11	11	11	11
Motihari	9	0	9	0	9	0	8	5	7	9	8	1	9	2
Bettiah	..		9	0	9	0	10	0	10		9	0	9	8
Muzaffarpur	8	0	8	8	8	0	8	0	8	0	9	8	9	8
Sitamarhi	..		9	0	7	8	8	0	7	0	7	8	8	4
Hajipur	..		9	3	8	15	7	10	8	10	9	0	9	8
Darbhanga	8	0	8	0	7	0	7	0	6	8	8	8	8	8
Madhubani	..		9	12	8	0	8	4	8	8	7	12	9	1
Samastipur	..		9	0	8	8	9	0	8	8	8	8	9	0

Barley.

Patna	11	0	14	0	14	0	14	0	14	0	14	0	14	0
Dinapore	..		10	0	12	0	11	4	12	0	12	0	12	4
Barh	..		12	0	12	0	12	0	12	0	13	0	13	0
Bihar	..		12	0	12	0	11	4	12	0	15	8	15	0
Gaya	12	0	8	14	10	2	10	13	10	8	13	2	12	1
Nawada	..		8	0	9	0	12	0	..		..		13	1
Jahanabad	..		10	14	11	8	11	0	11	0	12	0	12	2
Aurangabad	..		10	8	10	0	10	3	..		14	4	10	4
Arrah	..		11	0	..		..		..		..		..	
Sasaram	..		8	12	..		..		..		..		..	
Buxar	..		10	8	..		..		..		..		..	
Bhabhua	..		..		..		..		..		..		..	
Chapra	11	0	..		..		..		..		12	14	13	0
Siwan	..		..		..		..		..		13	12	13	6
Gopalganj	..		..		..		..		..		14	4	14	7
Motihari	12	8	9	8	Not in market.		13	4	Not sold.		Not sold.		13	12
Bettiah	..		8	0	11	0	12	0	„		„		14	0
Muzaffarpur	13	0	12	0	11	0	12	0	12	0	12	0	12	0
Sitamarhi	..		13	0	13	0	13	8	12	8	12	8	12	8
Hajipur	..		..		..		..		..		..		13	4
Darbhanga	..		10	0	11	0	11	8	11	0	11	0	11	0
Madhubani	..		12	0	13	0	12	0	44	5	11	11	11	2
Samastipur	..		10	0	..		..		..		..		11	0

Statement showing the quantities of rice and other food-grains exported from Howrah and Calcutta (Chitpur, Kidderpur Docks, and Port Trust Railway) by the East Indian Railway from 1st January to 15th May 1897. Supplement to the Calcutta Gazette, *May 26th, 1897.*

Station to which consigned.	Total from 1st to 30th January 1897.	Total from 31st January to 27th February 1897.	Total from 28th February to 27th March 1897.	Total from 28th March to 24th April 1897	Week ending 1st May 1897.	Week ending 8th May 1897.	Week ending 15th May 1897.
1	2	3	4	5	6	7	8
Abstract.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.
Total of Bengal . .	4,442	4,240	10,514	41,917	21,817	18,240	10,544
„ „ Behar ...	94,210	1,27,772	3,18,812	5,59,913	1,55,818	1,72,526	1,47,663
„ „ Chota Nagpur.	812	376	1,101	6,003	6,372	3,599	758
„ „ the North-Western Provinces and Oudh.	4,93,124	6,89,271	5,61,595	2,88,137	46,684	57,647	76,168
„ „ the Punjab	65,204	1,19,908	1,10,754	77,679	4,618	7,571	3,762
„ „ Rajputana and Central India.	5,524	17,838	27,084	35,153	1,543	2,192	4,583
„ „ Central Provinces	1,145	36,629	89,521	1,34,543	60 701	67,119	90,463
„ „ Hyderabad	378	778	...	...	...	...	...
„ „ Berar ...	211	2,166	5,183	5,032	1,135	3,043	769
„ „ Bombay ...	...	...	374	...	...	...	...
„ „ Unspecified places.	15,320	44,902	24,834	11,142	2,434	5,171	597
Add exports from Calcutta from 1st to 30th January 1897 the details whereof are not available.	87,800	...	...	...	...	...	...
GRAND TOTAL	7,68,170	10,43,880	11,49,772	11,59,519	3,01,122	3,37,108	3,35,307

PUNJAB.

2.—*Imperial Monthly Famine Statement A for the four weeks ending Saturday evening, the 27th March* 1897.

District.	Area in square miles.	Population in thousands.	Affected area in square miles.	Estimated population in thousands of col. 4.	Numbers on Relief Works on last day of Month.						Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.					Monthly death-rate of District.		Deaths directly due to starvation.
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Wheat.	Gram.	Maize (Indian Corn).	Bájra (Bulrush Millet).	Jowár (great Millet).	Normal of month.	Actual of month.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	14*a*	14*b*	15	16	17	18
Hissar ...	5,217	776	3,763	544	5,657	24,352	1,324	1,490	8,853	41,676	19,063	$8\frac{1}{16}$	$9\frac{10}{16}$	...	...	$9\frac{3}{4}$	*See* note on reverse of Statement.	*See* note on reverse of Statement.	*Nil.*
Rohtak ...	1,797	590	1,462	452	...	3,692	120	...	1,662	5,474	4,162	8 to $8\frac{1}{2}$	$9\frac{1}{2}$ to 10	...	9 to $9\frac{1}{2}$	$9\frac{1}{2}$ to 11			*Nil.*
Gurgaon ...	1,984	669	558	198	133	713	243	3	371	1,463	491	...	...	...	10	10			*Nil.*
Delhi ...	1,290	638	630	381	...	478	52	299	171	1,000	924	...	...	...	$8\frac{1}{4}$	9			*Nil.*
Karnál ...	2,660	683	2,123	499	172	5,078	...	728	1,338	7,316	5,031	$8\frac{1}{4}$	$8\frac{1}{2}$ to $8\frac{3}{4}$	$8\frac{1}{2}$ to $8\frac{3}{4}$	...	...			*Nil.*
Umballa ...	2,540	1,033	1,755	718	25	2,587	118	157	285	3,172	480	8 to $9\frac{1}{2}$	9 to $10\frac{1}{2}$	10 to 11	...	...			*Nil.*
Ferozepore.	4,302	886	3,375	732	116	840	107	412	544	2,019	160	...	$9\frac{1}{2}$	...	...	$9\frac{1}{2}$ to 11			*Nil.*
Lahore ...	3,711	1,075	174	88	113	1,568	17	13	368	2,079	...	10	...	9	...	...			*Nil.*
Gujrát ...	2,051	760	562	155	4,629	6,060	1,256	...	1,774	13,719	6,483	...	...	9	...	...			*Nil.*
Total ...	25,552	7,110	14,402	3,767	10,845	45,368	3,237	3,102	15,366	77,918	36,794	...	...	...	...	...			

Death Rate for February 1897.

	Normal.	*Actual.*
Hissar	26	21
Rohtak	25	20
Gurgaon	32	19
Delhi	36	20
Karnál	32	22
Umballa	34	27
Ferozepore	31	22
Lahore	30	21
Gujrát	24	18

REMARKS TO ACCOMPANY IMPERIAL FAMINE STATEMENT A FOR THE FOUR WEEKS ENDING SATURDAY EVENING, THE 27TH MARCH 1897.

HISSAR DISTRICT.

Very little rain fell during the month. What did fall came too late to do any good to the unirrigated crops which had already withered up. The rain was accompanied by hail, which did considerable damage to standing canal-irrigated crops.

Prospects of canal crops from fair to good and of sailába crops poor. Grain stocks practically exhausted, as is proved by the large amount of grain being sold which is unfit for human food. Grain continues to be imported from Sind, but not in such large quantities as before. Some grain is being now imported from adjacent districts.

Fodder is almost exhausted, but the numbers of cattle have been reduced very largely. All cattle, including even camels, are suffering from want of food.

Wages on work have risen since last month by 1 pice per head of each class owing to the rise in the price of grain.

Relief works now in progress provide sufficient employment for all applicants. The programme of proposed works is sufficient to employ people up to 15th July only, but steps are being taken to have more works ready to be started when required.

Physical condition of people not so good as it was. Drinking water is running short in many villages. Numbers in poor-houses increasing.

Numbers receiving gratuitous relief in villages have gone up. This form of relief is being well administered. Private relief has declined very much in extent, but in a few towns some of the charitable have actually extended their operations.

Death-rate has not yet become abnormal.

ROHTAK DISTRICT.

Poor-houses.—As remarked in the report of the past month, no necessity has as yet been found for the establishment of poor-houses.

Private subscriptions.—Private subscriptions, aggregating Rs. 3,602, have been raised, and Rs. 10,000 have been received from the Lahore Famine Charitable Relief Committee.

Rupees 17,637 have also been specially set aside for charitable relief purposes from the District Fund, of which Rs. 12,021 have already been expended.

Relief works.—There are 28 relief works in progress. Of these 23 have been started in Tahsíl Jhajjar, 2 in Tahsíl Rohtak, and 3 in Tahsíl Sámpla. These works though small afford labour to all seeking it.

Health of people.—There have been no deaths from starvation, and the health of the people has been good.

Stock reserves.—The stock reserves of the district are roughly estimated at 500,000 maunds, but they are getting less as the imports only slightly exceeded the exports.

Prospects of harvest.—The yield of the unirrigated crops will be *nil*, as there has been no rain to speak of. The area under canal irrigation is estimated at 127,690 acres. Both the early and late crops have suffered from a strong westerly wind and from insufficiency of water. The former is likely to be a 16-anna and the latter an 8-anna crop. Well irrigation is comparatively small, but it is mostly carried on in Tahsíl Jhajjar where there is no canal irrigation. The crop is likely to be a 12-anna one, except in the Bhur tracts and tracts affected by saline efflorescence.

Wage rate.—The average rate of wages during the month has been 1 anna to workers and 3 pies to children and dependants.

Gurgaon District.

Slight rain fell almost all over the district. Hail has done a little damage in places to standing crops, and high winds have added something to it. Rabi is being harvested and winnowed, and new grain and fodder are now being brought to the market.

Four hundred and thirteen persons are relieved at Rewári and Farrukhnagar from funds raised by private subscriptions. Committees have been formed at the head-quarters of each of the five tahsíls for collecting subscriptions.

The import of grain by rail was brisker, as the following figures will show :—

—	Export.	Import.
	Maunds.	Maunds.
6th March 1897	1,455	8,775
13th March 1897	842	5,452
20th March 1897	849	11,307
27th March 1897	1,044	5,004
	4,190	30,538

The falling-off in the number of labourers is due to harvest operations.

Seven tanks have been completed and three Municipal works have newly been converted into relief works. Two roads are being constructed and 22 tanks are being cleared as famine relief works paid from District Funds.

Delhi District.

Private relief through the Relief Committee has been extended, as the middle lower classes in the city are severely feeling the continued high prices.

The relief works are tanks and roads. The condition of the people in the affected tract is getting lowered, though no deaths from starvation have been reported nor do the people generally appear emaciated from hunger.

Food-stocks are exhausted, but are replenished by importation.

There was a great demand for labour for crop-cutting after the 20th, as fears were entertained that hail would damage the ripened crops. On this work labourers get 2 annas daily and their food, and as a result the numbers on relief works were reduced. The hot winds have ripened the crops very rapidly, and the demand for labour will be considerable till about 15th April, after which a large accession to the numbers on relief may be expected in the affected tract where crops have been very poor. One relief work was closed, but its place will be taken by the Agra Railway, on which work will commence during the next fortnight. There does not seem any prospect of improvement in the affected tract before the rains.

Karnal District.

The present state of the famine subscription fund is as follows :—

—	Rs.	A.	P.
Subscription collected locally up to the end of March 1897	7,121	10	0
Contribution received from the Punjab Committee of the Indian Famine Relief Fund	5,000	0	0
Total	12,121	10	0
Amount expended on gratuitous relief, &c., to end of March 1897 ...	2,065	4	7
Balance	10,056	5	5

Gratuitous relief has now been extended to the three principal towns of the district, namely, Karnál, Pánipat and Kaithal, and 300 persons received relief daily during the month, including the poor but respectable and parda-nashín women.

Besides the above there were 1,742 persons receiving gratuitous relief daily from Provincial Funds in villages at the end of the month.

No poor-houses have been started yet.

There are two large relief works, the Nardak and the Kaithal Rájbahas, in progress in this district, which are affording relief to 10,600 souls daily including non-working children and dependants. Rájpúts and other respectable classes have now begun to come to the works in large numbers.

Small-pox has broken out among the children of the labourers employed on the Kaithal Branch, otherwise there has been no disease of any kind during the month, and the health of the people has been fairly satisfactory.

Food-stocks still exist in the large villages of the district.

The imports of grain amounted to 1,200 maunds during the month.

The general condition and prospects of affected areas continue to be the same as before.

Wages were slightly reduced on the Nardak Rájbaha during the month.

No deaths from starvation occurred during the month.

The death-rate is far below the normal.

Umballa District.

Private relief.—Rupees 5,000 have been allotted by the Provincial Committee, Indian Famine Charitable Relief Fund. Rupees 4,000 have been appropriated for cheap shops and Rs. 1,000 for a spinning establishment. Local subscriptions are being raised. The sum raised locally in the hands of the Local Honorary Treasurer amounts to Rs. 2,373. Local subscriptions are occasionally made for digging tanks.

Village gratuitous relief is being organised.

An experimental poor-house is being started at the head-quarters of one tahsíl.

General character of relief work.—Works are for the most part tanks. One considerable work managed and financed by the Canal Department is being concluded on the Western Jumna Canal in Jagádhri Tahsíl.

The physical condition of the people is on the whole satisfactory. The menial communities are on low rations and supplement their meals very largely with wild products. They are debilitated but not emaciated. Many zamíndárs are reduced by overwork on wells and anxiety for the future.

Food-stocks are practically exhausted, the district depending on imports which the returns from railway stations show to be heavy. Figures are as follow :—

	Imports.	Exports.
	Maunds.	Maunds.
For four weeks ending 27th March 1897	49,376	8,862

The standing spring crop has been considerably damaged by dry winds ; late sown crops have generally failed. The early sown crops and well crops will give a yield, but the harvest will be a very moderate one indeed, and will not affect prices much. Forward bargains for wheat at ten seers have been made. The menial communities must, it is feared, remain distressed till the monsoon, and such zamíndárs who could not sow crops or whose crops have failed will, as their credit gives out, be reduced to coming on relief works.

The rabi harvesting operations will only cause a temporary decrease in the demand for relief labour.

There has been no change in the rate of wage during the month, the rate is as usual calculated on maize which is sold at ten seers per rupee.

Ferozepore District.

Relief was afforded in villages from money privately subscribed. No poor-houses were opened during the month. Two have since been opened, but no one will stay in them.

The relief works in progress are the same as before. These, along with the Agawah Canal, provided work for a large number of people.

The physical condition of the people is good. Stocks of food-grains have been greatly reduced, but are sufficient.

Exports during week ending 27th March amounted to 32,509 maunds and imports 7,608 maunds.

Wages were calculated on jowár at 9½ to 11 seers per rupee.

The people of the affected area take a gloomy view of things and the crops are very poor on unirrigated land. Those on irrigated land, however, are good, but caterpillars and dust-storms have done some damage.

Lahore District.

1. *Private relief.*—Besides the amounts mentioned in the previous reports a further sum of Rs. 11,000 has been allotted to this district by the Provincial Indian Famine Charitable Relief Fund. Of this Rs. 5,000 will be disbursed in the city, and Rs. 5,000 in the district. Rupees 1,000 have been allotted in order to provide the labourers with two or three days' sustenance after the relief works are broken up at the approach of harvest.

2. *General character of relief works.*—At Kácha, near the Kána Kácha Railway Station in Tahsíl Lahore, the silt clearance of a pacca tank was commenced on 2nd January 1897 as a relief work. Nearly three-fourths of this work will be completed by 10th April, the date now fixed for its closing. In the Lahore Municipality the relief works consisted of the levelling of mounds and filling up of hollows in nazúl ground. These are in progress and nearing completion.

3. *Physical condition of people.*—Physical condition of the people in affected tracts is good. There is no disease.

4. *Food-stocks.*—Food-stocks are sufficient. Import of wheat produced this year has commenced to some extent from the North-Western Provinces.

5. *General condition and prospects of the affected area.*—General condition and prospects of the affected area are not hopeful. Rain did not fall at the proper time and the crops on unirrigated land are practically *nil.*

6. *Changes in the rates of wages.*—There have been no changes in the rates of wages.

Gujrat District.

Gratuitous relief is given under Chapter V. to a daily average of 836 persons.

Poor-house relief not found necessary. The relief work is the Jhelum Canal. Physical condition of people good. Food-stocks ample. Owing to winter rains crops fair and prices easier. Rainfall during the last week of the month very favourable for rabi crops. No change in the rate of wage thought necessary. Death-rate below normal. The numbers on the works are decreasing rapidly.

Imperial Famine Statement B for the four weeks ending Saturday evening, the 27th March 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of relief works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure since 1st April 1896.			Advances since 1st April up to end of month under		Revenue suspended.
		Date of Gazette.	On large works.	Others.	On large works.	Others.	Date up to which account is made up.	*Rupees omitting* 000s.		*Land Improvement Act.*	*Agricultural Loans Act.*	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Hissar	6,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	8,000	12,000	12,671	11,189	27th March 1897.	311·7	36·3	1·4	6·4	13 (Suspension statement for Kharif 1896 not yet received.)
Rohtak	5,000	Ditto	2,500	8,000	5,470	18,312	Ditto	18·8	13	4·6	8·3	163·9
Gurgaon	7,000	Ditto	1,000	15,000	1.114	13,077	Ditto	11	·4	3·9	8·1	53·8
Delhi	5,000	Ditto	...	8,000	...	5,538	Ditto	17·3	3·4	1	17	47·8
Karnál	8,500	Ditto	6,500	10,000	16,800	19,342	Ditto	49	4·7	3	19·6	76·3
Umballa	8,000	Ditto	5,000	13,500	2,449	6,650	Ditto	31	2·2	5·4	14·4	55·8
Ferozepore	...	... ...	...	...	9,000	6,500	Ditto	23·8	1	24·4	6·7	59·3
Lahore	2,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1897.	...	2,700	5,869	11,473	Ditto	58·1	...	7	19 1	97·1
Gujrát	16,800	Ditto	...	6,000	13,000	...	Ditto	352·8	53	...	...	151·4
							Total ...	873·5	114	50·7	99·6	718·4

NOTE.—The expenditure under the headings in columns 9 to 12 during 1895-96 was as follows:—

Hissar	*Nil.*	*Nil.*	*Nil.*	*Nil.*	...
Rohtak	*Nil.*	*Nil.*	·9	*Nil.*	...
Gurgaon	*Nil.*	*Nil.*	14	2·8	...
Delhi	*Nil.*	*Nil.*	·2	*Nil.*	...
Karnál	*Nil.*	*Nil.*	4·1	2·8	...
Umballa	*Nil.*	*Nil.*	2·1	10·4	...
Ferozepore	*Nil.*	*Nil.*	*Nil.*	*Nil.*	...
Lahore	2·5	*Nil.*	9·5	44·4	...
Gujrát	*Nil.*	*Nil.*	3·7	10·2	...

Imperial Monthly Famine Statement A for the five weeks ending Saturday evening, the 1st May 1897.

District.	Area in square miles.	Population in thousands.	Affected area in square miles.	Estimated population in thousands of col. 4.	Numbers on Relief Works on last day of Month.						Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.					Monthly death-rate of District.		Deaths directly due to starvation.
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Wheat.	Gram.	Maize (Indian Corn).	Bájra (Bulrush Millet).	Jowár (great Millet).	Normal of month.	Actual of month.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	14*a*	14*b*	15	16	17	18
Hissar ...	5,217	776	3,763	544	5,993	27,391	622	2,636	8,906	45,548	18,684	Flour $8\frac{1}{4}$	Flour $9\frac{1}{2}$	...	Flour $8\frac{1}{2}$	Flour $9\frac{1}{2}$	*See* note on reverse of Statement.	*See* note on reverse of Statement.	*Nil.*
Rohtak ...	1,797	590	1,467	452	...	967	...	2,743	1,344	5,054	3,484	10 to $10\frac{1}{4}$	$9\frac{3}{4}$ to $10\frac{1}{2}$	...	8 to 9	9 to 11			*Nil.*
Gurgaon ...	1,984	669	558	198	87	221	68	6	61	443	74	...	...	...	10	14			*Nil.*
Delhi ...	1,290	638	616	381	...	366	...	354	238	958	762	Flour 11	Flour 11	...	...	...			*Nil.*
Karnál ...	2,660	683	2,123	499	2,071	189	...	111	668	3,039	2,829	Flour $9\frac{1}{2}$	Flour $8\frac{1}{2}$ to $9\frac{1}{2}$	Flour $8\frac{3}{4}$	...	...			*Nil.*
Umballa ...	2,540	1,033	1,755	718	182	162	51	11	58	464	925	11 to $11\frac{1}{2}$	$10\frac{1}{2}$ to $11\frac{1}{2}$	11 to 12	...	...			*Nil.*
Ferozepore	4,302	886	3,375	732	...	21	...	39	13	73	11	...	$11\frac{1}{2}$	...	...	...			*Nil.*
Lahore ...	3,711	1,075	174	88	3	50	..	...	21	74	...	12	...	...	...	...			*Nil.*
Gujrát ...	2,051	760	562	155	3,109	355	539	222	563	4,788	1,355	13	...	10	...	...			*Nil.*
Total ...	25,552	7,110	14,393	3,767	11,445	29,722	1,280	4,122	11,872	60,441	28,124	...	...	...	...	...			*Nil.*

Death Rate for March 1897.

—	*Normal.*	*Actual.*
Hissar	26	23
Rohtak	27	21
Gurgaon	31	19
Delhí	34	22
Karnál	32	20
Umballa	30	23
Ferozepore	27	26
Lahore	25	20
Gujrát	20	16

REMARKS TO ACCOMPANY IMPERIAL FAMINE STATEMENT A FOR THE FIVE WEEKS ENDING SATURDAY EVENING, THE 1ST MAY 1897.

HISSAR.

Climatic conditions were generally favourable for harvesting operations on canal lands. At the beginning of the third week there was a violent storm of dust and rain over the whole district. The heaviest rain—one-third of an inch—fell at Sirsa. Very little harm was done to gathered crops, and on unirrigated lands some ploughing was carried on. The outturn of crops on canal lands has been on the whole satisfactory. Grain is still imported from Sind, and new barley and gram have begun to come in from Patiála and Jínd.

The supply of fodder in canal villages is now ample, but the villagers refuse to part with any to the people in unirrigated tracts. Relief works provide sufficient employment for all applicants. The programme of proposed works is sufficient to employ people up to the 15th July only. The physical condition of the people has slightly deteriorated still further, owing to lack of drinking water, bad and unusual food and to the eating of unpalatable jungle fruit. The numbers in poor-houses have much increased. There is not very much increase in those in receipt of gratuitous relief in villages.

Private relief has increased somewat in amount, and is administered now in most places in a more methodical way.

ROHTAK.

Poor-houses.—An experimental poor-house has been opened at Jhajjar.

Private subscription.—Besides the amount mentioned in the previous report a further sum of Rs. 10,000 has been received from the Provincial Indian Famine Charitable Relief Fund. Of this sum Rs. 200 have been sent to each of the four tahsíls as advances, and Rs. 259 have been subscribed by private individuals in addition to the amount of Rs. 3,602 entered in the report of the previous month. The expenditure on charitable purposes from the District Fund has been Rs. 4,428.

Relief works.—The number of relief works in progress is 20. Of these 13 are in Tahsíl Jhajjar, in Tahsíl Sámpla four, and in Tahsíl Rohtak three. No famine works have been started in Tahsíl Gohána.

Health of people.—The health of the people continues to be good, and there have been no deaths from starvation.

Food stock reserve.—The stock reserves are calculated to be sufficient for present requirements, and the slight decrease in them is being replenished by importations.

Prospects of harvest.—The yield of the unirrigated area as noticed in the previous report is practically *nil*. The area irrigated by wells is roughly estimated at 31,587 acres and that irrigated by canal water at 73,865, or a total of 105,452 acres.

The decrease in the irrigated area on canal lands is due to a short supply of canal water and on well lands to the water of a number of wells having become brackish owing to the drought and also to damage by hail.

The quality of the crops in Gohána and Sámpla Tahsíls is estimated at 14 annas and that in Rohtak and Jhajjar at 8 annas.

Wage rate.—The wage rate decreased during the latter half of the month. In the first half the calculation was made on gram, which was sold at 10 seers per rupee, and the second half on barley, which was sold at 14 seers per rupee.

The average wage rate during the month was—

Workers	10 pies.
Children and dependants	3 „

GURGAON.

No rain during the month. Rabi being winnowed. The villages in poor circumstances were inspected by Revenue Officers in order to grant revenue suspensions. New grain is being brought to the market and prices have therefore fallen.

Four hundred and fifty-nine persons are being daily relieved at Rewári, Farukhnagar and Sohna from funds raised by private subscriptions. Rupees 577-8-0 at Gurgaon, Rs. 91 in Nuh and Rs. 26 in Ferozpur have been received for the poor persons of this district.

Gratuitous relief has been started from 3rd May 1897 out of the money collected in Gurgaon.

As the funds at the credit of Rewári and Farukhnagar Local Committees have been exhausted, they have been supplemented with donations of Rs. 500 and Rs. 400 respectively from funds received from the Indian Charitable Relief Fund, Lahore.

The import and export by rail of food-grain were as follows :—

	Export.	*Import.*
	Mds.	Mds.
3rd April 1897	2,298	1,753
10th April 1897	2,260	3,101
17th April 1897	1,621	3,382
24th April 1897	2,718	7,294
1st May 1897	12,581	4,353
Total	21,478	19,883

Some of the famine works have temporarily been closed, as owing to harvest operations the number of labourers fell considerably and the wages were considered low as labourers could get Re. 0-2-0 to Re. 0-2-6 in harvest operations and on

their going to and returning from work, and at the hour of rest at midday they could collect *tentí* (Capparis aphylla) and sell them at a very good rate.

A revised programme for 1897 has been submitted. The works remaining unexhausted on the sanctioned list can employ 14,153 labourers for three months.

No deaths were reported from starvation.

Delhi.

Private relief through the Relief Committee is being granted freely, and everything is being done to reach all necessitous cases.

The relief works are tanks and roads. A section of the Agra-Delhi Chord Railway embankment was started as a famine work on the 26th, and labourers are coming in freely. The condition of the people has slightly improved from the fall in prices, but this is only temporary, as rates will run up again if the present unfavourable meteorological conditions continue.

Food stocks have been replenished by the rabi which is now coming into the market, but it will soon be necessary to depend on imports.

As was anticipated, the people are flocking again to the works now that the rabi has all been reaped.

Karnal.

The income and expenditure of the famine subscription funds during the month was as follows :—

	Rs.	A.	P.
Balance in hand on 1st April 1897...	10,056	5	5
Receipts from subscriptions locally raised	2,539	0	0
Contributions from Punjab Committee of the Indian Famine Relief Fund...	5,000	0	0
Total	17,595	5	5
Expenditure—			
On gratuitous relief in villages	800	0	0
Ditto Karnal, Pánipat and Kaithal towns ...	1,105	8	4
Total	1,905	8	4
Balance	15,689	13	1

Besides the above, 1,667 persons received gratuitous relief daily in villages from District Funds.

The necessity for starting poor-houses has not yet been felt in this district.

The two large relief works in progress in this district are considered sufficient to afford ample employment to the famine-stricken seeking relief. The health of the people continues to be fairly good. The rabi harvest is being reaped now, and the outturn on irrigated and unirrigated lands is calculated to be a 14-anna and 4-anna crop respectively.

Two thousand six hundred and sixty-four maunds of grain were imported into the district during the month.

There was a considerable decrease in the number of labourers employed on the relief works in progress in the district during the month owing to harvest times, but people have again begun to return to work.

Prices of food-grain fell slightly during the month.

No deaths from starvation occurred during April 1897.

As the percentage of non-working children and dependants was large on the Nardak Rájbaha, it was considered necessary to start kitchens on the work for these. A kitchen on the first section of the work was experimentally opened during the month, and the arrangement appears to have worked satisfactorily.

The cost per head of those fed in the kitchen was 7 pies.

Umballa.

Private relief.—Subscriptions have been raised locally in towns and villages through the agency of the Local Committee (Indian Famine Charitable Relief Fund), but these by agreement are being remitted to the Provincial Committee.

The Provincial Committee has allotted to this district Rs. 10,000 for the relief of the respectable poor. This is being utilised as follows :—

Rs. 2,000 on a cheap shop in Umballa City.
Rs. 2,000 on a cheap shop in Umballa Cantonments.
Rs. 2,000 grant-in-aid to the spinning establishment, Umballa City.
Rs. 4,000 for relief to pardha-nashín women in villages at the rate of Rs. 1,000 for each of the four southern tahsíls.

Village relief.—A system of gratuitous relief on the lines of the Famine Code at the expense of local funds has been introduced in two tahsíls and will be introduced in two more. The number of persons brought on the register is at present 705. These persons are of the class mentioned in Section 89 of the Code.

Poor-house relief.—One poor-house has been established at Tahsíl Naráingarh in the shape of an enclosure and thatched huts capable of accommodating a considerable number of inmates. There are no inmates yet, there having been no applications.

General character of relief works.—The works have been principally tanks, but there has been one considerable canal work managed by the Western Jumna Canal authorities. This closed after completion on 12th April. The raising of a section of a road has also been undertaken to afford relief to Umballa City. It must be noted, however, that at the beginning of April the tanks were deserted by relief labourers who went off to obtain employment in harvesting the rabi. There has therefore been practically no need for relief works during April, and some of them were kept closed.

The physical condition of the people is on the whole satisfactory. Relief workers show no signs of emaciation from want of food.

Food stocks.—Generally speaking the district has lost all its food stocks garnered from past harvests, but the spring crop now being garnered will give a moderate stock of wheat and barley and a little gram. Roughly speaking the outturn may be estimated at $\frac{2}{3}$ of what it was last rabi harvest (which was bad) and $\frac{1}{2}$ of an ordinary harvest. Prices have fallen about a seer, and a further temporary fall is expected as soon as the spring crop grain is actually in the market. There are heavy imports into the district. Totals of imports and exports for the month were 35,000 and 8,800 maunds respectively.

General condition and prospects of the affected area.—Land-owners will by means of food-grains obtained from the spring harvest and by mortgaging and selling manage to subsist without any appreciable proportion of them accepting relief labour even if offered, but menial communities like chamárs and others (as distinct from village serfs, who have recognised emoluments in cash or kind) will

continue to be in acute distress, and relief labour will be necessary for these at any rate until the monsoon rain falls. A centre for tank work will be kept going in each tahsíl, and it is hoped that two roads to be constructed by the Public Works Department will be sanctioned.

The recorded death-rate is below the normal, and no cases of death directly due to famine have been reported. One or two reported cases were investigated and the reports were found unreliable.

Ferozepore.

There is now only one relief work open in the district with less than 100 workers, but the numbers are rising. There are five poor-houses, one in each tahsíl, but they are very scantily attended.

The numbers on the Aghawah District Inundation Canal, which answers the purpose of a relief work, though not conducted under the Famine Code, are stationary. They are expected to increase when the harvesting is over.

Food-grains are sufficient and fodder is more plentiful than heretofore.

Rain fell during the month, proving of service to the extra rabi crops and to the grass.

Some hail fell, but the damage done was not great, and the land affected belongs chiefly to sáhúkárs. The crops on canal-irrigated land are average, but elsewhere, except on river flooded areas, they are very poor.

The condition of the people is good.

There have been no deaths from starvation. Small-pox among children and some cattle disease have been reported, but the outbreak is not serious.

Wages are now being calculated on mixed barley and gram at 11½ seers to the rupee.

	Maunds.
Total exports of grain for last four weeks	42,947
Total imports ditto	17,612

Lahore.

Private relief.—Besides the amount mentioned in the previous reports, no further amount has been allotted to this district by the Provincial Indian Famine Charitable Relief Fund or collected from other sources.

General character of relief works.—The work at Kácha was closed on 10th April 1897. Nearly three-fourths of this work has been completed. On the close of the work Rs. 320 were distributed among 736 men and women and children including gangmen at the rate of 8 annas per man and woman and 4 annas per child to furnish them with means of living for two or three days till they obtained regular employment. The number of labourers having fallen considerably, owing to the people resorting to harvesting operations in the fields, the works at Lahore also have been closed from 1st May 1897.

Physical condition of the people.—The physical condition of the people in affected tracts is good. There has been no disease.

Food stock.—Food stocks are sufficient. The harvest is being gathered. The price of wheat, the staple food of the district, has gone down.

General condition and prospects of the affected area.—There is no material alteration in the general condition and prospects of the affected area. A great deal depends upon the rains in July and August next.

GUJRAT.

Gratuitous relief under Chapter V., Punjab Famine Code, was given daily during the month to 658 people. There is no village relief, nor is there a poor-house. None were considered necessary. The relief work is the Jhelum Canal. Physical condition of the people good. There is no real distress at present. Food stocks ample.

Crops of wheat, barley and gram have been cut and prices are falling steadily. Rainfall good and favourable to early kharíf sowings.

A change in rate of wage was made owing to fall in prices.

Death-rate below normal.

Numbers on works decreased steadily all through the month.

Imperial Famine Statement B for the five weeks ending Saturday evening, the 1st May 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of relief works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure since April 1st 1897.			Advances since April 1st up to end of month under		Revenue suspended.
		Date of Gazette.	On large works.	Others.	On large works.	Others.	Date up to which account is made up.	*Rupees omitting* 000s.		*Land Improvement Act.*	*Agricultural Loans Act.*	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Hissar	6,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	8,000	12,000	11,900	10,800	1st May 1897	169·5	32·7	*Nil.*	*Nil.*	318·7
Rohtak	5,000	Ditto.	2,500	8,000	2,753	19,187	Ditto	11·8	4·8	*Nil.*	*Nil.*	*Nil.*
Gurgaon	7,000	Ditto.	1,000	15,000	1,114	13,048	Ditto	2·2	0·2	*Nil.*	*Nil.*	*Nil.*
Delhi...	5,000	Ditto.	...	8,000	...	5,456	Ditto	2·6	1·3	*Nil.*	*Nil.*	6·5
Karnál	8,500	Ditto.	6,500	10,000	16,800	19,343	Ditto	21·2	5·8	*Nil.*	*Nil.*	*Nil.*
Umballa	8,000	Ditto.	5,000	13,500	13,116	14,395	Ditto	3·4	1·2	*Nil.*	*Nil.*	*Nil.*
Ferozepore	...	...	...	...	5,000	3,174	Ditto	1·7	0·01	*Nil.*	*Nil.*	*Nil.*
Lahore	2,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	...	2,700	1,777	8,676	Ditto	3·4	...	*Nil.*	*Nil.*	89·8
Gujrát	16,800	Ditto.	...	6,000	13,000	...	Ditto	39·0	3·9	*Nil.*	*Nil.*	*Nil.*
							Total ...	254·8	49·91	*Nil.*	*Nil.*	415

NOTE.—The expenditure under the headings in columns 9 to 12 during 1896–97 was as follows:—

Hissar	311·7	36·3	1·4	6·4
Rohtak	18·8	13·0	4·6	8·3
Gurgaon	11·0	0·4	3·9	8·1
Delhi	17·3	3·4	1·0	17·0
Karnál	49·2	4·7	2·4	19·6
Umballa	31·0	2 2	5·4	14·4
Ferozepore	23·8	1·0	24·4	6·7
Lahore	55·9	2·2	7·0	19·1
Gujrát	352·8	53·0	*Nil.*	*Nil.*
Total	871·5	116·2	56·1	99·6

BURMA.

No. 298–1–S–2, dated Rangoon, the 15th April 1897.

From C. G. Bayne, Esq., Revenue Secretary to the Chief Commissioner, Burma, to the Secretary to the Government of India, Revenue and Agricultural Department.

I am directed to submit letter No. 393–1–S–10, dated the 14th April 1897, from the Financial Commissioner, containing the famine report for Burma for March.

No. 393–1–S–10, dated Rangoon, the 14th April 1897.

From W. Thompson, Esq., Secretary to the Financial Commissioner, Burma, to the Revenue Secretary to the Chief Commissioner, Burma.

I am directed to send herewith returns in forms Appendices VI and VII, Burma Famine Code, for Upper Burma, for the period of four weeks ending 27th March 1897.

2. The estimates of affected areas and population are the same as those given last month.

3. The returns submitted from Myingyan were for the period of five weeks ending 3rd April 1897, so that the figures for that district given in the statements appended to this letter have had to be compiled from the weekly reports.

4. The numbers on relief works and on gratuitous relief again show a diminution from those of the previous month. The causes mentioned in paragraph 3 of this office letter No. 409–1–S–10, dated the 11th March 1897, have continued to operate, while the fear of cholera which has broken out in both Meiktila and Myingyan has contributed to reduce the numbers on the works.

5. The figures in column 15 are only a rough estimate, while the Myingyan figure is almost impossibly low considering that a considerable number of deaths are known to have taken place from cholera.

6. The export of rice from Lower to Upper Burma still continues, the total amount exported up to 3rd April since 1st January being 41,125 tons.

7. Further details are given below for each district separately.

Meiktila.—Gratuitous relief is being regularly distributed through the agency of local officers. The physical condition of the people remains on the whole fairly good but some deaths of children have been reported which are said to have been due to their not receiving regular nourishment. Money from the Relief Fund is being distributed to supplement the Government relief in such cases and a supply of Mellin's food has been asked for from the Relief Committee. There is considerable amount of cholera in the district and a good many deaths from it have been reported.

Food stocks are ample; rice continues to be imported in large quantities. The rate of wages was not altered during the month.

Yamethin.—The numbers on gratuitous relief increased slightly. The mortality during the month was abnormally large owing chiefly to cholera. No deaths were due directly or indirectly to famine.

Myingyan.—The Civil Officers at the Famine Camps have been appointed additional Circle Inspectors to relieve those who are in the camps and who having no friends in their villages are unable to return to them. A proposal has been submitted for the formation of a poor-house, but the necessity for this not being considered to have been made out, the proposal was negatived.

The relief workers in addition to earthwork have been employed in heaping metal and collecting ballast. The Mahlaing Camp from the Meiktila district has just crossed the border into the Myingyan district.

The general health of the relief workers and of the inhabitants of the affected tract is said to be good. Cholera has broken out in certain villages in the Kyaukpadaung, Salè and Pagan townships and 38 deaths from it have occurred.

Small-pox continues in the Taungtha township. The rate of wages paid to relief-workers was altered during the latter part of the month : wages are now calculated according to the revised Appendix XIV lately sanctioned by the Financial Commissioner with the approval of the Chief Commissioner (*vide* Revenue Secretary's letter No. 424-1-S-10, dated the 18th March 1897).

APPENDIX VI.

Monthly Famine Statement for the four weeks ending Saturday evening, the 27th March 1897.

(*Vide* Section 43 of Code.)

District.	Area.	Population.	Affected area.	Estimated population of column 4.	Numbers on Relief works on last Saturday of month.					Numbers on gratuitous relief.	Price of one or more principal food grains in seers per rupee.			Monthly death-rate.	Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Maize.	Peas.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
	Sq. miles.		Sq. miles.								S. C.	S. C.	S. C.		
Meiktila	2,178	217,104	1,200	70,000	...	9,457	...	...	9,457	749	8 12	17 6	22 8	3·5	...
Yamethin	5,497	206,557	909	51,000	...	...	...	...	...	358	9 1	...	...	4·18*	...
												Jowar.			
Myingyan	2,774	352,037	1,873	260,071	...	8,249	...	...	8,249	1,811	10 4	12 5	17 11	1·36	...

* The large death rate is chiefly due to the mortality from cholera.

(A remarks page should be added to the statement.)

On this page should be recorded, very briefly, information as to private relief, village relief, general character of relief works, physical condition of people, deaths (if any) from starvation, food-stocks, importation of grain, general condition and prospects of affected area, changes, in rates of wages, any observations which it may be necessary to make respecting the extent to which the increase in mortality is due directly or indirectly to famine, and other matters which will not delay the despatch of the statement beyond the 15th of the following month. If the particulars regarding mortality cannot be submitted with Appendix VI., a separate mortality statement referring to the month previous to that dealt with in Appendix VI. should be submitted.

APPENDIX VII.

Monthly Famine Statement for the four weeks ending Saturday evening, the 27th March 1897.

(*Vide* Section 43 of Code.)

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works.			Number for whom relief can be provided by works remaining on programme on date of report.*		Expenditure since 1st April 189 .†			Advances since 1st April up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	Others.	On large works.	Others.	Date up to which account is made up.	*Rupees.*		*Land Improvement Act.*	*Agricultural Loans Act.*	Thousand Rupees.
								On relief works.	On gratuitous relief.	Thousand Rupees.	Thousand Rupees.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Meiktila	20,000	...	19,168	3,100	23,798	3,100	27-3-97	2,86,811-3-2	1,244-1-9	...	42	...
Yamethin	20,000	31-12-96	9,788	4,522	9,788	4,522	27-3-97	3,885-3-11	2,779-10-2	...	25	...
Myingyan	10,000	1-3-97	13,416	7,966	6,734	7,966	27-3-97	1,75,680-6-4	2,309-2-2	...	20	...

* Some relief works will have been more or less exhausted since the last programme was drawn up and others will have been provided for entry in the programme next to be prepared; the net result should be shown in columns 6 and 7.

† The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

Revenue Department.—No. 409-1S.—2.—Dated Rangoon, the 20th April 1897.

From the Revenue Secretary to the Chief Commissioner, to the Secretary to the Government of India, Revenue and Agricultural Department.

SIR,

In reply to your letter No. 685 F.-42—3, dated the 27th February 1897, I am directed to submit the following report on famine prospects in Burma. The subjects of report are dealt with in the same order as in my letter of the 8th January.

2. The area affected by scarcity remains unchanged, with the exception that the Kyaukpadaung township of the Myingyan district has been added to the famine area. The following statement gives the area at present affected :—

District.	Township.	Area in square miles.	Population.
Meiktila ...	Meiktila	300	20,000
	Thazi	200	10,000
	Mahlang	300	20,000
	Wundwin	400	20,000
	District total	1,200	70,000
Yamèthin ...	Yamèthin	102	19,500
	Pyawbwe	183	17,500
	Yindaw	624	14,000
	District total	909	51,000
Myingyan ...	Myingyan	387	84,456
	Taungtha	484	49,904
	Pagan	450	53,669
	Kyaukpadaung	552	72,042
	District total	1,873	260,071
	Divisional total	3,982	381,071

3. *Remissions of revenue.*—The following statement gives figures of collection of *thathameda* according to latest information :—

District.	Collection of Thathameda in		Estimated Collection in
	1894-95.	1895-96.	1896-97.
	Rs.	Rs.	Rs.
Meiktila	3,49,451	2,52,150	71,500
Yamèthin	3,68,885	2,93,412	1,46,022
Myingyan	5,86,228	5,05,012	1,26,968
Total	13,04,564	10,50,574	3,44,490

It will be observed that the figures of estimated collections are considerably higher than the "actual demand" shown in the statement appended to my letter

No. 557-2 T.—2, dated the 18th February 1897. The improvement is attributed to better collections than were anticipated in parts of the affected districts unaffected by scarcity.

4. *Agricultural advances.*—These advances are of two kinds :—

(*a*) Advances for small works, such as the digging of wells.

(*b*) Advances for purchase of seed and cattle.

As regards advances of the first kind, I am to say that orders were issued in January authorizing the grant of advances for digging wells, and in February the Bengal rules forwarded with your letter No. 14 F.-59—2, dated the 12th February, were adopted with certain modifications. The Commissioner reports, however, that the people have not availed themselves of the concessions offered them. Burman cultivators do not care for cultivation from wells and have in all districts refused advances for digging them.

5. As regards advances for seed and cattle, the Commissioner reports that advances to the following amounts will probably be required for :—

	Rs.
Meiktila	1,10,000
Yamèthin	90,000
Myingyan	1,00,000
Total	3,00,000

In Finance and Commerce Department Resolution No. 1,233A., dated the 16th March 1897, five lakhs are allotted to Upper Burma for agricultural advances. As the whole of the dry zone of Upper Burma has suffered severely from deficient crops, agricultural advances will have to be made on a liberal scale in other districts besides those mentioned above, and it is doubtful whether five lakhs will meet all the requirements of Upper Burma. It will probably be necessary to divert to that part of the province a considerable portion, if not the whole, of the allotment provided for Lower Burma. On this understanding the Chief Commissioner is of opinion that sufficient provision has been made for agricultural advances.

6. As regards crop prospects there is little to add to the facts reported in my letter of the 8th January. The cold weather crops of the affected area are inconsiderable and the outturn, such as it is, has been much below the average. The food-supply of these parts must continue to be drawn from Lower Burma until the wet weather crops, which will be sown at the beginning of the rains, come to maturity.

7. It remains to discuss the questions of the number of persons likely to require relief, the measures to be taken for relieving them, and the probable cost of those measures. The year 1896–97 having already expired, it is not necessary to refer to it. It is sufficient to mention that the total expenditure on famine relief up to the 31st March 1897, according to the latest information available, was Rs. 5,50,385. It is difficult to estimate with any approach to accuracy the number of persons likely to require relief in 1897–98 because the most important factor, the character of the rainfall of 1897, is unknown. If the rainfall is favourable, the Chief Commissioner believes that the number of relief-workers after June will fall considerably. It is true that the ground will produce no food till September or October, but if there is a reasonable prospect that the crops will yield well, the people will be able to borrow on their security, and they will certainly prefer to do so and attend to their agricultural operations, rather than continue on relief works. If, on the other hand, the season is unfavourable, the number on relief works will certainly increase largely. It is, however, quite impossible to forecast the extent of the increase and therefore in the following estimate the Chief Commissioner assumes that the rainfall will be normal. On this

assumption the Chief Commissioner submits the following estimate of relief-workers in terms of daily relief units :—

April	450,000
May	400,000
June	350,000
July	300,000
August	100,000
Total	1,600,000

The cost of a daily relief unit is estimated at 2 annas 8 pies. On the basis of this estimate the cost of relief works will be Rs. 2,66,666. In addition to the above expenditure, expenditure is incurred on—

(*a*) Gratuitous relief ;

(*b*) Employment of additional civil officers.

The Chief Commissioner's estimate under these heads is—

	Rs.
(*a*)	7,000
(*b*)	10,000

The total expenditure which the Chief Commissioner anticipates under all heads in 1897-98 is—

	Rs.
Relief works	2,66,666
Gratuitous relief	7,000
Civil Officers	10,000
Total	2,83,666

or, in round numbers, Rs. 3,00,000. This estimate is very considerably below that made in January, the reduction being due mainly to the fact that numbers on relief works have fallen off considerably in March and April, and that a still further decrease may fairly be expected when agricultural operations recommence in May and June.

8. As regards the arrangements to be made for affording relief, I am to say that the Chief Commissioner is not without hope that the Meiktila-Myingyan Railway will provide sufficiently for the requirements of the situation. Owing to the diminution in the number of relief-workers in March and April, the rate of progress has been slower than was anticipated in January. Assuming that relief-workers continue to diminish in numbers, the Railway ought to provide employment for a considerable time. If work on it is finished before the need for relief ceases, ample employment will be provided for all needing relief on the Mandalay and Môn Canal schemes in the Mandalay and Minbu districts.

9. In conclusion I am to remark that at the end of paragraph 10 of my letter of January, the Chief Commissioner expressed the fear that it might be necessary to open relief works in other parts of the dry zone besides the Meiktila division. He is glad to be able to report that the necessity has not arisen. Two small test works have been maintained under strict Code rules in the Magwe and Minbu districts, where scarcity was feared, but the numbers on these

works has never exceeded a few hundreds, and the works have been kept open for the purpose of gauging the character of the distress in parts of the country where crops had failed and where a certain amount of distress was known to exist.

I have, &c.,

C. G. BAYNE,

Revenue Secretary.

Exports of Rice, husked and unhusked, from 1st January, 1897, from all ports in Burma. Compiled in the Department of Revenue and Agriculture from weekly telegrams received from Collectors of Customs in Burma.

In	To India.	To Europe.	To other places.	Total.
	Tons.	Tons.	Tons.	Tons
January 1897	65,075	12,438	71,795	149,308
February 1897	53,060	139,848	42,374	235,282
March 1897	87,686	188,343	22,610	298,639
April 1897	90,570	66,866	19,748	177,184
3rd May to 9th May 1897	23,372	9,643	5,397	38,412
10th May to 16th May 1897	10,482	14,787	3,459	29,088
17th May to 23rd May 1897	27,266	9,500	3,936	40,702
24th May to 30th May 1897	6,576	301	5,909	12,786

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MADRAS.

MONTHLY FAMINE STATEMENT A

For the period ending Saturday the 27th March 1897.

Districts.	Area.	Population in thousands.	Affected area.	Estimated population in column 4 in thousands.	Numbers on relief works on the last day of the period including weavers.		
					Class A.	Class B.	Class C.
1	2	3	4	5	6	7	8
Circars—	SQ. MLS.		SQ. MLS.				
Ganjám	8,369	1,897	2,392	1,057	...	...	66
Vizagapatam	17,242	2,803	873	438	...	3,546	...
Total ...	25,611	4,700	3,265	1,495	...	3,546	66
Deccan—							
Kurnool	7,514	818	2,436	311	251	9,292	12,645
Bellary	5,975	900	3,833	510	301	45,382	913
Anantapur	4,886	709	4,277	572	865	4,241	1,242
Cuddapah	8,731	1,272	2,177	383	...	9,235	7,315
Total ...	27,106	3,699	12,723	1,776	1,417	68,150	22,115
Grand Total ...	52,717	8,399	15,988	3,271	1,417	71,696	22,181

Districts.	Numbers on relief works on the last day of the period including weavers—*cont.*		Numbers on gratuitous relief.	Price of principal food-grains in seers of 80 tolas per rupee.			Monthly death-rate.	Deaths due to starvation.
	Class D.	Total.		Rice.	Cholam.	Ragi.		
	9	10	11	12	13	14	15	16
Circars—								
Ganjám	...	66	638	11·1	...	15·2	*	*
Vizagapatam	5	3,551	411	9·3	16·2	17·0		
Total ...	5	3,617	1,049	...	...	...		
Deccan—								
Kurnool	227	22,415	142	9·2	14·0	15·5		
Bellary	...	46,596	2,787	9·1	12·2	15·6		
Anantapur	184	6,532	471	9·4	13·9	17·8		
Cuddapah	64	16,614	439	9·2	13·9	17·8		
Total ...	475	92,157	3,839	...	...	...		
Grand Total ...	480	95,774	4,888	...	...	...		

* Figures not yet available.

REMARKS.

Area affected.—Condition and prospects thereof.—The affected area has increased to 15,988 square miles against 12,754 square miles reported in the statement of the previous month. The increase is due to addition of a portion of the Vizagapatam district, and to the extension of the areas affected in Ganjám,

Anantapur and Bellary. In Ganjám, distress has not yet reached an acute stage, and the people, who in the more seriously affected tracts are to a great extent Uriyas, are averse to the discipline of relief works and prejudiced against the acceptance of relief. The numbers on relief works in that district are very small, but the extent to which it has been found necessary to give gratuitous relief to save life shows that limit of endurance without relief has been nearly reached. In Vizagapatam there was a similar reluctance to attend relief works, but after the first few had made a start on March 14th, others came with a rush, and the numbers at the end of the month were 3,550. This shows that abstention from works is not necessarily a sign that there is no distress. In both these districts, the rainfall of the month has been considerable ; but while being of but little use for cultivation purposes, it has replenished the sources of drinking-water supply, and brought into existence the normal hot weather pasturage for cattle.

In the Deccan districts, there has been no improvement, nor can any be expected before June. Agricultural operations are practically over for the present. The numbers on relief have increased by nearly 50 per cent., and are likely to mount considerably higher. The conditions of, and outlook for, cattle are decidedly poor, for although the more valuable cattle are carefully fed, the inferior kind is suffering much from want of pasturage and water.

2. *Nature of works.*—The work given is almost entirely road-work, *i.e.*, collection, breaking and stacking of metal, collection of gravel, cutting side-drains and spreading of metal and gravel.

3. *Operations under the Loans Acts.*—In addition to the numbers employed on relief works, about 13,000 are reported to be employed on land improvement works, for which over Rs. 2,00,000 have already been disbursed by the State, as shown in the subjoined table :—

Districts.	Land Improvement Loans.								Number of wells.		Estimated number of labourers employed.
	For wells.				Other purposes.						
	Accepted.		Disbursed.		Accepted.		Disbursed.		Completed.	Under construction.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.			
Circars.		Rs.		Rs.		Rs.		Rs.			
Ganjám ...	...	...	...	...	31	3,960	24	3,500	...	...	Not reported.
Vizagapatam .	...	...	...	...	10	1,500	2	400	...	...	...
Total ...	...	...	...	...	41	5,460	26	3,900	...	...	...
Deccan.											
Kurnool ...	81	16,628	75	12,043	130	12,980	130	12,980	...	3,965	1,542
Bellary ...	33	5,735	24	2,755	1,026	1,15,795	806	89,070	1	20	4,619
Anantapur ...	881	1,13,952	802	71,367	353	50,060	301	36,155	38	692	6,443
Cuddapah ...	15	2,285	14	1,355	...	...	...	...	...	14	60
Total ...	1,010	1,38,600	915	87,520	1,509	1,78,835	1,237	1,38,205	39	4,691	12,664
Grand Total .	1,010	1,38,600	915	87,520	1,550	1,84,295	1,263	1,42,105	39	4,691	12,664

4. *Wages.*—During the month the majority of relief-workers has been on B class wages, though over 20,000 have been receiving C class wages. Under the orders of Government referred to below in paragraph 8, all actual workers are henceforth to be placed on B wages, the C class being reserved for untasked labour.

5. *Gratuitous relief.*—Except in Ganjám, gratuitous relief has been confined to the offer of cooked food at kitchens, and the persons relieved have been for the most part the children or infirm dependants of relief-workers. On the last day of the month, however, Government considered that the time had come for a more extended organisation of gratuitous relief and ordered the administration of

gratuitous relief in villages, sanctioning the grant of money doles to dependants of workers who attend on works, and grain doles in villages, in those cases where the recipients are debarred by caste prejudices from attending public kitchens.

6. *Prices.*—Prices have fallen slightly in Ganjám and Vizagapatam where rice and ragi are the staple grains. But in the Deccan where cholam is the principal staple, there was, except in Anantapur and Kurnool, a distinct rise, especially in Bellary, and the tendency to rise has continued since in Bellary and Cuddapah and has been felt in Kurnool.

7. *Imports and Exports.*—Trade is fairly active as evidenced by the subjoined figures :—

IMPORTS AND EXPORTS BY RAIL.

Districts.	February.		March.	
	Imports.	Exports.	Imports.	Exports.
	MDS.	MDS.	MDS.	MDS.
Ganjám	10,600	10,200	4,000	10,700
Vizagapatam	58,600	4,300	35,200	1,200
Kurnool	9,640	1,871	14,800	3,000
Bellary	26,580	6,512	40,500	6,100
Anantapur	16,806	6,373	10,065	10,234
Cuddapah	25,311	12,878	33,281	11,140

8. *Condition of People.*—On the representation of the Sanitary Commissioner that the diet prescribed in section 120 of the Famine Code was deficient in vegetable salts, and that the grain equivalent was insufficient to provide the "other items" of the diet, Government issued orders at the close of the month to place all workers in A or B class, and untasked labourers in C class. The Government of India has been addressed in the matter. The Sanitary Commissioner considered the condition of some relief-workers who had been long on C class wages, to be unsatisfactory, but the condition of others was, on the whole, fair.

9. *Mortality.*—The following table shows the deaths in February 1897 and in the period, October—February in 1896–97, and the average rates for the same periods. Figures for March are not available :—

Districts.	Number of deaths reported.			
	During February.		From October to February.	
	1897.	Average.	1896–97.	Average.
Ganjám	2,847	*	12,392	*
Vizagapatam	2,238	2,431	12,328	15,131
Kurnool	916	1,289	5,801	7,081
Bellary	1,218	1,395	6,956	6,882
Anantapur	922	812	5,585	4,802
Cuddapah	1,827	1,864	10,406	11,790

*Figures not available.

The death-rate during February was below the average everywhere except in Anantapur, but in Bellary and Anantapur, the average was exceeded for the period

for October—February, being noticeable only in the case of the latter district and the three most affected taluks of Bellary. Any inference from the figures would, however, be possibly misleading, for the rates entered are considerably below those to be expected when a comparison is made with census statistics. The Sanitary Commissioner, however, is of opinion that "it is possible that a marked decrease of fever in malarious districts may follow a drought and that mortality may be exhibited in reference to scarcity by its influence on the very old and the very young."

Famine Statement B.

For the period ending Saturday the 27th March 1897.

Districts.	Maximum number for whom relief is estimated to be required in the case of serious famine.	Numbers for whom relief was provided in programme of famine relief works.			Maximum number for whom relief can be provided by works remaining in programme on date of report.	
		Date of programme.	On large works.	Others.	On large works.	Others.
1	2	3	4	5	6	7
Circars.						
Ganjám	317,800	9th July 1896.	431,961	84,737	431,592	84,737
Vizagapatam	388,200	18th May 1896.	324,301	172,155	324,196	172,155
Total ...	706,000	...	756,262	256,892	755,788	256,892
Deccan.						
Kurnool	163,000	18th May 1896	198,041	87,368	193,940	87,039
Bellary	180,000	Do.	324,615	29,888	305,816	28,865
Anantapur	141,800	6th July 1896	143,224	34,567	141,979	34,313
Cuddapah	253,800	22nd May 1896	203,779	110,170	199,874	109,921
Total ...	738,600	...	869,659	261,993	841,609	260,138
Grand Total ...	1,444,600	...	1,625,921	518,885	1,597,397	517,030

Districts.	Expenditure since 1st April up to the latest day for which figures are available.			Advances given—1st April up to the end of period—under		Revenue suspended beyond current Official year.
	Date up to which expenditure is known.	Rupees omitting 000's.		Land Improvement Loans Act.	Agriculturists' Loans Act.	
		On relief works.	On gratuitous relief.	Rupees omitting 000's.	Rupees omitting 000's.	
	8	9	10	11	12	13
Circars.						Rs.
Ganjám	27th Mar. 1897.	3	2	4	5	3,85,000
Vizagapatam...	Do.	2	...	2	3	2,19,000
Total ...	...	5	2	6	8	6,04,000
Deccan.						
Kurnool	27th Mar. 1897.	62	3	25	1	5,25,000
Bellary	Do.	228	10	92	6	2,30,000
Anantapur	Do.	21	1	108	8	2,11,000
Cuddapah	Do.	34	1	1	...	13,00,000
Total ...	...	345	15	226	15	22,66,000
Grand Total ...	...	349	17	230	23	28,70,000

BOMBAY.

No. 1098 (Famine), dated Bombay Castle, the 26th April 1897.

From the Honourable Mr. J. Monteath, I.C.S., Chief Secretary to the Government of Bombay, Revenue Department, to the Secretary to the Government of India, Department of Revenue and Agriculture (Famine).

In accordance with No. 2 of the rules circulated with the Resolution of the Government of India, No. 5—48, dated 2nd March 1892, and printed in Appendix II. of the Bombay Famine Relief Code, I am directed to submit for the information of that Government the Famine reports for the month of March 1897 from all the Collectors of the affected districts where relief measures are in progress. The reports are in the forms prescribed by Rule VI. of those rules. As there is no change in the affected areas no maps have been sent.

2. I am to state that the Collectors of Poona and Ahmednagar have been asked to furnish explanations in regard to the figures of gratuitous relief shown in column 12 of Statement E for their respective districts, which cannot be reconciled with the figures reported in their weekly returns, and that any alterations which may be necessary will be reported to the Government of India.

Monthly Famine Statement E. for the four weeks ending Saturday evening, the 27th March 1897.

District.	Area in Square miles.	Population in thousands.	Affected Area in Square miles.	Estimated Population, in thousands, of col. 4.	Numbers on Relief Works on last day of month.						Numbers on gratuitous relief.	Price of one or more principal Food-grains in pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowári.	Bájri.	Wheat.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Poona	5,349	1,068	2,987	487	2,292	6,060	957	350	2,417	12,076	2,547	18·31	15·95	
Sátára	4,825	1,225	4,095	1,162	5,399	11,830	4,520	220	7,286	29,255	4,889	17·84	15·85	
Khándesh... ...	10,700	1,430	10,700 (but area specially affected 1,700).	1,430 partly, but 250 specially.	2,416	12,369	6,603	2,671	8,448	32,507	9,634	17·00	...	
Bijápur	5,627	796	5,627	796	2,739	19,977	10,849	3,396	14,854	51,815	23,260	20·75	...	
Násik	5,817	843	5,817	843	8,927	7,147	2,159	1,382	3,208	22,823	8,678	19·10	17·025	(Nágli 21·55
Ahmednagar ...	6,645	888	6,645	888	2,989	5,992	18,592	22,072	13,380	63,025	27,144 + 19,147 No. to which gratuitous relief was given in villages and poor-houses.	18·34	15·17	(Wheat) 15·7
Sholápur	4,542	750	4,542	750	9,761	39,316	10,021	2,095	20,466	81,659	40,267	19·33	17·8	
Belgaum	4,674	1,013	1,642	353	545	1,350	852	781	1,737	5,265	917	21·00	20·00	(Rice) 17
Total	48,179	8,013	42,055	6,712	35,068	104,041	54,553	32,967	71,796	298,425	136,483	18·96	16·76	(Nágli) 21·55 (Wheat) 15·7 (Rice) 17

Bombay Castle, 21*st April* 1897.

J. MONTEATH,
Chief Secretary to Government.

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th March 1897

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of Relief Works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April 1896.			Advances from 1st April up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	On other works.	On large works.	On other works.	Date up to which account is made up.	Rupees, omitting 000.		Land Improvement Act.	Agricultural Loans Act.	Rupees, omitting 000.
								On relief works.	On gratuitous relief.	Rupees, omitting 000.	Rupees, omitting 000.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Poona	102,467	14th January 1897	57,464	8,346	49,507	8,345	27th March, 1897.	*152	21	150	2	
Sátára	75,000	...	88,272	...	72,547	...	Do. ...	169	20	†178	...	
Khándesh	45,000	1st February 1897	58,702	16,004	42,035	16,004	Do. ...	157	27	114	15	
Bijápur	108,658	20th January 1897	74,818	7,393	13,555	7,000	27th February 1897.	508	108	924	28	
Násik	52,500	10th October 1896	111,019 For six months.	...	100,000	...	15th March 1897.	150·6	30·5	128·3	5·9	
Ahmednagar	100,000	20th June 1896...	23 549	10,746	63,025 Separate figures for columns 6 and 7 are not available.		28th February 1897	347	‡7	474	17	
Sholápur	120,000	30th March 1897	§104,562	§18,000	§100,000	§18,000	27th March, 1897.	449	115	237	2	
Belgaum	352,578	5th November 1896	168,074		168,074		31st March, 1897.	Not reported.		306	...	
Total ...	956,203	...	518,386	60,489	377,644	49,349	...	1,932·6	328·5	2,511·3	69·9	
			168,074		231,099							

* Exclusive of establishment and other charges.

† The Collector reports that this amount does not include the amount distributed in Khandála Petha as the return from that petha has not yet been received.

‡ The Collector reports that the expenditure on relief of dependants has not been separately accounted for. The amount entered in this column represents the expenditure incurred on gratuitous relief in villages and poor-houses.

§ The Collector reports that the figures in these columns are exclusive of the figures for 12 works in progress, the revised estimates for which are under preparation.

Bombay Castle, 21st April 1897.

J. MONTEATH, Chief Secretary Government.

REMARKS TO ACCOMPANY MONTHLY FAMINE STATEMENT IN FORM E FOR THE FOUR WEEKS ENDING SATURDAY EVENING THE 27TH MARCH 1897.

(*a*) *Private relief.*—Generally *nil* except in Bijápur, Násik and Sholápur. In Bijápur in addition to this kind of relief reported last month, the Bombay Branch of the Indian Charitable Relief Fund sent Rs. 10,000, out of which clothing is being distributed to the poor. In Násik there are several "Sadávartás and Annachatrás" where cooked food and grain doles are given as usual to travellers and others in need of food. In Sholápur the distribution of grain continues as before; a further allotment has been received from the Charitable Relief Fund and is being expended on the relief of purdah women and in providing clothes to destitute persons.

(*b*) *Village relief.*—This kind of relief is given in 484 out of 717 villages in the Sholápur District, and in 322 villages in the Poona District. In Bijápur the total number relieved was 237,099 inclusive of village servants and of 6,018 persons relieved gratuitously by Municipalities. The number relieved in Sátára was 23.

(*c*) *Poor-house relief.*—A poor-house has been opened by the Bijápur Municipality at Bijápur in addition to the Government poor-house already existing there. A branch poor-house has also been opened at Naladvad. The management of the poor-house at Pandharpur in the Sholápur District has been taken over by the Pandharpur Municipality. Poor-houses have been opened at Nagar, Ráhuri, Kopargaon, Sangamner, and Jámkhed in the Ahmednagar District.

(*d*) *General character of relief works.*—The relief works consist mainly of the construction of new and improvement of existing roads, breaking and collection of metal, and construction of tanks for irrigation. As many works of the last class as are likely to be permanently useful in the affected areas are being undertaken. There are also Railway earth-works in the Khándesh and Sholápur Districts.

(*e*) *Physical condition of the people.*—Generally good; but a few cases of cholera and small-pox are reported to have occurred in the Bijápur and Sholápur Districts. Measures have been taken to prevent the spread of the diseases.

(*f*) *Deaths (if any) from starvation.*—Nil.

(*g*) *Food stocks.*—Generally sufficient.

(*h*) *Importation of grain.*—Generally sufficient. It is reported that in Sátára the imports of grain are increasing and in Khándesh they are larger than they were three months ago. In Bijápur there is comparatively very little grain imported or exported.

(*i*) *General condition and prospects of affected areas.*—In Sholápur there was an appreciable increase in the numbers on relief works during the month. In Sátára and in parts of Khándesh there has also been a steady increase in the numbers applying for relief. In Bijápur there is now very little employment for labourers on ordinary agricultural operations, but the recipients of tagái have employed large numbers. The reports for Poona point to increased stress in the west.

(*j*) *Changes in rates of wages.*—The wages given depend on the prices of the staple food-grains. In Bijápur the rates of wages and prices are steady. In Sholápur there was a slight rise in the prices of food-grains, the maximum and minimum wages paid in that district being 2 annas and 7 pies and 1 anna and 3 pies respectively. The maximum and minimum wages in the Ahmednagar District were 2 annas and 1¼ annas respectively. Copies of statements showing the rates of wages in Khándesh and Sátára are appended.

J. MONTEATH,

Chief Secretary to Government.

Bombay Castle, 21*st April* 1897.

No. 1259-F., dated Bombay Castle, the 1st June 1897.

From the Honourable Mr. J. Monteath, I.C.S., Chief Secretary to the Government of Bombay, Revenue Department, to the Secretary to the Government of India, Revenue and Agricultural Department.

In accordance with No. 2 of the rules circulated with the Resolution of the Government of India, No. 5-48, dated 2nd March 1892, and printed in Appendix II. of the Bombay Famine Relief Code, I am directed to submit for the information of that Government the famine reports for the month of April 1897 from the Collectors of all the affected districts where relief measures are in progress. The reports are in the form prescribed by Rule VI. of the rules mentioned above. As there is no change in the affected areas no maps have been sent with this letter.

Monthly Famine Statement E. for the four weeks ending Saturday evening the 24th April 1897.

District.	Area in Square miles.	Population in thousands.	Affected Area in Square miles.	Estimated Population, in thousands, of col. 4.	Numbers on Relief Works on last day of month.						Numbers on gratuitous relief.	Price of one or more principal Food-grains in pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowári.	Bájri.	Wheat.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Poona	5,349	1,068	2,987	488	3,576	7,831	2,287	743	4,283	18,720	7,154	18·25	15·90	
Sátára	4,825	1,225	4,095	1,162	1,937	9,194	4,301	325	5,479	21,236	3,045	18·29	16·54	
Bijápur	5,627	796	5,627	796	2,809	19,265	12,802	2,980	15,063	52,919	24,116	20·15	...	
Khándesh... ...	10,700	1,430	10,700 (but area specially affected 1,700).	1,430 partly, but 250 specially.	1,853	6,757	3,315	3,761	5,334	21,020	5,703	17·00	...	
Sholápur	4,542	750	4,542	750	17,174	44,544	10,454	1,917	24,232	98,321	30,374	19·98	17·40	
Ahmednagar ...	6,645	888	6,645	888	3,218	3,896	18,286	14,853	10,647	50,900	(1) 27,544	18·44	15·40	(Wheat) 14·20
Násik	5,817	843	5,817	843	7,415	8,989	624	757	4,067	21,852	5,701	18·10	16·82	(Nágli) 19·15
Belgaum	4,674	1,013	1,642	353	967	3,039	1,175	869	2,916	8,966	2,977	22·00	21·00	(Rice) 17·00
Total... ...	48,179	8,013	42,055	6,710	38,949	103,515	53,244	26,205	72,021	293,934	106,614	19·02	17·18	(Wheat) 14·20 (Nágli) 19·15 (Rice) 17·00

NOTE.—(1) This figure shows the daily average number for the week ending 24th April 1897, as the number on the last day of the period under report has not been given.

J. MONTEATH,

Chief Secretary to Government.

Monthly Famine Statement F. for the four weeks ending Saturday evening the 24th April 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of Relief Works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April 1896.			Advances from 1st April 1896 up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	On other works.	On large works.	On other works.	Date up to which account is made up.	Rupees, omitting 000.		Land Improvement Act.	Agricultural Loans Act.	Rupees, omitting 000s.
								On relief works.	On gratuitous relief.	Rupees, omitting 000s.	Rupees, omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Poona	102,467	14th January 1897	56,114	8,346	46,883	8,346	24th April 1897.	198*	37	201	2	
Sátára	75,000	...	88,272	...	72,547	...	Do. ...	193	24	210	...	
Bijápur	108,658	20th January 1897	81,338	7,393	11,576	7,000	Do. ...	700	139	931	30	
Khándesh	45,000	1st February 1897	58,702	16,004	42,035	16,004	Do. ...	262	40	130	15	
Sholápur	120,000	30th March 1897	104,562†	18,000†	100,000‡	18,000†	Do. ...	663	146	320	2	
Ahmednagar ...	100,000	20th June 1896	23,549	10,746	50,900		31st March 1897.	592	11‡	552	22	
Násik	52,500	10th October 1896	111,019 for six months.	...	96,000	...	15th April 1897.	218·5	44	129·4	5·9	
Belgaum	352,578	5th November 1896	168,074		168,074		30th April 1897.	26	3	391	1	
Total ...	956,203	...	523,556	60,489	369,041	49,350	...	2,852·5	444	2,864·4	77·9	
			168,074		218,974							

* Exclusive of establishment and other charges.

† The Collector reports thatthe figures in these columns are exclusive of the figures for 12 works in progress, the revised estimates of which are under preparation.

‡ The Collector reports that the expenditure on relief of dependants has not been separately accounted for. The amount entered in this column represents the expenditure incurred on gratuitous relief in villages.

Bombay Castle, 28th May 1897.

J. MONTEATH, *Chief Secretary to Government.*

REMARKS TO ACCOMPANY MONTHLY FAMINE STATEMENT IN FORM E, FOR THE FOUR WEEKS ENDING SATURDAY EVENING THE 24TH APRIL 1897.

(*a*) *Private relief.*—Private relief from the Indian Famine Charitable Relief Fund is given in Poona, Ahmednagar, Sholápur and Bijápur in the form of clothing to relief workers, recipients of the gratuitous dole and other poor people, and of extra food to the old and infirm and to children in a reduced condition. In the Bijápur district the municipalities of Guledgud, Ilkal, Bijápur and Bagálkot continue to give gratuitous relief within their limits, and grain shops for the poor have been opened in Muddebihal and Talikot.

(*b*) *Village relief.*—This kind of relief was given during the month in 500 villages in the Sholápur and in 486 villages in the Poona district. In Bijápur the total number so relieved was 259,639 inclusive of village servants and 7,957 persons relieved by municipalities. The number so relieved in Sátára was 46 on the average. The number in receipt of this kind of relief in the Násik, Dindori, Málegaon, Igatpuri, Sinnar and Niphad tálukas of the Násik district on the 24th April 1897 was 173.

(*c*) *Poor-house relief.*—The poor-houses opened at Kopargaon, Sangamner, Akola, Shrigonda and Jamkhed in the Ahmednagar district have been closed owing to the absence of demand for relief in this manner. In the districts of Sholápur and Bijápur poor-house relief continues as before.

(*d*) *General character of relief works.*—There is little to add on this subject to the report for the preceding month. As far as possible metal-breaking works are being closed and labour is being concentrated on railway earth-works or irrigation works. In the Bijápur district a large number of labourers continue to find employment on works undertaken by recipients of takávi advances.

(*e*) *Physical condition of the people.*—Generally good; in the western part of the Poona district some of the poorer people are reported to be in a somewhat reduced condition. Cholera prevailed during the month in parts of Bijápur, in 7 tákulas of Sátára and in all tákulas of Sholápur except Karmala; but except on two works in Sátára and on one work in Bijápur and Sholápur respectively there were no cases in the relief camps. Small-pox was prevalent at the end of the month in the Malsiras táluka of the Sholápur district. Measures have been taken to prevent the spread of the diseases.

(*f*) *Deaths (if any) from starvation.*—None.

(*g*) *Food stocks.*—Generally sufficient except in a few isolated villages in the Bijápur district, where it is reported that the supply is failing.

(*h*) *Importation of grain.*—Owing to the abatement of the plague the import and export traffic of the Poona City has resumed its normal course. In Sátára and Khándesh the imports have increased. As for the other districts there is no change to report.

(*i*) *General condition and prospects of affected areas.*—The numbers of people on relief works and especially of dependants have gradually decreased in most of the districts in the course of the month as a result of the introduction of kitchens for the relief of dependants and of the concentration of labourers on large works, which involves the closing of works near the homes of many. In the eastern and central parts of Poona the general condition is such that the first fall of rain will probably dispense with the need of relief being continued in any form; but in the western part, where the smaller cultivators are at the end of their resources, relief measures may have to be continued longer. At the same time the practical cessation of the plague in Bombay has enabled many labourers and others from the western tracts of Poona to go there for work as usual. In Bijápur recent rain has induced a few of the cultivators to plough their fields and large numbers of people have applied for tagai advances for purchase of seed and cattle. Scarcity of water is increasing in the Bijápur and Sholápur districts, and measures have been taken to improve the water-supply. In Ahmednagar the general condition is reported to be satisfactory.

(*j*) *Changes in rates of wages.*—In Poona, Khándesh, Ahmednagar and Násik there was no change in the rates of wages given. In Bijápur there was an increase in some tálukas owing to a rise in the prices of food-grains, while in Sholápur there was a slight fall in prices and consequent decline in the rates of wages, which varied from 2 annas 7 pies to 1 anna 2 pies. A copy of the statement showing the rates of wages in Sátára is appended.

J. MONTEATH,
Chief Secretary to Government.

BERAR.

No. 404, dated Chikalda, the 1st April 1897.

From Major R. V. Garrett, Officiating Director of Land Records and Agriculture, Hyderabad Assigned Districts, to the Secretary to the Government of India, Department of Revenue and Agriculture.

I have the honor to submit the accompanying statements prescribed by the circular of the Government of India in the Revenue and Agricultural Department, No. 5–48, dated the 2nd March 1892, for the month of February 1897, and to express my regret in not being enabled to submit them on due date owing to the late receipt in my office of District Reports.

2. Arrangements have, however, been made for the punctual submission of these statements in future, and it is hoped that the statistics required for the month of March 1897 will be despatched in time to be received by the Government of India on the date prescribed.

Monthly Famine Statement E for the four weeks ending Saturday evening, the 27th February 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Numbers on relief works on last day of month.						Number on gratuitous relief.	Price of one or more principal food grains in Pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowari.	Wheat.	—
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Square miles.		Square miles.		By Public Works, details not received.					1,765		lbs.	lbs.	
Akola	2,659	575	2,659	575	568	1,141	...	...	100	1,809	...	20	14½	
										3,574				
Basim	2,956	398	1,672	202	...	211	444	...	108	763	108	21⅓	...	
Ellichpur	2,623	316	1,649	42	six small works employing 2,118 labourers.				*Nil*	2,118	*Nil*	18	14	

AKOLA,
The 1st April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

REMARKS.

Private relief.—No private relief was afforded.

Village and poor-house relief.—Nil.

General character of relief works.—Improvement of tanks, roads, and in addition stone breaking.

Physical condition of the people.—Fair.

Deaths from starvation.—Nil.

Food stocks.—Sufficient for the present.

General.—There were larger imports of food grains than exports during the month. The effect of high prices on the poorer classes has been disastrous, food grains double their normal price and want of labour has made the labourers flock to the relief works opened, but these are insufficient to meet the wants of all. The rates of wages have been less than the Famine Code wages paid by the District Board, and the Code rate wages by the Public Works Department based on the prevailing rates of Jawar.

Monthly Famine Statement E. I. for the four weeks ending Saturday evening the 27th February 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Monthly death rate.	Deaths due to starvation.	REMARKS.
1	2	3	4	5	6	7	8
Akola	2,639 square miles.	575	2,659 square miles.	575	Information not available.	Not reported.	
Basim	2,956 square miles.	398	1,672 square miles.	202	693	1	
Ellichpur	...	Return not	submitted.				

AKOLA,
The 1st April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th February 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of Relief Works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April.			Advances from 1st April up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	On other works.	On large works.	On other works.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Agricultural Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Akola	1,90,000	8th February 1897	1,765	1,869	6,235	1,341	27th February 1897.	2	*Nil.*	5	...	..
Basim	93,000	8th January 1897	457,143	375,771	457,143	367,840	27th February 1897.	The expenditure, *i.e.* (Rs. 777) being below Rs. 1,000 has been omitted in these columns.		...	...	...
Eliichpur	No serious famine apprehended.	No programme was submitted.	..	...	...	..	...	...	...	*Nil.*	*Nil.*	...

AKOLA;
1st April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

No. 626, dated Akola, the 17th April 1897.

From Major R. V. Garrett, Officiating Director of Land Records and Agriculture, Hyderabad Assigned Districts, to the Secretary to the Government of India, Revenue and Agricultural Department.

In continuation of this office letter Camp No. 404, dated the 1st April 1897, I have the honour to submit the accompanying statements prescribed by the circular of the Government of India in the Revenue and Agriculture Department, No. 5-48, dated the 2nd March 1892, for the month of March 1897.

2. I regret that the returns are most incomplete, due to the information required in respect of the Akola, Amraoti and Buldana districts not having been supplied by the respective Deputy Commissioners, but the necessary particulars will be forwarded to you directly they are received in my office.

Monthly Famine Statement E for the four weeks ending Saturday evening, the 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Numbers on relief works on last day of month.						Number on gratuitous relief.	Price of one or more principal food grains in Pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowari.	Wheat.	——
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Square miles.		Square miles.											
Akola					Return not submitted.									
Amraoti					Return not submitted.									
Basim	2,956	398	1,672	202	18	11	848	...	249	1,126	197	19½	...	...
Buldana					Return not submitted.									
Ellichpur	2,623	316	1,649	42	...	7 small relief employing	road works 2,507.		...	2,507	...	14 lbs.	8½ lbs.	...

AKOLA :
The 17th April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

REMARKS.

1. Private relief	*Nil.*
2. Village and poor-house relief	489.
3. General character of relief works	Improvement to ghats and roads, cleaning tanks and drainage channels.
4. Physical condition of the people	Fair.
5. Deaths (if any) from starvation	*Nil.*
6. Food stocks	Sufficient for the present.
7. Importation of grain	Jowari is being imported from H. H. the Nizam's dominion.
8. General condition and prospects of affected area.	Bad.
9. Changes in rates of wages and others ...	No material change.

Note.—The above remarks refer to the Basim District only.

Monthly Supplementary Famine Statement E. I. for the four weeks ending Saturday evening, the 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Monthly death rate.	Deaths due to starvation.	Remarks.
1	2	3	4	5	6	7	8
Akola	Information not received from Deputy Commissioner.						
Amraoti	Ditto	ditto	ditto				
Basim	2,956 square miles	398	1,672 square miles	202	592	...	
Buldana	Information not received from Deputy Commissioner.						
Ellichpur	Ditto	ditto	ditto				
Wun	...	...	..	...	...	...	

AKOLA :
The 17th April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th March 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of Relief Works.			Number for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April 1896.			Advances from 1st April up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	On other works.	On large works.	On other works.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Agriculturists Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Akola				Information not received from			Deputy Commissioner.					
Amraoti				Ditto	ditto	ditto.						
Basim	93,000	8th January 1897	457,143	375,771	457,143	332,228	27th March 1897.	The expenditure under both heads of relief collectively amounted to Rs. 3,000.				
Buldana				Information not received from			Deputy Commissioner.					
Ellichpur	No serious famine apprehended.	No programme submitted as yet.	...	...	...	...	...					
Wun	...	...	...	...	...	...	...					

AKOLA :
The 17th April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

No. 674, dated Akola, the 27th April 1897.

From Major R. V. Garrett, Officiating Director of Land Records and Agriculture, Hyderabad Assigned Districts, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of this office letter No. 626, dated the 17th April 1897, I have the honour to submit herewith the accompanying statements giving the supplemental information in respect of the Akola and Buldana districts for the month of March 1897, as prescribed by Appendix II. of the Famine Code.

Monthly Famine Statement E for the four weeks ending Saturday evening the 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Numbers on relief-works on last day of month.						Numbers on gratuitous relief.	Price of one or more principal food-grains in pounds per rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowari.	Wheat.	——
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Akola	2,659	575	2,659	575	1,403	2,511	1,284	514	542	8,756*	...	18, 19 and 20 lbs.	...	* The difference between columns 6 to 10 and column 11 is due to details for the following not having been received— Shahnur River ... 1,976 Akola stone-breaking 160 Bodkha stone-breaking. 106 Khadki stone-breaking. 260 Total ... 2,502
Buldana	2,809	481,000	No particular part of the district is affected, but the labouring classes and low castes are suffering throughout.	...	...	...	...	...	...	1,590	Not reported correctly	18	14	If these be added to details the total will agree.

AKOLA,
The 27th April 1897.

R. V. GARRETT, *Major*,
Officiating Director of Land Records and Agriculture.

Akola District.

No private relief had been afforded in the district.

Four poor-houses were opened in the district during the month.

The relief works opened out and continued were :—

Diversion of Shahnur nalla, Tank at Erandleh, Telhárá-Arsul road. Breaking stones at Akola stone quarry, Bodkha, Khadki, Kanberi, Barsi, Takli, breaking stones for Paras-Ballapur-road, breaking stones for roads in town Jalgaon and removing silt from the Janoona Tank.

The physical condition of the labourers is fair.

One death from starvation is reported. The food stock in the district is sufficient but prices are high.

There were larger imports of food-grain than exports during the month.

The effect of high prices on the poorer classes remains unchanged, *i.e.*, disastrous.

The rates of wages have been paid according to the Famine Code.

Non-working children and adult dependants were not paid during the month.

Monthly Supplementary Famine Statement E.I. for four weeks ending Saturday evening, 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Monthly death rate.	Deaths due to starvation.	Remarks.
1	2	3	4	5	6	7	8
Akola	2,659	575	2,659	575	1,008	1	
Buldana	2,809	48,100	No particular area is affected, but the labouring classes and low castes are suffering throughout.		...	1	The deceased was a purdesi, name and country unknown. He had wandered to Nandura when he was found and taken to hospital where he died. Nothing has been ascertained about him.

AKOLA,
The 27th April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th March 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of relief works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April 1896.			Advances from 1st April up to end of month under		Revenue suspended.
		Date of past programme.	On large works.	On other works.	On large works.	On other works.	Date up to which amount is made up.	Rupees omitting 000s.		Land Improvement Act.	Agricultural Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Akola	190,000	8th February 1897	5,871	2,885	4,300	250	Municipal Committee, Khamgaon, and District Board, 27th March 1897.	11	...	13	...	
Buldana	Not reported.	...	...	...	1,000	3,000	27th March 1897.	2	1	8	...	

Column 9 does not include amount spent on works carried out by the Public Works Department.

AKOLA:
The 27th April 1897.

R. V. GARRETT, *Major*,
Offg. Director of Land Records and Agriculture.

No. 130, dated Hyderabad Residency, the 26th May 1897.

From Arthur F. Pinhey, Esq., C.S., Secretary for Berar to the Resident, Hyderabad, to the Secretary to the Government of India, Department of Revenue and Agriculture, Simla.

Referring to letter No. 674, dated the 27th April 1897, from the Director of Land Records and Agriculture, Hyderabad Assigned Districts, to your address, and in pursuance of the instructions conveyed in Mr. Holderness' letter No. 1104-F., dated the 21st April 1897, I am directed to submit the monthly statements relating to the Amraoti District for the month of March 1897, prescribed in the circular of the Government of India in the Department of Revenue and Agriculture, No. 5—48, dated the 2nd March 1892.

2. The report for April 1897 has had to be returned for revision, and the revised report will be submitted to the Government of India as soon as it has been received from Berar.

Monthly Famine Statement E for the four weeks ending Saturday evening, the 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief-works on last day of month.						Number on gratuitous relief.	Price of one or more food-grains in pounds per rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowari.	Wheat.	——
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Amraoti	2,759	655	2,759	655	...	553	928	4	428	1,913	121	18	14	

(Sd.) R. MANDUIT,

for *Deputy Commissioner*,

Amraoti District.

REMARKS.

(1) Private relief; village and poor-house relief.	(1) There were two Government poor-houses during the month. The poor-houses were not open during the whole month. Besides the Government poor-houses there were two so-called poor-houses kept up by private subscriptions, where cooked food was distributed. In some villages private relief was afforded.
(2) General character of relief-works.	(2) Water supply and road-making. Three relief-works were started during the month.
(3) Physical condition of the people.	(3) Generally good. Many of these coming from the surrounding districts of the Central Provinces are incapable of labour and are in receipt of gratuitous relief, both Government and private.
(4) Food-stocks.	(4) Sufficient.
(5) Importation of grain.	(5) 56,094 maunds of food-grain were imported by rail during the period. Statistics for road-borne imports not available.
(6) General condition and prospects of affected area.	(6) Famine will cease altogether after a good fall of rain.
(7) Changes in rates of wages.	(7) No change. Jowari was taken as the basis of calculation.
(8) Deaths from starvation.	(8) Not reported. Will be furnished in future returns, but probably very few, if any.

Monthly Famine Statement E-1 for the four weeks ending Saturday night, the 27th March 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Monthly death rate.	Deaths due to starvation.	REMARKS.
1	2	3	4	5	6	7	8
Amraoti	2,759	655	2,759	655	2·5 per million	*Nil.*	The death-rate is much below the average.

(Sd.) R. MANDUIT,
for *Deputy Commissioner,*
Amraoti District

Monthly Famine Statement F. for the four weeks ending Saturday evening, the 27th March 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of Relief-works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April 1897.			Advances from 1st April 1897 up to end of month under		Revenue Suspended.
		Date of last programme.	On large works.	On other works.	On large works.	On other works.	Date up to which account is made.	Rupees. On relief works.	Rupees. On gratuitous relief.	Land Improvement Act. Rs.	Agriculturists Loans Act. Rs.	Rupees.
1	2	3	4	5	6	7	8	9	10	11	12	13
Amraoti	35,000	Not known. The relief-works were commenced from 1st March 1897.	5,000	350	5,000	5,000	27th March 1897.	3,301	178	24,725	1,975	Nil.

(Sd.) R. MANDUIT,
for *Deputy Commissioner,*
Amraoti District.

Extract from the Proceedings of the Government of India in the Department of Revenue and Agriculture (Famine), No. $\frac{20\text{-}F.}{157-1}$, *dated* 12*th May* 1897.

RESOLUTION.

The Government of India, being anxious to collate for future guidance the experience obtained during the present famine in different parts of India in the conduct of famine relief works, have decided to depute for a few weeks an officer with special qualifications to visit the provinces in which relief works are in progress, and with the permission of the several Local Governments to inspect typical works and to make such enquiries as he finds necessary. While there is no doubt that in the present famine everywhere relief operations on an immense scale have been conducted with much greater completeness and facility than on any previous occasion, the very precision and completeness of organization has in more than one province given rise to difficult problems. The two principles underlying the relief work system is on the one hand to give employment suited to their capacity to those who would otherwise starve, and on the other hand to offer no inducements to those who can otherwise support themselves to come upon the State for relief. These two principles prove difficult to reconcile in practice, and expedients have been adopted in different places which more or less involve modifications in the provincial Famine Codes, and which, so far as the Government of India have been able to ascertain, have been attended with varying degrees of success. It is desirable that these experiences should be gathered up while they are still fresh, and that difficulties in the working of the present codes which have been brought to light should be investigated by an officer placed in a position to compare the relief work systems of different provinces.

2. The officer whom the Government of India propose to depute for the purpose is Mr. T. Higham, C.I.E., Deputy Secretary to the Government of India in the Department of Public Works. Mr. Higham will use his own discretion as to the scope of his enquiry, but among the matters to which he will particularly direct his attention the following may be specified. The general character, size and permanent utility of the relief works in progress or held in reserve; the system of management and supervision adopted; the place respectively held in the scheme of relief operations by relief works managed by the Public Works Department and by relief works managed by civil officers; the sufficiency of the staff at the disposal of the Public Works Department to meet the demands upon the Department; the respective limits of the authority of the Public Works officer in charge of a relief work and of the civil officer associated with him; the character and sufficiency of the labour and other self-acting tests imposed on the relief workers; the ratio borne by the tasks exacted to the work commonly performed by labourers under ordinary conditions; the mode of classifying, and the rates of wages received by, the relief workers; the nature of the provision, by money doles or relief kitchens, made on the works for dependants and non-working children; the extent to which it has been found practicable to allow piece-work for special gangs or in special localities, and the conditions under which it has been introduced or has proved preferable to task work. As complaints have been made by railway administrations and private persons that on account of the popularity of famine relief works among the labouring classes, difficulty has been experienced by them in obtaining labour this year under ordinary contract conditions, Mr. Higham will also endeavour to ascertain whether there is any truth in these complaints, and what (if any) are the causes which give popularity to Famine Code relief works, and what precautions have been taken to prevent them from competing improperly with ordinary public works on which able bodied and efficient labourers may earn even with grain-prices at their present level a wage sufficient to support themselves and their families.

3. Mr. Higham's duties will be strictly confined to those of an officer deputed by the Imperial Government to inspect, and to obtain information from Local Governments and from authorities authorised by them to communicate with him. He will not interfere in any respect with the administration of famine relief, nor will he offer advice or suggestions to Local Governments on any matter coming

under his observation except at their request. He will address his reports direct to the Government of India, but, if so requested by a Local Government he will communicate to it for information an advance copy of his report on the relief works of the province. The Government of India wish it to be clearly understood that they have complete confidence in the ability of all the Local Governments to conduct their relief system successfully and economically in accordance with the recognised principles of famine relief, and that they do not contemplate any action which would fetter Local Governments in any respect or relieve them of the responsibility placed upon them by the local Famine Codes. But the present year is the first in which the rules for the conduct of relief works formulated on the report and recommendations of the Famine Commission have been put to practical test on a large scale simultaneously in all parts of India, and in which a comparison of their actual working in different provinces can be effectively made. Having regard to the magnitude of the operations now in progress and to the fact that the expenditure on famine relief works approaches 50 lakhs of rupees a month, the Governor-General in Council considers that the collection of information by an officer specially qualified is highly desirable and feels sure that Local Governments will gladly afford him all facilities in the matter.

4. Mr. Higham's deputation will commence on his arrival in Bombay on the 15th of the month, on return from privilege leave. It will be convenient that he should visit the relief works in the Bombay Presidency before proceeding to the Upper Provinces, and he accordingly has been directed to report himself on arrival to the Government of Bombay. He has also been instructed to communicate the dates of his tour in advance to the several Governments.

ORDER.—Ordered that a copy of this Resolution be forwarded to Mr. T Higham, C.I.E., Deputy Secretary to the Government of India, Public Works Department, for information and guidance and to the Local Governments and Adminstrations noted in the margin for information.

Secretary to the Government of Madras.
" " " " Bombay.
" " " " Bengal.
" " " " the N.-W. P. and Oudh.
" " " " the Punjab.
" " " " Burma.
Chief Commissioner of Central Provinces.
Resident at Hyderabad.

Ordered also that copy be forwarded to the Foreign, Finance, and Public Works Departments, for information.

By order,

T. W. HOLDERNESS,

Depy. Secy. to the Government of India.

Famine, No. 28, Simla, the 28th April 1897.

Letter from His Excellency the Governor-General of India in Council, to the Right Honourable Lord George F. Hamilton, Her Majesty's Secretary of State for India.

MY LORD,

In continuation of our Despatch No. 15 (Famine), dated the 17th March 1897, we have the honour to forward returns of the mortality in each Province in which distress exists. The returns show the monthly death-rates up to the end of February for all Provinces excepting Madras and the Berars. From the two Provinces last named the special return for February is still due.

2. In our telegrams of the 16th and the 23rd April we have already, in accordance with Your Lordship's request, reported the mortality in January and February of those districts in which the rate is much in excess of the normal. We now enclose, for Your Lordship's information, copy of a letter* from the Chief Commissioner of the Central Provinces regarding the high death-rate of some of the districts in that Province. The Chief Commissioner is unable at present to

*No. 638C., dated 15th April 1897.

assign any special reason for the very high mortality in the Jubbulpore district, especially in the Murwara sub-division, beyond the fact that distress is there more intense than in any other part of the province. In accordance with our instructions a special inquiry is being made by the district authorities in communication with the Sanitary Commissioner, with a view of separating the deaths of residents of the district from those of wanderers and of ascertaining the particular registration circles in which mortality has been exceptionally heavy. As exaggerated statements as to the number of deaths occuring in India in the present season of distress not unfrequently appear in the public press it may be well to point out that the population of the Murwara Tahsil is only 173,000, of the entire Jubbulpore District 758,000, and of the Mandla District 339,000. An extraordinarily high death-rate, in a small area for a portion of the year does not imply so great a destruction of life throughout India through distress as is sometimes assumed. We do not in any way seek to minimise the concern with which exceptional mortality in any area however small should be viewed, but we think that the relative proportion of things is sometimes lost sight of. In spite of wide prevailing scarcity and distress the present monthly death-rate of British India as a whole shows little excess over the normal.

3. In the concluding paragraph of the Chief Commissioner's letter in which it is stated that the scheme of relief operations in the Murwara sub-division of the Jubbulpur District has been revised with a view to reach every part of the area, we may mention that besides strengthening the Civil, the Medical and the Public Works staff, we have placed at the disposal of the Chief Commissioner the services of twelve commissioned military officers to aid the civil authorities of the more distressed districts in the work of inspection and the superintendence of relief-works and gratuitous village relief. This form of assistance has been found to be of the utmost value both in the Central Provinces and in the North-Western Provinces and Oudh, and we are prepared to at once increase the number of officers deputed to the Central Provinces should the Chief Commissioner think that more could be usefully employed. He considers that at present the staff at his disposal is in all respects sufficiently strong, and that adequate measures of relief have been taken in all the distressed districts. We believe that this is the case and we do not consider that the existence of a high rate of mortality in a district necessarily indicates that the relief arrangements are insufficient. In the North-Western Provinces and Oudh, where from the first a very powerful staff has been at the disposal of the Local Government, where communications are excellent and all other circumstances are favourable, and where relief has been administered with the utmost completeness and thoroughness, the death-rate of several districts has been persistently above 50 per mille per annum, and this high rate is held by the Lieutenant-Governor to be sufficiently explained by the exceptional character of the year and by the severity of the distress which the Government is striving by all the means at its command to mitigate. In the Central Provinces the difficulties of the situation are very much greater. It is not only a question of organising relief but of inducing the people to avail themselves of it. The population is sparse in many parts and the areas to be explored by the relief officer large and difficult of access. The wilder tribes are prone to wander and to subsist on unwholesome food. Much of the excess mortality in the Central Provinces has occurred in poor-houses and in relief centres, to which exhausted wanderers congregate or are consigned by the police and the relief officers. Immigration from Native States has now, it is reported, been greatly stopped, but in the past this has also swelled the poor-house population and the mortality of poor-houses and relief centres. A good deal has also been done to induce the wild forest tribes to come to the relief-works, and to accept other forms of relief. For these reasons we are disposed to think that the mortality may diminish in the immediate future, though should it continue, we should not consider that it necessarily implied a failure on the part of the administration. We have, as we have already said, taken the utmost care to satisfy ourselves that all that can be done to relieve the unavoidable privations of the people is being done by the Chief Commissioner and his officers.

We have the honour to be,

(Signed) ELGIN,

&c., &c.

(ENCLOSURES WITH THE ABOVE.)

No. 638-C., dated Pachmarhi, the 15th April 1897.

From M. W. Fox-Strangways, Esq.. I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of my letter No. 476-C, dated the 25th March 1897, I am directed to submit a statement, received from the Sanitary Commissioner, showing the mortality statistics of the Central Provinces for the month of February 1897. The delay which has occurred in the submission of this statement, and which the Chief Commissioner regrets, has been partly due to the necessity for scrutinizing some of the very high figures reported.

2. The Murwara registering circle (the Murwara tahsil of the Jubbulpore District) again shows by far the highest death-rate, the excess over the normal being 14·0, and over last month's figure 5·9. Mandla also, and the remainder of the Jubbulpore District, show large excesses over the normal figure, though in the case of Jubbulpore there has been no increase over the rate reported for January. Seoni, Balaghat, Saugor and Damoh all show high rates, though in all four the rates are below those of January. In all these latter districts, however, the distress is, it is well known, acute, and the rates are not higher than might be expected under the circumstances. As regards the first three, I am to say that in Mandla no less than 363 deaths occurred from cholera, and that if these be deducted the death-rate falls to 5·4 per mille. In this district, one of the most severely distressed in the Provinces, the administration of relief is, owing to the large area to be dealt with, the imperfect means of communication, the scattered population, and the shy and suspicious character of the aboriginal tribes, particularly difficult.

3. There remain the two registering circles forming the Jubbulpore District. In these also cholera has been present, but not to an extent that would appreciably affect the figures. The Chief Commissioner is not at present in a position to assign any special reason for the very high mortality in this district beyond the fact that the distress there is undoubtedly more intense than in any other part of the Provinces. But I am to submit, for the information of the Government of India, copy of my letter No. 581-C., dated the 9th April 1897, from which it will be seen that a special enquiry, as suggested in your letter No. 904—26-11-F., dated the 24th March 1897, has been ordered. I am further to say that the Murwara tahsil has recently been visited by the Commissioner and the scheme of relief operations thoroughly revised with a view to reach every part of the area, and that Mr. Lyall hopes to visit it himself before the end of the current month.

No. 581-C., dated the 9th April 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Officiating Chief Secretary to the Chief Commissioner, Central Provinces, to the Commissioner, Jubbulpore Division.

With reference to paragraph 6 of Mr. Anderson's summary of the district reports accompanying the monthly Famine statements A and B for the Jubbulpore Division for February last, in which he deals with the mortality of each district in January as a whole, and the deaths specially ascribed to privation in particular, I am directed to forward an extract (paragraph 3) from a letter No. 904—26-11-F., dated the 24th March 1897, from the Government of India, in the Revenue and Agricultural Department, in which they ask that some further enquiry should be made into the high death-rate prevailing in the Jubbulpore District in January.

2. The recent instructions (conveyed in Mr. Priest's circular No. 1400, dated the 4th March, subsequently revised and supplemented on the 31st March) regarding the return of mortality in distressed districts will have supplied full information for each reporting circle for the month of March; but the Chief Commissioner thinks that the enquiry now ordered should include, not only the

month of January, but also that of February as well. The enquiry should be made in communication with the Sanitary Commissioner. The returns of each circle should be examined, and the deaths for each classified by clauses as in the usual monthly statements ; but in addition to the details thus given, those regarding deaths in poor-houses and those ascribed to want of food, as set forth in paragraph 4 of circular No. 1400, should be reported.

3. It will, the Chief Commissioner hopes, be found possible to distinguish deaths of wanderers from those of the resident station house population ; and in the case of deaths in poor-houses to distinguish (*a*) immigrants from Native States, (*b*) immigrants from the North-Western Provinces, and (*c*) immigrants from other Central Provinces districts from deaths of residents of the district. These details should all be ascertainable from the poor-house registers. Whether in the case of relief centres this information can be given the Chief Commissioner does not know ; but if it can it should be. Any additional temporary establishment that may be needed for the purpose of abstracting and compiling this information may be entertained as you may find necessary.

4. The results of the enquiry should be laid before the Sanitary Commissioner, who will favour the Chief Commissioner with any observations upon them resulting from his examination, as desired by the Government of India. I am to request that the matter may be taken in hand as soon as possible.

Statement showing the death-rate for the month of February and ten previous years.

District.		Death-rate per mille for the month of February 1897.	Average death-rate per mille for ten previous years.	Excess over normal.	Total deaths from starvation.	Remarks.
Jubbulpore Division.	Sangor ...	4·9	2·7	2·2	Complete and reliable information not available. Steps have been taken to obtain these statistics in future.	
	Damoh ...	4·3	2·5	1·8		
	Jubbulpore ...	6·9	2·1	4·8		
	Murwara ...	16·5	2·5	14·0		
	Mandla ...	7·1	2·0	5·1		
	Seoni ...	4·4	1·9	2·5		
Nerbudda Division.	Narsinghpore	4·0	2·3	1·7		
	Hoshangabad	3·2	2·7	·5		
	Nimar ...	3·3	2·7	·6		
	Barhanpore ...	2·0	2·2	—·2		
	Betul ...	3·5	2·5	1·		
	Chhindwara	2·1	2·2	—·1		
Nagpur Division.	Balaghat ...	4·8	1·7	3·1		
	Bhandara ...	2·6	1·7	·9		
	Nagpur ...	1·8	2·1	—·3		
	Wardha ...	1·7	2·5	—·8		
	Chanda ...	1·7	2·0	—·3		
Chhattisgarh Division.	Raipur ...	2·2	1·8	·4		
	Bilaspur ...	3·9	1·7	2·2		
	Sambalpur ...	1·9	2·1	—·2		

(Famine, No. 33) Simla, the 18th May 1897.

From the Government of India to the Secretary of State for India.

My Lord,

In paragraph 8 of Your Lordship's Revenue Despatch No. 10, dated 15th January 1897, you wrote as follows :—

"I agree in your view, which was that expressed by the Famine Commission, that the trade as a whole can supply the food demand better and more effectively than Government could; and if reliance is placed on the trade, its operations so long as they are effective, must not be subjected to competition by Government agency. No doubt careful watch will be kept by your Government, not only on the food supply generally, but its local distribution. The area in India possessing a surplus of food is unhappily not so extensive this year as it was in 1876–77."

Subsequently you enquired, in your telegram dated 3rd February 1897, what our latest information was as to the food-stocks of India, and what measures we contemplated in case we were not satisfied that they were both sufficient for any probable emergency, and capable of timely distribution. To this enquiry we sent a brief telegraphic reply on the 6th February 1897. But the subject is one of such capital importance that we think it right to lay the facts and our views in the matter before Your Lordship with greater fullness than is possible in a telegram. We need hardly assure you that it is also one which has for many months past engaged our anxious attention.

2. As regards the internal distribution of such supplies as are in the country, we feel no anxiety whatever. Nothing has been more striking in the development of the present famine than the manner in which advantage has been taken by private trade of the improved railway communications, the promptitude with which grain has been moved from one part of the country to another in response to local fluctuation of prices, and the practical uniformity of rates which consequently prevails over the whole of Northern and Central India, the rates current in the most severely distressed tracts differing but little from those prevailing in neighbouring districts where no failure of crops has taken place. There are no doubt isolated localities to which, owing to the existence of special local conditions, this general rule does not apply. But they are not so numerous or so extensive as to present any serious difficulty in dealing with them. We have already, in our letter to the Bengal Government, of which we enclose a copy, and which has been communicated to Local Governments for information and guidance, laid down the circumstances under which interference with private enterprise is allowable and necessary, and have given the provincial authorities full discretion to take such action as may be requisite. We believe that they are fully alive to the importance of the subject; and already in several instances which have come to our notice steps have been taken to supplement in special localities the deficient activity of the local traders. We have arranged for the collection and publication of weekly figures showing the exports and imports of food-grains and pulses by rail and river for every district in India; and under the circumstances already explained, any sudden rise of prices materially above the rates prevailing in surrounding districts would at once attract attention, as indicating a failure of the local machinery of supply.

No. 104 of 4th January 1897.

3. The problem of estimating the extent and sufficiency of the general food-stocks of the country as a whole is far more difficult. Estimates of production and consumption, when applied to an infinite variety of conditions, must necessarily be of the roughest description; and it is practically impossible to obtain reliable statistics of the actual stores of grain which are held at any moment by the people. Any attempt on the part of Government to institute a formal and detailed inquiry on the point would not only tend to the true facts being carefully concealed and misleading information supplied, but would also create apprehension in the minds of native traders as to the intended action of Government, which would probably have the most disastrous results. At the same time, a very fair idea of the general sufficiency of stocks may be arrived at by quiet but persistent local enquiry, by watching the course of trade and prices, and by consulting the great dealers who have means of ascertaining the facts which we do not possess, and who will not misunderstand the object of our questions. Of

these sources of information we have availed ourselves to the full, and shall continue to do so; and the general conclusion at which we have arrived is that the existing food-stocks, replenished by the spring harvest which is now entering the market, and supplemented, as they have been, from the surplus rice-stocks of Lower Burma, will certainly suffice to carry us through until the next autumn harvest, with a considerable margin in hand. If the grain traders of the country believed that it was entirely dependent on the next autum harvest for its food from autumn to spring, not only would prices, in the face of so grave a risk, be very greatly higher than they are at present, but there could be none of that tendency to fall, which is now apparent in all the great provinces of India, except Bengal.

4. The grounds on which we base this conclusion may be briefly summarised as follows:—

In the Punjab the stocks in hand before the ingathering of the autumn harvest of 1896 were computed by the Director of the Land Records Department to be enough to carry the province over till the middle of April 1897. Since that estimate was made the autumn harvest has been returned at two-thirds of an average yield, regard being had both to the restricted sowings and to the exceptionally poor yield in many parts of the province, and this yield has been computed to have provided additional food for the population for about three months. Detailed statistics of the area under cold weather crops in the province in 1896–97 have not yet reached us, but approximate estimates show that in many districts the area under crop represents a very considerable proportion of the normal area, and that owing to timely rainfall in March and April the harvest in the northern districts is better than was at one time expected. Our latest information is that as the new grain finds its way into the market from the threshing floors prices are now falling throughout the province. As the food-grain production in the Punjab is in ordinary years largely in excess of the requirements of the province, as shown by a net average export of 500,000 tons a year, it may be reasonably inferred that last year's autumn harvest and the present spring harvest, added to the stocks existing in September last, will not only suffice for the requirements of the province till the next autumn harvest is reaped, but will leave a considerable margin for export to other provinces.

5. In the North-Western Provinces and Oudh the outturn of the cold weather crop just harvested is estimated, regard being had both to condition and area sown, at two-thirds of the normal. This will represent at least four months' food-supply for the population of the province. The province, which in ordinary years produces, according to the returns of imports and exports, a moderate food-grain surplus, has during the last two years been importing, and is still importing, from other provinces. But even before the harvesting of this year's cold weather crop considerable food-stocks were believed to exist with grain-dealers, and with agriculturists in the fertile canal districts. It may therefore be inferred that, with the addition made to those stocks by the present harvest, there will be sufficient food in the province as a whole till the next rain crop. The Government of the North-Western Provinces and Oudh has no anxiety on this head. It may be mentioned that since January last the imports of Burma rice into the Bundelkhand Districts and into Southern Oudh have been on a large scale. For the four months ending the 30th April 75,000 tons, or food-supply for $1\frac{1}{4}$ millions of persons for the period, have been so imported, and the monthly famine reports show that Burma rice is largely sold in the relief camps and has made its way into the village bazaars. This may indicate the exhaustion of local food-stocks in the particular districts of the province where the import has been largest, and we believe that up to the recent harvest this was the case. But it also indicates that other districts outside this distressed area have not been drawn upon to supply this deficiency from their reserves to the same extent as they would if private trade had not resorted to Burma.

6. In Bengal the yield of the great rice crop of the province has been very poor The crop, including both the autumn and the winter rice, occupies about 40 million acres, and in ordinary years represents over 20 million tons of cleaned rice. In the present season the yield on a somewhat smaller area is returned by the Agricultural Department at 9 million tons, the deficiency below the normal

being put at no less than 11 million tons. The agricultural returns of Bengal are less reliable than those of other provinces, and it is possible that the rice crop has been somewhat better than is reported. But whether this be the case or not, all the evidence before us tends to prove the existence of considerable stocks of rice in the country, apart from the winter crop of 1896–97 which in any event must represent several months' food-supply. Burma rice has been steadily imported into Behar since January last, the total imports for the four months ending the 30th April aggregating 45,000 tons and representing food for three-quarters of a million of the population for that period. This has undoubtedly helped to steady prices in the affected districts. Throughout Behar the cold weather crops of wheat, barley and peas, which were harvested in March and April last, were fully up to the average, though owing to the dryness of the soil in October the area sown was below the normal. Allowing for deficiency in area the outturn has been returned at two-thirds of the average. Though these crops are relatively of less importance in the province of Bengal as a whole than in any other province, still they occupy the not inconsiderable area of ten million acres, and in particular districts—notably in South Behar and in the Bhagulpur Division—they represent one-third or one-fourth of the total food crop area. In these districts, since the new grain has come into the market, wheat is selling at 9 and 10 seers the rupee and barley at 13 and 14. These are considerably easier prices than ruled in November last.

7. In the Central Provinces the Chief Commissioner reports that though, as compared with the past, food-stocks have been considerably depleted, reserves still exist in the richer districts, and that the province as a whole is fairly well supplied. The best estimates which we can form of the effect of the recent cold-weather harvest on existing stocks is that it added to them about three months' food-supply for the total population of the province. The question is complicated by the fact that in some districts rice and other rain crops are almost exclusively grown, while in others wheat forms the staple crop. But this is a matter of distribution rather than of actual supply.

8. With regard to Madras and Bombay, the defect below the normal of the earlier and later crops of 1896–97 is undoubtedly large in the affected districts of the Dekkhan and the Carnatic. But the population is comparatively sparse, and the harvests elsewhere in Bombay and Sindh and in the southern districts of Madras have been good. Both in Bombay and Madras trade is active, and no apprehension as to a failure of food-supplies has been expressed by either Government. The question has received special attention in the former province, and Mr. Muir-Mackenzie, the Director of Land Records, in a series of notes has carefully examined the case of each district in the light of the harvests of the years immediately preceding the present scarcity, and the returns of grain imports and exports. His conclusion is that in the two years immediately preceding the present scarcity the surplus unexported production of the Dekkhan and Carnatic districts represented eight months food-supply for the population of those districts. To this must be added the reserves which must have existed at the beginning of these two years of good harvests. On these figures a harvest yield in 1896–97 of only one-fifth of the average would sufficiently supplement the accumulated stocks to feed the population till the next crop is ready in the autumn of the present year. The returns of rail-borne traffic in the Bombay Presidency appear to support the view that considerable local stocks exist, and that the imports which arrive from Guzerat and Sind are for storage at certain centres rather than for immediate consumption. These imports are on a small scale compared with the imports into the same districts in 1877.

9. As to the food-supplies of Native States, it is not possible to speak with precision. But the populations of the affected areas are not dense, and outside the affected areas prospects are good.

10. Burma this year has an exceptionally large rice crop, the surplus available for export being estimated at 1½ million tons. Our information is that the European demand for Burma rice is not excessive, and that 600,000 tons of the surplus crop still remain in Burma. Up to date nearly 300,000 tons have been imported into India. During April the imports have fallen off, and it may be conjectured that for the present the up-country traders, especially in places

where the cold weather crops are now coming into market, find themselves sufficiently stocked with the staple, or are looking for a fall in prices in Burma.

11. Apart from the above data, more or less specific in character, we attach importance to the general attitude of the trade, and to the stationary character of prices where they are not actually falling. The markets are not excited, nor are there any indications of attempts on the part of traders to buy up food-grains extensively for storage, or of unwillingness to sell. Among the cultivating class grain is to some extent being held up in view of a possible continuance of scarcity, and to this is partly attributed the slowness of prices to yield in those parts of the country where the cold weather harvest has been good. But the trade anticipates that they must come down, and in Northern India sales of wheat and barley for forward delivery are being made at rates lower than those at present prevailing. In North Behar, where fears of the failure of food-supplies were expressed some time ago, the markets are now reported to be sufficiently supplied. The trade may be right or wrong in the view it takes that between now and the setting in of the monsoon rains prices will tend downwards and not upwards, and that stocks will meet all requirements till the autumn crops mature in the usual course. But our belief is that the trade is well informed and that it correctly interprets the situation.

It must not be overlooked that export of food-grains from India to foreign countries has for months past virtually ceased, and that great economy is being everywhere exercised under the pressure of high prices by nine-tenths of the population.

12. Thus we are, to use Your Lordship's words, "satisfied that the food-stocks in India are both sufficient for any probable emergencies, and capable of timely distribution." There is indeed an emergency which, though we have every reason to believe it improbable, is not beyond the range of possibility ; and that is the failure of the next monsoon rains, and therefore of the autumn harvest, over a considerable portion of the country. We are not able to speak with confidence as to the sufficiency of the general food-stocks were this emergency to arise. In such an event, the very diffusion of surplus supply and equalisation of prices to which we have already alluded, and which, so long as the sum total of food is sufficient, relieve us of anxiety as to its local distribution, might constitute a real danger ; for instead of prices rising suddenly and alarmingly in those places where the local supply was first exhausted, and thus constituting a danger signal which could not escape notice, the local deficiency would be temporarily made up from the already scanty stocks of other parts of India, and the eventual failure of supplies would tend to be more or less general and simultaneous over the whole face of the country. If again, the nature of the season declared itself from the first, and prices at once rose to a point at which importation became profitable, and therefore active, two clear months would be available before the time at which the autumn crops would ordinarily be reaped, and up to which their failure could not affect the stocks of the country. If, however, as in 1896, the failure occurred at the end, instead of at the beginning of the monsoon, the time available for importation would be seriously curtailed. Even in that event, however, a four anna crop over the whole country (which is a much lower average than that of last year) would add to what remained from present stocks a supply equivalent to perhaps two months' consumption ; so that it seems hardly possible that, even in the worst event, failure of supplies should come upon us so suddenly that foreign supplies could not be brought into the country in the ordinary course of trade.

13. We have considered the expediency of so far departing from our attitude of absolute non-interference with the grain-trade as to import our own supplies for the population collected on the relief works, or at least to hold a reserve of grain sufficient in the event of a sudden collapse of private trade to feed the population on relief for two or three months. The relief workers and other persons receiving gratuitous aid in India now number more than 3 millions, and in the most distressed districts the proportion borne by the persons relieved by the State to the total population exceeds 10 per cent., and in exceptional cases rises to 30 per cent. In these districts the local food-stocks are smallest, and it has been urged that the Government by its relief system has intensified the scarcity and has

raised prices against that portion of the population which has not come on to the works, and that therefore it ought to undo this evil by itself importing grain from a distance and supplying the relief camps. It has also been urged that the success of the present relief system is entirely dependent on food being everywhere purchaseable by the persons relieved, that the system would cease to work if the monsoon again failed and dealers refused to sell, and that as an obvious precaution the Government should hold in reserve sufficient grain to feed the relief workers for two or three months. Our reply to the first suggestion is that, as a matter of fact, the food-supplies for relief camps are already being drawn from a distance by the energy and resource of private trade. We have mentioned above that during the last four months the imports of rice from Burma into the North-Western Provinces and Oudh have been more than sufficient to feed the entire army of relief workers in the provinces, and there is no doubt that these imports have been undertaken by private traders in direct connection with the relief camps, in reliance upon the certain market which they find there. We could not have done more than the trade has done to relieve the strain upon local stocks, and we should have done it much less effectively and much more expensively than the trade, and we should have imposed a most serious additional burden on our already overworked officers. As to the second and alternative suggestion our preliminary objection is on the score of expense. We are asked to increase our famine expenditure by possibly two crores of rupees as an insurance against an improbable contingency, with the knowledge that if the contingency does not arise we shall, by having bought in a dear and by being obliged to sell in a cheap market, lose half the money we have expended. This is a weighty, though by no means an insuperable, objection. But the real objection, in our judgment, is that any action on our part of this kind would do more harm than good, by making the trade distrustful, by introducing an unknown element into its calculations, and by creating an artificially low level of prices. However clearly we defined our intentions, the trade would be always apprehensive that the Government reserves would be poured on to the market, or that the Government would step by step be driven to extend its operations. We need not discuss the point at length as we find a close parallel in the circumstances which led the Government of India in 1877 to prohibit the Government of Madras from laying in reserves of grain during the famine of Southern India. We concur in the arguments contained in Lord Lytton's Despatch No. 36, dated 22nd September 1877, to the Secretary of State for India, in which the question at issue between the two Governments and the reasons which led the Government of India to condemn the policy of holding a reserve of grain are fully discussed.

14. In short, we are strongly and deliberately of opinion that, even in the worst conceivable emergency, so long as trade is free to follow its normal course, we should do far more harm than good by attempting to interfere. The task of supplying a deficiency in the general food-stocks of India is one which would tax severely the utmost resources of mercantile enterprise, and any amount of grain that we might be able to purchase (and, what is far more difficult, to find storage for) as direct importers, would be but an insignificant fraction of the whole requirements; while we believe that, owing to the uncertainty and apprehension which our action would inspire and to the abnormal rise in prices which the appearance in foreign markets of a wealthy Government as a purchaser would probably create, we should, for every ton which we imported ourselves, prevent, or at least postpone, the importation of many tons by private merchants. So again, as soon as the trade is convinced that the course of prices will render import profitable, import will follow as a matter of course; and for us to grant a bounty on imported grain, or to guarantee a minimum price, would be to set our own opinion as to the sufficiency of stocks and the future of prices against the opinion of those who alone are in possession of reliable information on the subject. The former at any rate of these two courses is also open to the objection that it would amount to relieving the whole population of India at the public expense without the exaction of any test. This, however, is a mere question of economy, which it would be proper to set aside if men's lives were in the balance. But there is the further and more serious objection, that unless it was definitely understood that no such assistance or inducement would be forthcoming, the trade might postpone action in the hope of forcing the hands of Government. The

intervention in specific localities which, following the Famine Commission, we recognise may be necessitated by local circumstances, is justified only by the fact that the machinery of local trade is insufficient and that the task of superseding it is not beyond the resources of Government. Neither of these considerations is applicable to India as a whole; and we therefore submit, for Your Lordship's consideration, that so long as trade is free to follow it normal course, and so far as regards the general food-supply of the country as a whole, no circumstances could apparently arise under which our intervention would not be harmful rather than beneficial.

(Signed) ELGIN,
&c., &c.

Statement showing numbers of persons on relief works and in receipt of gratuitous reliefs in the districts affected by scarcity in India.—(District details.)

No.	Name of Province and District.	Area.	Population.	FOR THE WEEK ENDING THE 17TH JULY 1897.								
				Relief Works.			Number on test works.	Total on works.	Gratuitous and Special Relief.			Grand Total.
				Workers.	Dependants.	Total.			Poor-houses or kitchens.	Village doles and other relief.	Total.	
	Madras.											
1	Cuddapah	8,723	1,272,072	85,870	2,849	88,719	...	88,719	2,768	23,147	25,915	114,634
2	Kurnool	7,514	817,811	101,562	4,570	106,132	...	106,132	7,047	31,734	38,781	144,913*
3	Bellary...	5,713	880,950	127,539	5,969	133,508	...	133,508	3,416	19,268	22,684	156,192
4	Anantapur	5,461	727,725	60,287	3,323	63,610	...	63,610	657	9,464	10,121	73,731
5	Ganjam	8,369	1,896,803	35,466	247	35,713	1,199	36,912	7,601	77,204	84,805	121,717†
6	Vizagapatam	17,242	2,802,992	22,430	2,053	24,483	...	24,483	11,070	11,588	22,658	47,141*
7	Godavari	7,857	2,078,782	9,739	...	9,739	...	9,739		4,238	4,238	13,977
	Total Madras ...	60,879	10,477,135	442,893	19,011	461,904	1,199	463,103	32,559	176,643‡	209,202	672,305
	Bombay.											
1	Bijapur...	5,668	796,339	71,863	10,868	82,731	...	82,731	783	14,474	15,257	97,988
2	Sholapur	4,542	750,689	67,706	20,761	88,467	...	88,467	126	9,231	9,357	97,824
3	Ahmednagar	6,589	888,755	53,558	16,776	70,334	...	70,334	679	10,663	11,342	81,676
4	Poona	5,352	1,067,800	7,097	1,580	8,617	...	8,617	...	10,950	10,950	19,567
5	Nasik	5,940	843,582	12,085	5,055	17,140	...	17,140	...	1,500	1,500	18,640
6	Satara	4,987	1,225,989	10,832	1,692	12,524	...	12,524	...	1,130	1,130	13,654
7	Khandesh	9,943	1,434,716	11,756	3,466	15,222	...	15,222	...	...	...	15,222
8	Belgaum	4,652	1,013,261	10,493	1,623	12,116	...	12,116	...	723	723	12,839
9	Dharwar	4,603	1,051,314	652	...	652	...	652	...	730	730	1,382
10	Ratnagiri	3,922	1,105,926	...	...	...	...	...	...	...	...	...
11	Kolaba	2,129	594,872	...	...	...	...	..	...	...	...	...
	Total Bombay ...	58,327	10,773,243	245,982	61,821	307,803	...	307,803	1,588	49,401	50,989	358,792
	Bengal.											
1	Champaran	3,531	1,859,465	39,309	2,331	41.640	...	41.640	1,479	75,668	77,147	118,787
2	Shahabad	4,373	2,063,337	2,145	569	2,714	...	2,714	1,005	19.628	20,633	23,347
3	Nadia	2,793	1,644,108	25,802	...	25,802	...	25.802	...	65,141	65,141	90,943
4	Patna	2,075	1,796,004	...	...	...	...	...	176	48	224	224
5	Khulna...	2,077	1,177,652	857	...	857	...	857	706	10,506	11,212	12,069
6	Saran	2,656	2,467,477	16,120	1,498	17,618	...	17,618	410	49,888	50,298	67,916
7	Darbhanga	3,335	2,801,905	119,883	8,673	128,556	1,224	129,780	7,294	88,889	96,183	225,963
8	Muzaffarpur	3,004	2,711,445	38,935	1,159	40,094	...	40,094	600	78,817	79,417	119,511
9	Rajshahi	2,329	1,313,336	...	...	...	...	...	...	6,901	6,901	6,901
10	Bhagalpur	4,226	2,032,696	311	...	311	...	311	...	10,042	10,042	10,353
11	Palamau	4,912	596,770	1,735	...	1,735	...	1,735	...	2,359	2,359	4,094
12	Manbhum	4,147	1,193,328	...	...	...	8,328	8,328	1,375	6,004§	7,379	15,707
13	Pabna	1,839	1,361,223	...	...	...	1,815	1,815	...	605	605	2,420
14	Murshidabad	2,143	1,250,946	4,331	...	4,331	...	4,331	...	3,757	3,757	8,088
15	Hazaribagh	7,021	1,164,321	1,455	...	1,455	902	2,357	3,565	1,468	5,033	7,390
16	Puri	2,472	944,998	3,211	...	3,211	...	3,211	...	796	796	4,007*
17	Sonthal Parganas ...	5,470	1,754,196	2,012	9	2,021	...	2,021	...	865	865	2,886
18	Bankura	2,621	1,069,668	1,414	...	1,414	96	1,510	...	10,121	10,121	11,631
19	Singhbhum	3,753	545.488	29	...	29	...	29	...	...	...	29
20	Lohardaga	7,132	1,128,885	623	...	623	...	623	...	948	948	1,571
	Total Bengal ...	71,909	30,877,248	258,172	14,239	272,411	12,365	284,776	16,610	432,451‖	449,061	733,837
	North-Western Provinces and Oudh.											
1	Agra	1,856	1,003,796	28,994	2,554	31,548	...	31,548	1,224	6,013	7,237	38,785
2	Etawah...	1,694	727,629	1,398	...	1,398	...	1,398	129	3,601	3,730	5,128
3	Banda	3,061	705,832	149,098	23,844	172,942	...	172,942	2,921	43,670	46,591	219,533
4	Cawnpore	2,366	1,209,695	509	46	555	...	555	1,861	8,692	10,553	11,108
5	Hamirpur	2,289	513,720	23,776	4,018	27,794	...	27,794	3,804	17,866	21,670	49,464
6	Allahabad	2,833	1,548,737	35,518	9,724	45,242	...	45,242	4,829	56,032	60,861	106,103
7	Jhansi	3,587	683,619	7,339	1,055	8,394	...	8,394	3,115	19,709	22,824	31,218
8	Jalaun	1,477	396,361	29,468	8,676	38,144	...	38,144	1,837	21,287	23,124	61,268
9	Jaunpur	1,551	1,204,949	14,775	1,709	16,484	...	16,484	836	18,215	19,051	35,535
10	Gorakhpur	4,596	2,994,057	12,439	...	12,439	...	12,439	995	16,051	17,046	29,485
11	Lucknow	977	774,163	28,143	4,728	32,871	...	32,871	1,502	23,629	25,131	58,002
12	Unao	1,736	953,636	11,062	3,373	14,435	...	14,435	674	16,395	17,069	31,504
13	Rae Bareli	1,752	1,036,521	12,602	3,629	16,231	...	16,231	4,432	12,178	16,610	32,841
14	Hardoi	2,286	1,113,211	53,251	13,944	67,195	...	67,195	2,187	45,894	48,081	115,276
15	Mirzapur	5,233	1,161,508	11,788	2,783	14,571	...	14,571	2,493	19,151	24,644	36,215
16	Azamgarh	2,147	1,728,625	6,015	...	6,015	...	6,015	1,081	18,474	19,555	25,570
17	Fatehpur	1,631	699,157	2,080	732	2,812	...	2,812	1,214	7,808	9,022	11,834
	Carried over ...	...	...	428,255	80,815	509,070	...	509,070	35,134	354,665	389,799	898,869

* Incomplete.
† Besides 8,634 on zemindari works.
‡ Includes 33,280 weavers relieved at their own trade.
§ Includes 651 cotton workers.
‖ Includes 38,856 relieved from the Indian Charitable Relief Fund. There were also 3,261 relieved from the fund in one district not mentioned above.

Statement showing numbers of persons on relief works and in receipt of gratuitous relief in the districts affected by scarcity in India—(District details)—contd.

No.	Name of Province and District.	Area.	Population.	FOR THE WEEK ENDING THE 17TH JULY 1897.								
				Relief Works.			Number on test works.	Total on works.	Gratuitous and Special Relief.			Grand Total.
				Workers.	Dependants.	Total.			Poor-houses or kitchens.	Village doles, and other relief.	Total.	
	Brought forward ... (*Districts under observation, but not yet officially recognised as distressed.*)	...	...	428,255	80,815	509,070	...	509,070	35,134	354,665	389,799	898,869
1	Sitapur...	2,206	1,075,413	...	...	...	269	269	165	5,422	5,587	5,856
2	Bijnor	1,870	794,070	...	...	...	714	714	920	543	1,463	2,177
3	Moradabad	2,303	1,179,398	...	...	...	2,749	2,749	866	2,253	3,119	5,868
4	Bareilly	1,591	1,040,949	...	...	...	1,839	1,839	189	1,448	1,637	3,476
5	Muttra	1,457	713,421	...	...	...	3,224	3,224	190	4,503	4,693	7,917
6	Etah	1,737	702,063	...	...	...	...	...	134	1,887	2,021	2,021
7	Mainpuri	1,697	762,163	...	...	...	...	...	89	804	893	893
8	Farukhabad	1,719	858,687	...	...	...	32	32	404	3,218	3,622	3,654
9	Budaun	1,985	925,598	...	...	...	....	...	270	...	270	270
10	Shahjahanpur ...	1,744	918,551	...	...	...	243	243	1,153	4,026	5,179	5,422
11	Pilibhit	1,373	485,108	...	...	...	1,776	1,776	127	3,434	3,561	5,337
12	Kheri	2,963	903,615	...	...	...	2,041	2,041	148	...	148	2,189
13	Sultanpur	1,701	1,075,851	...	...	...	657	657	599	2,169	2,768	3,425
14	Partabgarh	1,458	910,895	...	...	...	174	174	879	4,010	4,889	5,063
15	Fyzabad	1,707	1,216,959	...	...	...	...	...	889	3,761	4,650	4,650
16	Benares	1,009	921,943	...	...	...	...	...	221	11,857	12,078	12,078
17	Gonda	2,819	1,459,229	...	...	...	...	...	561	559	1,120	1,120
18	Basti	2,753	1,785,844	...	...	...	202	202	641	2,578	3,219	3,421
19	Bara Banki	1,703	1,130,906	...	...	...	...	...	479	1,085	1,564	1,564
	Total N.-W. P. & O.	76,867	37,375,879	428,255	80,815	509,070	13,920	522,990	44,058	408,222*	452,280	975,270†
	Punjab.											
1	Hissar	5,217	776,006	54,925	5,939	60,864	...	60,864	592	7,483	8,075	68,939
2	Rohtak	1,797	590,475	5,687	1,298	6,985	...	6,985	...	2,248	2,248	9,233
3	Gurgaon	1,984	668,929	...	...	...	...	...	...	...	...	...
4	Delhi	1,290	638,689	1,170	561	1,731	...	1,731	946	...	946	2,677
5	Kurnal	2,660	683,718	2,263	11	2,274	...	2,274	...	1,330	1,330	3,604
6	Umballa	2,540	1,033,427	421	...	421	...	421	...	709	709	1,130
7	Ferozepur	4,302	886,676	690	...	690	...	690	...	...	...	690
8	Mooltan	6,079	631,434	...	...	...	...	...	...	...	...	...
9	Lahore	3,711	1,075,379	...	...	...	...	...	...	...	...	...
10	Gujrat	2,051	760,875	...	...	...	...	...	...	...	...	...
11	Ludhiana	1,453	648,722	...	...	...	...	...	...	...	...	...
12	Rawalpindi	4,850	887,194	...	...	...	58	58	...	...	...	58
	Total Punjab ...	37,934	9,281,524	65,156	7,809	72,965	58	73,023	1,538	11,770	13,308	86,331
	Central Provinces.											
1	Saugor	4,007	591,743	23,572	2,841	26,413	...	26,413	6,070	7,649	13,719	40,132
2	Damoh	2,831	325,613	40,796	6,571	47,367	...	47,367	1,723	11,606	13,329	60,696
3	Jabalpur	3,948	748,146	31,101	3,101	34,202	...	34,202	4,210	20,315	24,525	58,727
4	Mandla	5,047	339,373	10,199	1,507	11,706	...	11,706	765	3,089	3,854	15,560
5	Seoni	3,206	370,767	7,303	1,078	8,381	...	8,381	1,030	2,224	3,254	11,635
6	Narsinghpur	1,916	367,026	24,337	3,266	27,603	...	27,603	2,467	4,906	7,373	34,976
7	Hoshangabad	4,749	529,945	27,792	5,388	33,180	...	33,180	1,214	2,974	4,188	37,368
8	Nimar	3,357	253,486	127	...	127	...	127	249	661	910	1,037
9	Betul	3,824	328,196	10,797	52	10,949	...	10,949	259	1,788	2,047	12,996
10	Chhindwara	4,630	407,494	15,311	1,589	16,900	...	16,900	533	2,066	2,599	19,499
11	Nagpur	3,831	757,862	12,827	2,783	15,610	...	15,610	2,300	391	2,691	18,301
12	Chanda	10,749	697,610	7	...	7	...	7	...	...	...	7
13	Bhandara	3,968	742,850	19,544	3,494	23,038	...	23,038	899	6,247	7,146	30,184
14	Balaghat	3,139	383,331	35,851	8,975	44,826	...	44,826	852	9,314	10,166	54,992
15	Raipur	11,724	1,584,427	38,385	6,846	45,231	...	45,231	5,289	10,072	15,361	60,592
16	Bilaspur	8,341	1,164,158	38,143	5,079	43,222	...	43,222	6,501	42,591	49,092	92,314
17	Sambalpur	4,948	796,413	845	51	896	...	896	...	...	...	896
18	Wardha	2,428	400,854	3,167	41	3,208	...	3,208	...	...	...	3,208
	Total Central Provinces	86,643	10,784,294	340,104	52,762	392,866	...	392,866	34,361	125,893	160,254	553,120‡
	Burma.											
1	Meiktila	3,000	206,650	...	...	8,168	...	8,168	...	1,704	1,704	9,872
2	Myingyan	3,737	351,411	...	...	11,763	...	11,763	...	3,312	3,312	15,075
3	Yamethin	5,550	217,011	...	...	...	...	...	...	305	305	305
	Total Burma ...	12,287	775,072	...	...	19,931	...	19,931	...	5,321	5,321	25,252
	Grand Total—Carried over	...	...	...	...	...	...	2,064,492	...	...	1,340,415	3,404,907

* Includes 67,439 relieved from the Indian Charitable Relief Fund.
† Exclusive of 13,650 on relief works of Family Domains of the Maharaja of Benares.
‡ There were also 64,963 persons employed on railway and other private works.

Statement showing numbers of persons on relief works and in receipt of gratuitous relief in the districts affected by scarcity in India—(District details)—concld.

No.	Name of Province and District.	Area.	Population.	FOR THE WEEK ENDING THE 17TH JULY 1897.								
				Relief Works.			Number on test works.	Total on works.	Gratuitous and Special Relief.			Grand Total.
				Workers.	Dependants.	Total.			Poor-houses or kitchens.	Village doles andother relief.	Total.	
	Brought forward ...	...	...	...	...	...	...	2,064,492	...	...	1,340,415	3,404,907
	Berar.											
1	Akola	2,659	574,782	...	...	12,003	...	12,008	1,682	2,761	4,443	16,451
2	Basim	2,956	398,181	...	...	698	...	698	226	176	402	1,100
3	Ellichpur	2,623	315,798	...	...	...	(not reported)		...	...	...	...
4	Amraoti	2,759	655,645									
5	Buldana	2,809	481,021	...	...	2,233	...	2,233	1,060	524	1,584	3,817
6	Wun	3,911	471,613	...	...	6,221	...	6,221	...	1,418	1,418	7,639
	Total Berar ...	17,717	2,897,040	...	...	21,160	...	21,160	2,968	4,879	7,847	29,007
	Hyderabad.											
1	Gulburga	4,064	649,258	...	...	...	...	...	...	...	...	...
2	Raichur	3,661	512,455	...	...	12,493	...	12,493	...	...	...	12,493
3	Naldrug	4,010	649,272	...	...	...	...	...	...	845	845	845
4	Lingsagar	4,907	620,014	...	...	...	...	...	...	516	516	516
5	Bir	4,460	642,722	...	...	...	...	...	...	...	...	...
6	Mahbubnagar	6,497	674,649	...	...	...	...	...	...	102	102	102
	Total Hyderabad...	27,599	3,748,370	...	...	12,493	...	12,493	...	1,463	1,463	13,956
	Central India.											
1	Bundelkhand	11,323	1,737,606	...	...	26,606	...	26,606	...	6,018	6,018	32,624
2	Baghelkhand	25,846	3,482,351	...	...	34,373	...	34,373	...	4,983	4,983	39,356
3	Gwalior	10,227	1,508,053	...	...	19,008	...	19,008	...	11,068	11,068	30,076
	Total Central India ...	47,396	6,728,010	...	...	79,987	...	79,987	...	22,069	22,069	102,056
	Rajputana.											
1	Marwar	34,963	2,519,868	...	...	5,689	...	5,689	...	1,311	1,311	7,000
2	Dholpur	1,154	279,890	...	...	1,955	...	1,955	...	1,457	1,457	3,412
3	Bikanir	22,340	832,000	...	...	4,595	...	4,595	...	1,806	1,806	6,401
4	Jaisalmir	16,062	115,500	...	...	1,259	...	1,259	...	353	353	1,612
5	Kotah	3,784	526,262	...	...	...	...	...	...	...	...	...
6	Bhurtpur	1,982	640,303	...	...	...	...	...	...	392	392	392
7	Tonk	1,113	198,934	...	...	1,944	...	1,944	...	2,603	2,603	4,547
8	Deoli	..	...	...	...	...	...	...	...	8	8	8
9	Bundi	2,220	295,675	...	...	...	...	...	...	307	307	307
	Total Rajputana ...	83,618	5,408,432	..	...	15,442	...	15,442	...	8,237	8,237	23,679*
	Grand Total for all Provinces	581,176	129,126,247	...	...	...	...	2,193,574	...	...	1,380,031	3,573,605

Note.—The total area and total population of each district in which any relief operations are in progress are given in this statement, though in many cases distress is confined to a small area of the district.

The date at the head of the table is the date of the *Gazette of India* in which the Provincial totals were published. The figures however actually show the numbers on relief on the preceding Saturday. All previous returns should be read subject to a similar correction.

* Besides 8,757 on ordinary work.

NUMBERS ON RELIEF IN SUCCESSIVE WEEKS.

Week ending.	Punjab.	N.-W.P.	Central Provinces.	Bengal.	Burma.	Bombay.	Madras.	Rajputana.	Central India.	Berar.	Hyderabad.	Total.	
31st October 1896 ..	4,700	26,400	..	..	2,700	..	..	2,050	17,500	..	..	53,800	N.B.—Totals do not aways agree with the summation of the provincial numbers but the totals are entered as they come from India.
6th November 1896	5,900	34,000	..	..	3,000	..	..	3,000	16,000	..	..	66,900	
13th " "	5,800	86,800	..	..	8,450	..	2,100	12,800	4,000	..	..	120,100	
20th " "	7,600	117,000	..	2,200	8,500	1,400	12,100	1,200	7,100	..	..	161,200	
27th " "	9,200	130,100	..	3,400	16,600	11,600	36,500	26,000	17,300	..	..	251,500	
4th December 1896	10,900	158,300	..	3,500	20,300	9,900	23,400	34,800	..	..	..	266,100	
11th " "	22,300	186,900	..	5,800	29,100	15,500	24,100	29,700	18,300	..	..	331,700	
8th " "	24,200	256,500	15,900	11,700	29,300	84,200	25,200	29,100	18,100	..	..	494,200	
25th " "	6 400	336,200	45,900	34,100	29,900	36,600	26,200	39,000	7,500	..	..	531,900	
1st January 1897 ..	11,000	347,800	71,700	59,600	31,700	49,300	26,200	37,700	Not given.	..	..	635,600	
8th " " ..	46,200	390,000	195,000	100,'00	30,000	239,300	25,300	47,300	30,900	..	..	1,183,000	
15th " " ..	61,000	663,000	146,000	162,000	30,000	168,000	27,000	48,000	35,000	..	..	1,332,000	
22nd " " ..	70,900	795,000	211,000	278,000	30.000	265,000	29,000	28,000	42,000	..	..	1,750,000	
29th " " ..	83,000	1,024,000	242,000	318,000	32,000	282,000	34,000	20,000	41,000	..	..	2,026,000	
5th February 1897..	97,000	1,254,000	280,000	339,000	33,000	327,000	42,000	25,000	69,000	..	..	2,467,000	
12th " " ..	96,334	1,404,536	316,613	376,068	32,136	361,698	48,163	Not given.	Not given.	..	..	2,750,000	Including Native States.
19th " " ..	109,000	1,529,000	307,000	435,000	29,000	358,000	55,000	2,000 (Sec.)	95,100	..	..	2,948,000	
26th " " ..	118,000	1,621,000	324,000	411,000	27,000	412,000	59,000	19,000	133,000	..	..	3,141,000	
5th March 1897 ..	124,000	1,654,000	351,000	410,000	26,000	412,000	66,000	19,000	137,000	..	..	3,216,000	
12th " " ..	117,230	1,551,232	335,969	459,694	23,934	417,216	70,163	Not given.	Not given.	..	..	3½ mill.	Including Native States.
20th " " ..	127,000	1,377,000	376,000	497,000	12,000	431,000	77,000	30,000	114,000	15,000	5,000	3,060,000	
26th " " ..	117,000	1,099,000	326,000	486,000	25,000	427.000	90,000	30,000	164,000	25,000	2,000	2,811,000	
2nd April 1897 ..	115,000	1,050,000	404,000	529,000	22,000	429,000	101,000	29,000	102,000*	20,000	4,000	2,805,000	*Excluding Bundelkland.
12th " " ..	104,378	1,010,616	475,452	516,814	24,237	451,064	104,955	Not given.	Not given.	20,723	..	2,853,000	Including Native States.
16th " " ..	90,000	1,003,000	462,000	596,000	14,000 (Incomplete.)	454,000	132,000	28,000	148,000	16,000 (Incomplete.)	9,000	2,952,000	
23rd " " ..	92,000	1,058,000	459,000	655,000	19,000	446,000	162,000	26,000	156,000	33,000	14,000	3,120,000	
30th " " ..	84,000	1,173,000	505,000	678,000	16,000	436,000	193,000	24,000	148,000	20,000	21,000	3,298,000	
10th May 1897 ..	85,008	1,287,175	554,505	678,513	17,173	403,719	239,352	Not given.	Not given.	25,190	..	3,481,430	Including Native States.
15th " " ..	91,000	1,316,000	591,000	716,000	16,000	385,000	265,000	23,000	160,000	26,000	19,000	3,608,000	
21st " " ..	89,000	1,404,000	649,000	782,000	15,000	376,000	299,000	23,000	177,000	27,000	27,000	3,809,000	
23th " " ..	92,000	1,454,000	687,000	821,000	17,000	363,000	355,000	23,000	191,000	32,000	28,000	4,064,000	
4th June 1897 ..	96,000	1,545,000	697,000	833,000	18,000	350,000	401,000	21,000	128,000 (Incomplete.)	30,000	40,000	4,161,000	
11th " " ..	99,313	1,564,367	693,000	819,905	16,155	357,169	449,153	Not	given.	39,819	..	4,240,000	Including Native States.
18th " " ..	105,000	1,500,000	647,000	831,000	14,000	328,000	485,000	25,000	205,000	25,000	28,000	4,174,000	
25th " " ..	98,000	1,367,000	583,000	842,000	7,000	301,000	504,000	25,000	160,000	23,000	17,000	3,927,000	
2nd July 1897 ..	93,000	865,000	458,000	740,000	20,000	312,000	559,000	24,000	162,000	27,000	18,000	3,279,000	
9th " " ..	96,000	861,000	454,000	708,000	24,000	317,000	620,000	not given		29,000	not given	3,304,000	
16th " " ..	86,000	989,000	549,000	695,000	25,000	359,000	720,000	24,000	102,000	29,000	14,000	3,592,000	
23rd " " ..	60,000	837,000	574,000	627,000	26,000	385,000	797,000	16,000	93,000	34,000	13,000	3,462,000	
30th " " ..	37,000	628,000	572,000	582,000	31,000	404,000	851,000	16,000	77,000	29,000	14,000	3,220,000	
6th August 1897 ..													
13th " " ..													
20th " " ..													
27th " " ..													
3rd September 1897													
10th " "													
17th " "													
24th " "													

Special death-rate return for districts in which distress exists or the existence of distress is apprehended.

Districts.	November 1896.			December 1896.			January 1897.			February 1897.			March 1897.			April 1897.			May 1897.		
	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.
MADRAS.																					
	Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.		
Kurnool	14·6	23·9	...	15·7	26·1	...	14·7	23·3	...	12·0	20·5	...	13·7	23·2	...	14·5	26·4	...	20·1	25·2	...
Cuddapah ...	16·1	23·4	...	21·3	24·6	...	21·0	22·1	...	15·5	17·4	...	14·8	19·8	...	15·3	21·7	...	20·9	20·8	...
Bellary	15·7	20·0	...	17·1	20·3	...	16·7	19·3	...	13·9	17·8	...	16·2	21·9	...	18·6	23·8	...	21·5	22·6	...
Anantapur ...	17·0	19·4	...	15·8	20·4	...	18·3	18·3	...	14·2 (*a*)	14·8	...	13·7	18·2	...	14·7	19·9	...	18·2	20·2	...
Ganjam*	...	...	...	...	...	...	28·0	15·8	...	28·8	14·3†	...	35·7 (*b*)	16·3†	...	...	...	...	...	...	...
Vizagapatam* ...	...	...	...	...	...	...	18·1	20·8	...	16·8	15·9†	...	20·6	14·8†	...	19·6	13·5	...	15·1	15·5	...
Bhadrachalam (Godavari Dist.)	...	...	...	...	...	...	23·4	46·8	...	13·1	33·5	...	20·1	37·1	...	33·0	33·3	...	54·1	35·4	...
BOMBAY.																					
	Per month.			Per month.			Per month.			Per month.			Per month.			Per month.			Per month.		
Ahmednagar ...	2·13	2·67	...	2·12	2·34	...	1·92	2·16	...	1·77	1·85	...	2·07	2·10	*Nil*	2·63	2·44	...	3·32	2·65	...
Khandesh ...	2·34	2·64	...	2·36	2·65	...	2·26	2·69	...	1·99	2·15	...	2·52	2·71	Do.	3·00	3·11	...	2·95	3·02	...

* Owing to the fluctuation in the population for which returns are received in these districts it has not been found possible to estimate the present population, and consequently the rates have been calculated

† Average of five non-famine years. (*a*) Increase chiefly due to prevalence of cholera and smallpox. (*b*) Increased death-rate is due to cholera and smallpox.

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued.

Districts.	November 1896.			December 1896.			January 1897.			February 1897.			March 1897.			April 1897.			May 1897		
	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.
							Bombay—*continued.*														
	Per month.			Per month.			Per month.			Per month.			Per month.			Per month.			Per month.		
Nasik	3·29	2·96	...	3·28	2·83	...	3·26	2·89	...	2·54	2·35	...	2·9	2·73	*Nil*	3·19	3·07	...	3·23	2·96	...
Poona	1·97	2·39	...	2·20	2·35	...	2·39	2·13	...	2·85	1·70	...	3·89‡	1·99	Do.	2·91	2·35	...	2·59	2·57	...
Satara	2·18	2·53	...	2·27	2·37	...	1·93	2·13	...	1·70	1·80	...	2·38	2·07	Do.	3·72	2·25	...	7·12	2·70	...
Sholapur	1·80	2·67	...	1·81	2·48	...	1·82	2·17	...	1·82	1·85	...	2·59	2	Do.	3·75	2·34	...	4·12	2·59	...
Belgaum	2·02	2·13	...	2·42	2·16	...	†	1·97	..	2·63	1·95	...	3·44	2·28	Do.	4·32	2·44	...	5·23	2·85	...
Bijapur	1·80	2·22	...	1·96	2·05	...	†	1·72	...	1·94*	1·57	...	2·57	1·93	Do.	3·22	2·33	...	6·87	2·72	...
							BENGAL.														
Patna	(a) 2·11	2·62	*Nil*	1·93	2·27	*Nil*	1·50	1·67	1	1·36	1·45	*Nil*	(1) 1·73	*Nil*	...	...	...	...	...	...	...
Shahabad ...	(b) 1·89	3·10	Do.	1·97	2·58	Do.	1·96	1·96	*Nil*	1·88	1·55	Do.	(2) 2·70	1·64	Do.	2·37	2·9	*Nil*	2·54	2·58	...
Saran	(c) 2·65	2·31	Do.	2·41	2·25	Do.	1·92	1·72	Do.	1·86	1·54	Do.	(3) 2·48	1·63	Do.	1·96	2·12	Do.	2·15	2·60	...
Champaran ...	(d) 3·22	2·66	Do.	2·84	2·64	Do.	2·20	1·97	Do.	2·36	1·62	Do.	(4) 3·03	1·80	Do.	2·15	2·34	Do.	2·40	3·06	...

Muzafarpur ...	(e) 2·59	2·50	Do.	2·37	2·35	Do.	1·83	1·76	Do.	1·90	1·55	Do.	(5) 2·61	1·83	Do.	1·99	2·86	Do.	2·20	4·49	...
Darbhanga ...	(f) 2·3	2·12	Do.	3·1	2·17	Do.	1·6	1·69	Do.	1·4	1·50	Do.	(6) 2·2	1·86	Do.	1·8	2·75	Do.	2·06	4·10	...
Palamau	2·44	2·52	Do.	2·19	2·38	Do.	1·75	1·84	Do.	1·73	1·79	Do.	2·14	2·39	Do.	1·73	2·67	Do.	2·43	2·58	...
Manbhum ...	1·51	1·45	Do.	1·95	1·60	Do.	1·41	1·34	Do.	1·4	1·45	Do.	2·46	1·92	Do.	2·09§	2·67	Do.	3·27	2·63	...
Hazaribagh ...	2·49	2·48	Do.	2·54	2·45	Do.	1·77	1·95	Do.	1·72	1·80	Do.	2·44	2·31	Do.	2·18	2·91	Do.	2·86	2·62	...
Lohardugga ...	2·04	1·70	Do.	2·26	1·72	Do.	1·84	1·51	Do.	1·69	1·51	Do.	2·19	1·99	Do.	1·61	2·51	Do.	1·9	2·47	...
Nadia	2·34	4·05	Do.	2·46	4·55	Do.	1·87	2·98	Do.	1·91	2·25	Do.	3·15	2·95	Do.	3·37‖	4·06	Do.	2·44	2·77	...
Khulna	3·79	3·26	Do.	3·69	3·99	Do.	3·12	2·87	1	2·30	1·90	Do.	3·41	2·39	Do.	2·74	2·81	Do.	2·01	1·98	...
Puri	1·53	2·34	Do.	2·23	2·95	Do.	2·49	2·80	*Nil*	2·07	2·38	Do.	2·68	2·53	Do.	2·36	2·53	Do.	2·98	2·36	...
Bhagalpur ...	2·1	3·10	Do.	2·07	2·83	Do.	1·7	2·17	Do.	1·6	1·82	Do.	...	2·44	Do.	...	2·83	Do.	2·1	2·94	...
Sonthal Parganas	1·40	1·43	Do.	1·44	1·48	1	1·13	1·19	Do.	1·02	1·11	Do.	1·67	1·52	Do.	1·71	1·98	Do.	1·86	1·92	...
Murshidabad ...	...	3·63	...	...	3·40	...	1·85	2·44	Do.	1·82	2·08	Do.	2·75	2·78	Do.	2·55	3·60	Do.	2·71	2·71	...
Bankura	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2.87 (g)	2·29	...

* Four small village returns wanting.

† Not reported. ‡ Includes city in which plague prevailed.
§ Exclusive of Thana Barnbhum, for which figures not yet received.
‖ Death-rate for April 1896, 3·28.
(g) The deaths from cholera were far more numerous during May 1897 compared with the corresponding month in 1894, 1895, and 1896.

November 1895.	December 1895.	January 1896.	February 1896.
(a) 2·82	2·93	2·19	3·13
(b) 2·24	2·42	1·83	2·46
(c) 2·33	2·94	2·29	2·98
(d) 2·85	3·78	2·55	2·90
(e) 2·67	3·25	2·43	3·25
(f) 2·31	3·08	2·25	2·74

April 1896.

(1) Not returned.				
(2) Death rate for	March 1896	... 3·47	...	1·92
(3) Do.	do.	... 2·92	...	2·24
(4) Do.	do.	... 3·80	...	2·46
(5) Do.	do.	... 3·56	...	3·42
(6) Do.	do.	... 4·05	...	3·6

NOTE.—Mortuary registration has much improved in Bengal during the last five years, and an average rate struck on the figures for 10 years incorrectly represents the actual average mortality.

NOTE.—The average death-rate from April has been calculated for the last five years (1892-96).

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued.

Districts.	November 1896.			December 1896.			January 1897			February 1897.			March 1897.			April 1897			May 1897.		
	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.
							NORTH-WESTERN PROVINCES AND OUDH.														
I.—Distressed Districts.	Per month.			Per month.			Per month.			Per month.			Per month.			Per month.			Per month.		
Agra	2·23	2·88	...	2·31	2·89	...	2·11	2·45	...	1·72	2·04	...	1·95	2·24	...	2·05	2·62	*Nil.*	2·61	2·77	...
Etawah	2·14	3·12	...	2·38	2·77	...	2·71	2·34	...	2·01	2·13	...	2·22	2·29	...	2·65	2·26	Do.	2·80	2·52	...
Cawnpore ...	2·37	3·52	...	2·82	3·32	...	2·86	2·49	...	2·47	2·16	...	2·77	2·37	...	2·90	2·71	Do.	2·83	3·06	...
Lalitpur	...	...	...	...	...	...	...	...	...	4·84	2·40	...	...	...	...	...	...	Do.	...	...	...
Fatehpur	2·80	4·30	...	4·66	3·87	...	6·36	2·82	...	...	...	...	2·86	2·47	...	4·45	2·44	Do.	4·03	3·05	...
Banda	4·39	3·43	...	4·71	3·26	...	5·10	2·50	...	4·81	2·22	...	5·09	2·11	...	5·23	1·88	Do.	4·73	2·82	...
Hamirpur... ...	6·13	4·44	...	5·35	3·52	...	5·03	2·78	...	3·64	2·39	...	3·38	2·18	...	2·15	2·10	Do.	2·97	2·87	...
Allahabad... ...	2·08	3·22	...	3·34	2·80	...	3·55	2·17	...	3·48	1·93	...	5·40	2·21	...	4·41	2·47	Do.	2.98	2·90	...
Jhansi	5·86	3·75	...	5·29	3·24	...	4·92	2·73	...	4·16	2·42	...	3·73	2·63	...	2·59	2·78	Do.	2·73	2·97	...
Jalaun	3·01	4·24	...	3·29	3·68	...	3·29	2·78	...	2.75	2·49	1	3·09	2·36	...	2·62	2·32	Do.	2·34	2·97	...
Mirzapur	2·23	2·97	...	2·95	2·66	...	3·99	2·14	...	3·80	1·81	...	4·86	2·26	...	4·82	2·93	Do.	3·97	3·10	...
Jaunpur	1·84	2·67	...	2·22	2·27	...	2·30	1·79	...	2·25	1·59	...	3·23	1·97	...	3·86	2·72	Do.	3·15	2·79	...
Gorakhpur ...	2·38	2·91	...	2·82	2·68	...	3·26	2·89	...	2·84	1·67	...	2·69	1·76	1	2·57	2·28	Do.	2·11	2·87	...

Azamgarh ...	...	1·84	2·90	...	2·32	2·43	...	2·97	1·83	...	2·75	1·48	...	2·71	1·76	...	2·60	2·28	Do.	2·22	2·56	...
Lucknow ...	...	2·25	3·72	...	3·20	3·04	...	3·87	2·41	...	3·33	2·12	...	3·80	2·43	...	3·91	3·18	Do.	3·41	3·40	...
Unao ...	...	1·73	3·04	...	2·59	2·62	...	3·63	2·20	...	3·31	1·81	...	3·86	2·20	...	3·52	2·83	Do.	3·08	3·31	...
Rai Bareli...	...	2·37	3·01	...	3·71	3·30	...	4·81	2·50	...	4·38	2·00	...	5·42	2·24	...	5·21	2·74	Do.	4·01	3·59	...
Sitapur ...	...	2·63	3·53	...	2·61	2·80	...	2·52	2·19	...	2·30	1·87	...	2·49	2·04	...	3·68	2·80	Do.	3·39	3·03	...
Hardoi ...	...	2·76	3·40	...	3·49	2·57	...	4·39	2·05	...	4·0	1·66	...	4·71	1·89	...	5·27	2·41	Do.	3·51	2·72	...
Bara Banki	...	1·66	3·12	...	2·13	2·98	...	2·15	2·39	...	1·95	2·06	...	1·66	2·39	...	3·11	3·13	Do.	3·36	4·24	...
II.—Districts under observation.																						
Dehra Dun	...	2·40	2·01	...	2·09	1·99	...	2·29	1·83	...	1·85	1·78	...	1·69	1·80	..	2·04	2·63	Do.	2·40	2·93	...
Muttra ...	...	2·29	3·30	...	2·17	3·05	...	1·83	2·60	...	1·29	2·23	...	1·31	2·12	...	1·75	2·66	Do.	1·78	2·54	...
Farukhabad	...	2·50	3·43	...	2·81	3·19	...	2·89	2·63	...	2·69	2·35	...	3·26	2·59	...	3·72	2·96	Do.	3·44	2·84	...
Mainpuri ...	...	2·27	2·18	...	2·67	2·71	...	2·39	2·15	...	1·90	1·87	...	2·02	1·81	...	2·39	2·16	Do.	2·21	2·07	...
Etah ...	...	2·54	3·03	...	2·22	3·01	...	2·53	2·53	...	2·36	2·16	...	2·75	2·20	...	3·25	2·68	Do.	3·01	2·81	...
Bareilly ...	...	6·07	4·21	...	4·55	3·33	...	3·57	2·36	...	2·90	1·84	...	2·48	2·05	...	3·01	2·35	Do.	2·78	2·79	...
Bijnor ...	...	3·53	3·94	...	3·51	3·45	...	3·48	2·83	...	2·36	2·12	...	3·32	2·36	...	3·78	2·85	Do.	3·82	3·59	...
Budaun ...	...	2·80	3·24	...	3·35	3·35	...	3·52	2·36	...	3·19	1·86	...	3·56	1·99	...	3·82	2·16	Do.	2·85	2·38	...
Moradabad	...	4·14	4·75	...	3·54	4·04	...	3·33	2·93	...	2·59	2·25	...	2·84	2·47	...	2·88	2·76	Do.	3·04	3·25	...
Shahjahanpur	...	4·28	4·18	...	3·80	3·36	...	3·37	2·48	...	3·00	1·90	...	3·69	2·06	...	2·61	2·68	Do.	3·02	2·87	...
Pilibhit ...	...	7·16	4·50	...	4·81	4·18	...	3·00	2·89	...	2·02	2·18	...	2·22	2·22	...	2·75	2·62	Do.	2·31	2·98	...

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued.

Districts.	November 1896.			December 1896.			January 1897.			February 1897.			March 1897.			April 1897.			May 1897.		
	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.
II.—Districts under observation—cont.				**North-Western Provinces and Oudh**—*continued.*																	
	Per month.			Per month.			Per month.			Per month.			Per month.			Per month.			Per month.		
Benares	2·28	3·15	...	2·64	2·95	...	2·61	2·20	...	2·48	2·00	...	3·04	2·48	...	3·57	2·82	*Nil.*	3·21	2·66	...
Basti	2·17	3·01	...	2·74	3·17	...	2·55	2·26	...	2·65	1·73	...	2·62	1·88	...	2·95	2·67	Do.	2·35	3·36	..
Kheri	3·60	4·30	...	2·94	3·69	...	2·57	2·77	...	2·16	2·20	...	2·53	2·27	...	3·47	3·22	Do,	3·23	3·29	...
Fyzabad	2·75	3·44	..	2·95	3·54	...	2·93	2·31	...	2·35	1·76	...	2·50	1·95	...	2·39	3·01	Do.	2·20	3·31	...
Gonda	2·91	3·15	...	3·31	3·05	...	3·38	2·20	...	3·20	1·90	...	4·32	2·16	...	4·03	1·12	Do.	3·72	4·28	..
Sultanpur... ...	2·17	3·33	...	2·93	3·66	...	3·19	2·42	...	3·27	1·84	...	3·97	2·05	...	4·62	2·85	Do.	3·59	3·41	...
Partabgarh ...	1·83	2·84	...	2·70	2·93	...	3·21	2·15	...	3·84	1·90	...	4·80	2·02	...	4·23	3·01	Do.	3·66	3·07	...
							PUNJAB.														
	Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.	Normal.	
Hissar	27	31	*Nil*	27	28	2*	25·6	27	1	21	26	2†	22·85	26	*Nil.*	29·22	29	*Nil.*	36·4	37	...
Rohtak	31	38	...	27	32	...	25·5	29	*Nil.*	19·15	25	*Nil.*	18·17	27	Do.	20·72	29	...	25·3	40	...

Gurgaon ...	...	33	51	...	29	42	...	25·88	44	..	18·72	36	...	18·52	31	Do.	21·52	35	...	26·5	37	...
Delhi ...	...	30	59	...	33	57	*Nil.*	22	36	...	20·42	32	...	21·2	34	Do.	24·26	40	...	29·6	44	...
Karnal ...	...	38	48	*Nil.*	29	42	Do.	27·16	36	...	21·47	32	...	22·22	32	Do.	23·9	35	...	28·9	51	...
Umballa ...	...	37	50	...	36	41	...	29·3	35	...	26·62	34	...	23·47	30	Do.	22·66	30	..	22·8	36	...
Ferozepore	...	23	52	...	22	41	*Nil.*	17·7	28	...	21·25	24	...	25·97	27	Do.	24·9	28	...	26·8	34	...
Lahore ...	...	28	53	...	29	47	...	19·9	33	...	20·6‡	31	...	19·97	25	Do.	19·1	23	...	...	...	...
Gujrat ...	...	22	49	*Nil.*	19	36	*Nil.*	26·2	38	...	18·2	30	...	16·19	20	Do.	18·22	20	...	19·9	25	...
BURMA.																						
											Per month.			Per annum.			Per ann.			Per annum.		
Meiktila ...	...										12·0	...	*Nil* (1)	42·0	...	*Nil* (3)	42·0	..	*Nil.*	42·	...	*Nil.*
Yamethin	...				Not	reported.					11·76	Not known.	*Nil* (2)	50·16	Not known.	*Nil* (4)	40·44	Not known.	...	46·23	Not known.	...
Myingyan	...										10·56	...	...	16·32	...	*Nil.*	32·64	...	...	27·12	...	...

NOTE.—Excess mortality in January due to fever.

* These were two Bikanir immigrants. † In both these cases the deceased were immigrants, and in one want of food was only a contributory cause of death. Further inquiries are being made about the other. ‡ Figures incomplete.

(1) Statistics of deaths have only lately been collected, and the reporting is not accurate. The census figures of the population have been taken as correct, but one-quarter at least of the total population is believed to have left the district temporarily. There have been a few deaths from small-pox, especially among children. The death-rate is not, the Deputy Commissioner considers, more than normal, or, if so, slightly so.

(2) The number of deaths recorded in the month of February is 50 in the affected tract, and the population is estimated at 51,000. The death-rate would appear to be very low, but it is based on the reports of Circle Inspectors who were instructed to carefully and correctly collect statistics on this point.

(3) Accurate mortality return cannot be obtained, and a rough estimate is accordingly given. The death-rate in the opinion of the Deputy Commissioner is somewhat above normal owing to deaths from cholera and kindred diseases in several villages in the district.

(4) The death-rate of the month is abnormally high owing to the large mortality from cholera. There were 249 deaths from cholera reported during April, The disease is now abating.

Special death-rate return for districts in which distress exists or the existence of distress is apprehended—continued.

Districts.	November 1896.			December 1896.			January 1897.			February 1897.			March 1897.			April 1897.			May 1897.		
	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.	Death-rate.	Average in 10 previous years.	Deaths from starvation.
CENTRAL PROVINCES.																					
	Per month.			Per month.			Per month.			Per month.			Per month.			Per month.			Per month.		
Saugor	6·3	3·9	Information not available.	5·6	3·2	Information not available.	5·3	2·8	Information not available.	4·9	2·7	mation not available. Steps have been taken to obtain these statistics in future.	4·2	2·7	9	5·6	3·3	3	7·48	3·46	...
Damoh	7·8	3·9		5·8	3·3		5·5	2·6		4·3	2·5		3·4	2·9	14	4·9	3·5	54	6·31	3·74	...
Murwara	5·9	3·0		6·3	2·6		10·6	2·0		16·5	2·5		7·7	2·7	152	...	...	49	6·31	3·56	..
Jubbulpore ...	5·0	3·6		4·9	2·8		6·9	2·3		6·9	2·1					5·4	3·6				
Narsingpore ...	5·7	4·1		5·1	3·1		6·5	2·5		4·0	2·3		4·0	2·7	25	8·2	3·1	4	7·41	3·09	...
Hoshangabad ...	3·8	3·5		4·4	2·9		4·2	2·4		3·2	2·7		2·9	3·2	85	2·9	3·8	81	7·76	3·69	...
Nimar	4·2	3·7		4·2	3·5		4·2	2·9		3·3	2·7		3·3	3·4	...	3·9	3·2	...	5·39	2·93	...
Burhanpur ...	1·9	2·4		2·8	2·4		2·2	2·4		2·0	2·2										
Mandla	3·5	2·9		4·0	2·5		3·9	2·1		7·1	2·0		6·7	2·5	2	4·2	2·6	1	7·17	2·75	...
Betul	3·0	3·3		3·1	2·9		3·6	2·5		3·5	2·5		4·8	3·1	14	4·3	3·6	6	3·63	2·82	
Chhindwara ...	3·2	3·1		3·0	2·6		2·5	2·2		2·1	2·2		2·5	2·7	4	2·6	2·8	28	2·83	2·67	
Seoni	4·2	2·8		4·6	2·5		5·3	2·0		4·4	1·9		4·4	2·2	17	4·2	2·5	8	4·62	3·12	
Balaghat	4·3	2·6		5·2	2·4		4·9	2·0		4·8	1·7		6·7	1·8	48	4·0	2·5	13	6·56	3·05	

Bhandara ...	...	3·8	2·8		3·5	2·6		3·5	2·1		2·6	1·7	Complete and reliable infor	2·9	1·9	26	2·8	2·5	16	4·47	2·70	
Nagpur ...	...	2·5	2·9		2·5	2·7		2·2	2·3		1·8	2·1		2·0	2·6	23	2·7	2·9	7	4·54	2·59	
Wardha ...	...	2·6	3·7		2·5	3·1		2·1	2·5		1·7	2·5		2·0	3·2	...	2·6	3·4	10	4·22	2·61	
Chanda ...	...	2·3	3·2		2·1	3·1		2·0	2·4		1·7	2·0		0·9	2·3	...	...	2·4	...	2·55	3·18	
Raipur ...	...	3·2	2·3		3·0	2·3		2·7	1·9		2·2	1·8		2·9	2·1	213	4·1	2·4	203*	7·50	3·43	
Bilaspur ...	...	3·3	2·2		3·4	2·4		3·1	1·9		3·9	1·7		5·2	1·8	278	6·7	2·0	356*	6·79	2·93	
Sambalpur	...	1·6	1·8		2·1	2·1		2·	1·9		1·9	2·1		1·4	2·6	2	2·8	2·9	5*	3·61	2·87	
							BERAR.															
Amraoti ...	...	2·8	3·6	...	2·7	2·9	...	2·4	2·5	...	2·1	2·6	...	2·5	4·2	...	3·6	3·9	(*b*) 14	(1)5·5	2·9	(2) 5
Akola ...	...	2·3	3·1	...	2·3	2·8	...	2·0	2·4	...	2·0	2·5	...	1·7	2·9	...	2·4	3·4	...	4·04	3·1	...
Ellichpur	...	2·5	3·3	...	2·5	2·9	...	2·1	2·5	...	(*a*)	...	...	...	...	...	...	...	...	...	...	...
Wun ...	...	1·9	2·9	†	2·0	2·7	†	1·7	2·3	†	1·7	2·0	...	1·9	2·4	...	2·4	Not known.		3·2	3·4	(3) 3
Basim ...	...	2·1	3·1	...	2·0	2·5	...	1·7	2·3	...	1·5	1·9	...	1·8	2·4	...	1·9	2·8	1	2·3	2·7	(4) 1
Buldana ...	...	2·3	3·1	...	2·1	2·7	...	2·0	2·5	...	1·65	2·26	...	1·76	2·61	1	1·9	2·7	(*c*) 2	2·44	2·53	4

* NOTE.—In Famine Statement A for the month of April the starvation deaths in Raipur, Bilaspur, and Sambalpur in April are now returned as 71, 189, and 4 respectively.

† With the exception of one or two isolated cases among immigrants during the past month or so, there have been no deaths due to starvation in the Hyderabad Assigned Districts. The Commissioner writes :—I do not think that we have had deaths from starvation in the Hyderabad Assigned Districts. The exceptionally good death-rate is probably due to absence of malarial fever owing to early cessation of the

(*a*) No record is kept of deaths, &c., in the Melghattalug, where the distress is prevailing.
(*b*) The District Superintendent of Police has reported 14 deaths from starvation.
(*c*) Both the deaths were of outsiders unknown in the district, one an up-country man and the other from Khandesh. Even their names were unknown.
(1) The high death rate is due to a large number of deaths from cholera.
(2) Of these 5 persons 4 were wanderers and 1 a Mahar.
(3) No particulars received from the Deputy Commissioner.
(4) This was a woman who was a resident of Gahuli in Pasad Taluka.

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REGARDING THE

FAMINE AND THE RELIEF OPERATIONS

IN

INDIA

DURING THE YEAR 1896-97.

No. IVA.

Correspondence regarding the appointment of a Famine Commission.

Presented to both Houses of Parliament by Command of Her Majesty.

CX-7-29

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1898.

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CORRESPONDENCE

REGARDING THE

APPOINTMENT OF A FAMINE COMMISSION.

Telegram from the Viceroy, dated 22nd November 1897.

In Despatch by next mail we propose appointment of small Commission, on precedent of 1878, to formulate results of experience gained in recent famine. We believe that relief operations generally have been conspicuously successful, but degree of success, especially as regards economy, has varied in various provinces. Broad principles of relief prescribed by Commission of 1878 have been adhered to, but detailed provisions of Famine Code have been departed from in not unimportant respects, and on different lines in different provinces. It is important to collate, for future guidance, results of different methods thus employed while facts are fresh. Scope of inquiry will be far narrower than in 1878. No reconsideration of general principles required; but details of relief scheme, upon which effective relief at minimum cost depends, need revision. We propose following heads of inquiry:—(1) Divergence in practice and departure from codes in various provinces; (2) varying degree of success in relieving distress and saving life at minimum cost; (3) most effective and economical method of working; (4) recommendations or opinions likely to prove useful in future famines. We would suggest retired Indian official of high position as President, and one member, perhaps medical, appointed by you in England, and an Indian Civilian, an engineer, and a native gentleman of high position selected by us in India. Inquiry will last at least for four months, and should begin by the middle of January at the latest, or earlier if it be desired by you, though if much earlier preliminary collection of information may be incomplete. Please telegraph approval and probable date of meeting.

Telegram from the Secretary of State to the Viceroy, dated 30th November 1897.

Your telegram of 22nd November. I agree to your proposals regarding Famine Commission, which will be appointed by Viceroy as in 1879. I concur that main principles of famine administration are already settled, and I approve the subjects of reference. I have selected Sir James Lyall as President, and Dr. Richardson as Medical Member. They can reach Calcutta about 7th January. Other members and secretary will be selected by you.

Letter No. 86 (Revenue) from the Government of India to the Right Hon. Lord George F. Hamilton, M.P., Her Majesty's Secretary of State for India, dated Simla, the 25th November 1897.

My Lord,

The famine which has afflicted India during the past year is now drawing to a close. The ample rainfall of the recent monsoon has given an abundant autumn harvest and has established conditions favourable to the spring crops throughout almost the whole of India, and relief operations have already terminated in Madras, Bengal, the North-Western Provinces and Oudh, the Punjab, Berar, Hyderabad and Rajputana, and are expected shortly to terminate in the other affected tracts.

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2. We have already forwarded to your Lordship a preliminary narrative of the operations, and our complete review of them must await the receipt of the provincial reports. But the information already at our diposal warrants us in believing that, regarded with reference to their object, which was to prevent the loss of human life from starvation at the smallest expense to the tax-paying community, those operations have, on the whole, been conspicuously successful.

3. As was to be expected, however, the degree of success with which that object has been attained, and especially the measure of economy which has been secured in the administration of relief, has not been the same in all provinces. In operations of such magnitude mistakes were inevitable, though we believe that they were seldom, if ever, serious in their nature or extent, and that they were in all cases promptly detected and remedied. The organisation for the relief of distress which has been elaborated in each province under our supervision on the lines laid down by the Famine Commission of 1878, and embodied in the Provincial Famine Codes, has now, for the first time in most of the affected provinces, been practically tested on a large scale, and on the whole it has stood the trial well. But while the experience of the past year has suggested no alterations in the main lines which were prescribed as the basis for the administration of relief, it has been found necessary, in almost every province, to depart in some not unimportant respects from the detailed provisions of the local code, in order to meet the varied conditions of distress. And the direction which these departures have taken has varied from province to province.

4. The experience thus gained will be of incalculable value when we next are face to face with famine. But in order to render it available for future guidance, it is essential to collect and collate it while the facts are fresh, and to embody it in amended Famine Codes. We fully recognise that, while the broad lines upon which relief is to be administered may properly be prescribed for the whole of India, variations in detail will be necessary under the varying conditions to be found in the several provinces, and that each province must retain its individual code. But it is impossible but that almost every province should have something to learn from the experience of others, and we think that it will be advisable to take special measures to collate that experience. Especially we think that, where the cost of relief and the numbers relieved have been larger than elsewhere in proportion to the acuteness of the distress and the population affected by it, it will be advisable to enquire to what causes the excess was due, and whether an adherence to the lines followed in other provinces might not, on a future occasion, reduce the cost without diminishing the efficacy of the measures to be adopted. We have already informed your Lordship that we appointed Mr. Higham, our Deputy Secretary in the Public Works Department, to examine into and report upon the systems of tasks and wages adopted in the various provinces, and his reports, of which we have already forwarded copies for your Lordship's information, will constitute a most valuable contribution to the discussion which we propose. But he necessarily dealt with one branch only of the subject, and his recommendations are based upon an enquiry of a limited nature.

5. We propose, therefore, if your Lordship approves, to appoint a small Famine Commission, on the model of that which was appointed with such signal advantage in 1878, to deal with the subject as a whole, and to formulate the lessons which the famine experience of 1897 has to teach us. The scope of the enquiry will be infinitely narrower than in 1878. Twenty years ago no general famine policy had been enunciated by Government, the experience gained in Behar in 1873 and in Southern India in 1877, from what were virtually experiments in relief, was all that was available, and the Commission had to formulate a policy and to evolve general principles for guidance in the actual presence of famine. But this was, perhaps, the least important portion of their duties. They were also bidden to consider and advise upon measures of the widest possible nature, such as might "diminish the severity of famines, or place the people in a better condition for enduring them." The programme that was laid down by them under the head of "Measures of protection and prevention" has since then been actively prosecuted. The protective works of which they advised the construction have been for the most part completed. The mileage of open railway has been doubled,

and the area irrigated by Government works enormously increased. An Agricultural Department has been constituted in every province, the village agency has been reformed, the record of vital and agricultural statistics has in most provinces been placed upon a satisfactory footing, the policy of agricultural loans by the State has been revised and extended, the assessment and collection of the Land Revenue is far more elastic than formerly, liberal conditions for the settlement of waste lands have been laid down, the organization of forest conservancy has made steady progress, and the relations between landlord and tenant have been regulated by legislation almost throughout those portions of India in which they are of importance. Meanwhile the industrial and commercial advance of the country has been rapid. Much, no doubt, still remains and always will remain to be done, but the omissions and defects are fully recognised; they are gradually being dealt with as opportunity offers, and we think that no further general enquiry of this nature is either necessary or advisable. So, too, the experience of the past year has shown us that the general lines of policy laid down in 1878 stand in no need of reconsideration. It is the details of the scheme of relief that require to be revised. But in such a matter details are hardly less important than principles.

6. We would suggest then that the Commission should be directed—

Firstly, to examine the manner in which the prescriptions of the Famine Codes have been departed from in the several provinces;

Secondly, to inquire into the degree of success which has in each case attended the measures adopted, considered primarily with regard to the relief of distress and the saving of human life, and secondarily with regard to economy;

Thirdly, to advise as to the measures and methods of working which seem likely to prove most effective in these two respects;

Fourthly, to record any recommendations or opinions which it is thought will prove useful in the case of future famines.

7. We think that the President should be, if possible, an Indian official of high position who has retired from Government service, and who would be selected by your Lordship. It would be well that the Commission should include another independent opinion; and a medical man, to be chosen in England by your Lordship, might perhaps be appointed. We would propose to complete the number by selecting in India a senior member of the Indian Civil Service, an Engineer of standing, and a Native gentleman of position. It may also be well to ask each Local Government, while the Commission is actually making inquiries within the province, to attach to it as a temporary member one of its own officers who is acquainted with the system of relief adopted, and whose presence will ensure that material points are not overlooked or misunderstood. A Secretary will be required; and if your Lordship approves our proposals, we shall place him on special duty at once, in order to collect detailed information from the various Local Governments, and to put it into shape for the use of the Commission.

8. The Commission will probably wish to visit Bombay, Madras, Bengal, the Central Provinces, and the North-Western Provinces and Oudh, and possibly Berar; and to make inquiries on the spot. The Punjab and Burma may perhaps be passed over. This tour will probably occupy something like six weeks. But before undertaking it they will require some weeks to consider the information already on record, and to decide upon their line of procedure; while after they have completed it, they will need at least a month in which to formulate their conclusions. On the whole we do not think that the work can be done in a shorter period than four months. March is the latest month in which travelling in India is not unpleasant; while it would be convenient if the Commission were to conduct their final deliberations at Simla after the Government has moved there at the end of that month, by which time, moreover, it may be hoped that the Provincial reports upon the recent famine will be available. Thus the Commission should assemble in India not later than the middle of January; while if any earlier date commends itself to your Lordship, and will suit the members from England,

arrangements can easily be made in India. But if the date fixed is much earlier, the information which we propose to collect from Local Governments may not be complete.

9. We are informing your Lordship by telegram of the general nature of our proposals, and asking for a reply by the same channel.

We have, &c.,
(Signed) ELGIN.
G. S. WHITE.
E. H. H. COLLEN.
C. M. RIVAZ.

Extract from the Proceedings of the Government of India, in the Department of Revenue and Agriculture,—No. 35—245–26 *(Famine), dated the* 23*rd December* 1897.

READ—

(1) Despatch to Her Majesty's Secretary of State, No. 86, dated 25th November 1897.
(2) Telegram from Her Majesty's Secretary of State, dated 30th Noveember 1897.

RESOLUTION.

It has been decided, with the approval of Her Majesty's Secretary of State, to appoint a small Commission to formulate for future guidance the lessons which the famine experience of 1897 has to teach. The Governor General in Council will take another opportunity of publicly expressing his appreciation of the manner in which the operations for the relief of distress have been conducted; while any complete review of them must await the receipt of the Provincial reports. But the information already at his disposal warrants him in believing that, regarded with reference to their object, which was to prevent the loss of human life from starvation at the smallest expense to the tax-paying community, those operations have on the whole been conspicuously successful.

2. As was to be expected, however, the methods by which that object has been attained, and the measure of economy which has been secured in the administration of relief, have not been the same in all provinces. The organisation for the relief of distress which has been elaborated in each province on the lines laid down by the Famine Commission of 1878, and embodied in the Provincial Famine Codes, has now, for the first time in most of the affected provinces, been practically tested on a large scale; and on the whole it has stood the trial well. But while the experience of the past year has suggested no alterations in the main lines which were prescribed as the basis for the administration of relief, it has been found necessary, in almost every province, to depart in some not unimportant respects from the detailed provisions of the local Code in order to meet the differing conditions of distress. And the direction which these departures have taken has varied from province to province.

3. The experience thus gained will be of incalculable value when India is next face to face with famine. But in order to render it available for future guidance, it is essential to collect and collate it while the facts are fresh, and to embody it in amended Famine Codes. It is no doubt the case that, while the broad lines upon which relief is to be administered may properly be prescribed for the whole of India, variations in detail will be necessary under the varying conditions to be found in the several provinces, and that each province must retain its individual Code. But it is certain that almost every province will have something to learn from the experience of others, and it will be advisable to take special measures to collate that experience; and especially, where the cost of relief and the numbers relieved have been larger than elsewhere in proportion to the acuteness of the distress and the population affected

by it, to enquire to what causes the excess was due, and whether an adherence to the lines followed in other provinces might not, on a future occasion, reduce the cost without diminishing the efficacy of the measures to be adopted.

4. The inquiry will be far narrower in scope than that entrusted to the larger Famine Commission, which was appointed with such signal advantage in 1878. Twenty years ago no general famine policy had been enunciated by Government, the experience gained in Behar in 1873 and in Southern India in 1877 from what were virtually experiments in relief, was all that was available, and the Commission had to formulate a policy and to evolve general principles for guidance in the actual presence of famine. But this was, perhaps, the least important portion of their duties. They were also bidden to consider and advise upon measures of the widest possible nature, such as might "diminish the severity of famines, or place the people in a better condition for enduring them." The programme that was laid down by them accordingly under the head of "Measures of protection and prevention" has since then been actively prosecuted; and though much still remains and always will remain to be done, the omissions and defects are fully recognised, and are gradually being dealt with as opportunity offers, and no further general enquiry of this nature is either necessary or advisable. So, too, the experience of the past year has shown that the general lines of policy laid down in 1878 stand in no need of reconsideration. It is the details of the scheme of relief that require to be revised. But in such a matter details are hardly less important than principles.

5. The duties of the Commission will therefore be—

- to examine the manner in which the provisions of the Famine Codes of the several provinces differ from one another, and in which their prescriptions have been departed from;
- to inquire into the degree of success which has in each case attended the measures adopted, considered primarily with regard to the relief of distress and the saving of human life, and secondarily with regard to economy;
- to advise as to the measures and methods of working which seem likely to prove most effective in these two respects; and
- to make any inquiries and record any recommendations or opinions which it is thought will prove useful in the case of future famines.

It is to be understood that the object of the inquiry is to furnish guidance for the future; and that it is concerned with the past, only in so far as may be necessary to that end.

6. The President of the Commission will be Sir James Broadwood Lyall, G.C.I.E., K.C.S.I., late Lieutenant-Governor of the Punjab. The Members of the Commission will be Surgeon-Colonel Richardson, lately Inspector General of Civil Hospitals, North-Western Provinces and Oudh; Mr. T. W. Holderness, C.S.I., lately Deputy Secretary to the Government of India in the Department of Revenue and Agriculture (Famine); Mr. T. Higham, C.I.E., Inspector General of Irrigation and Joint Secretary to the Government of India in the Public Works Department; and Rai Bahadur Bipin Krishna Bose, M.A., B.L., Government Advocate, Nagpur, and Secretary to the Provincial Committee of the Famine Charitable Relief Fund. Mr. H. J. McIntosh, I.C.S., will be Secretary to the Commission. The representation upon a small Commission of each province affected by the late famine is impossible; but the Government of India desire that each Local Government should nominate, to be attached to the Commission as a temporary Member while they are actually making inquiries within the province, one of its own officers who is personally acquainted with the practical working of the system of relief adopted, and whose presence will ensure that material points are not overlooked or misunderstood.

7. The Commission will be formally constituted on the arrival of Sir James Lyall and Dr. Richardson from England. They will probably wish to visit Bombay, Madras, Bengal, the Central Provinces, the North-Western Provinces

and Oudh, and possibly Berar, and to make inquiries upon the spot; but the Governor General in Council desires to leave the matter of method and procedure in the investigation with which they are charged entirely to their discretion. The general conduct of the inquiry and the regulation of the course of business before the Commission will be entrusted to the President in communication with the Members. The Commission, through their Secretary, acting under the instructions of the President, will correspond direct with Local Governments and Departments of the Government of India, and with any local authorities with whom direct communications may be authorised by Local Governments as a matter of convenience and in order to save time; and it is requested that all communications or requisitions for information emanating from them may be treated as urgent and complied with promptly, and that in the event of the Commisssion visiting a province, they may be afforded every facility for their inquiries.

ORDER.—Ordered, that copies of this Resolution be forwarded to the Local Governments noted in the margin, to the Secretary to the Famine Commission, and to the Foreign, Public Works, Home, and Finance Departments of the Government of India for information.

Govt. of Madras,	Ch. Commr. of C. P.
" Bombay.	" Assam.
" Bengal.	" Coorg.
" N.-W. P. & Oudh.	" Ajmere.
" Punjab.	The Resident at Hyderabad.
" Burma.	

Ordered also, that it be published in the Supplement to the *Gazette of India* for general information.

By order,
DENZIL IBBETSON,
Secretary to the Government of India.

Revenue, No. 229.

To His Excellency the Right Honourable the Governor-General of India in Council.

MY LORD, India Office, London, 23rd December 1897.

I HAVE considered your Excellency's Letter, No. 86 (Famine), dated the 25th November 1897, confirming, and adding details regarding, your proposal that a small Famine Commission should be appointed to investigate the famine relief measures taken in the several provinces, to review the lessons to be learnt from the relief operations of 1897, and to record recommendations that will prove useful in future famines.

2. My telegram of the 30th November has informed you that I agree to your proposals regarding the Famine Commission, and that I fully accept your view that the main principles of famine administration, as laid down by the Famine Commission and embodied in the provincial Famine Codes, are settled and need not be reopened. At the same time, I am confident that valuable results will be gained by collating and reviewing the experience of relief administration in the several provinces. I attach much importance to the second head of the inquiries to which you have drawn the attention of the Commission; and I am glad to observe that, under the fourth head, you have encouraged the Commission to make such general or special recommendations as they may see fit on the subject of famine relief administration.

3. I enclose copy of the letter, dated 30th November 1897, in which Sir James Lyall and Surgeon-Colonel Richardson were informed that, in accordance with your request, I had selected them to be President and Member of the Famine Commission which you proposed to appoint.

I have, &c.,
(Signed) GEORGE HAMILTON.

ENCLOSURE.

SIR, India Office, 30th November 1897.

I AM directed by the Secretary of State for India to forward copy of a telegram,* showing that the Government of India have decided to appoint a small Commission to investigate certain matters connected with the recent famine in India, and have asked the Secretary of State to select from retired Indian Officers a President and a Medical Member for the Commission. Lord George Hamilton has been glad to learn that you are willing to serve as $\frac{\text{President}}{\text{Medical Officer}}$ on the Commission, and has informed the Viceroy accordingly.

* Telegram from the Viceroy of India, of 22nd November 1897.

It is proposed that you should leave Brindisi by the S.S. "Ballarat" on the 19th December, reaching Calcutta about the 7th January. Return tickets by steamer and reserve accommodation in the Peninsular and Oriental special train to Brindisi will be secured for you. All your travelling expenses in India will be defrayed by the Government, and the Secretary of State in Council has sanctioned a daily allowance of three guineas a day for the period of your stay in India on duty.

I am, &c.,

Sir James Lyall, G.C.I.E., K.C.S.I.
Surgeon-Colonel Richardson.

(Signed) A. GODLEY.

FURTHER PAPERS

REGARDING THE

FAMINE AND THE RELIEF OPERATIONS

IN

INDIA

DURING THE YEARS 1896-97.

No. V.

(IN CONTINUATION OF [C. 8660].)

Resolution on the Administration of Famine Relief in the North Western Provinces and Oudh.

Presented to both Houses of Parliament by Command of Her Majesty.

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REGARDING THE

FAMINE AND THE RELIEF OPERATIONS

IN

INDIA

DURING THE YEARS 1896-97.

No. V.

(IN CONTINUATION OF [C. 8660].)

Resolution on the Administration of Famine Relief in the North Western Provinces and Oudh.

Presented to both Houses of Parliament by Command of Her Majesty.

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Government of the North-Western Provinces and Oudh.

NARRATIVE AND RESULTS OF THE MEASURES ADOPTED FOR THE RELIEF OF FAMINE DURING THE YEARS 1896 AND 1897.

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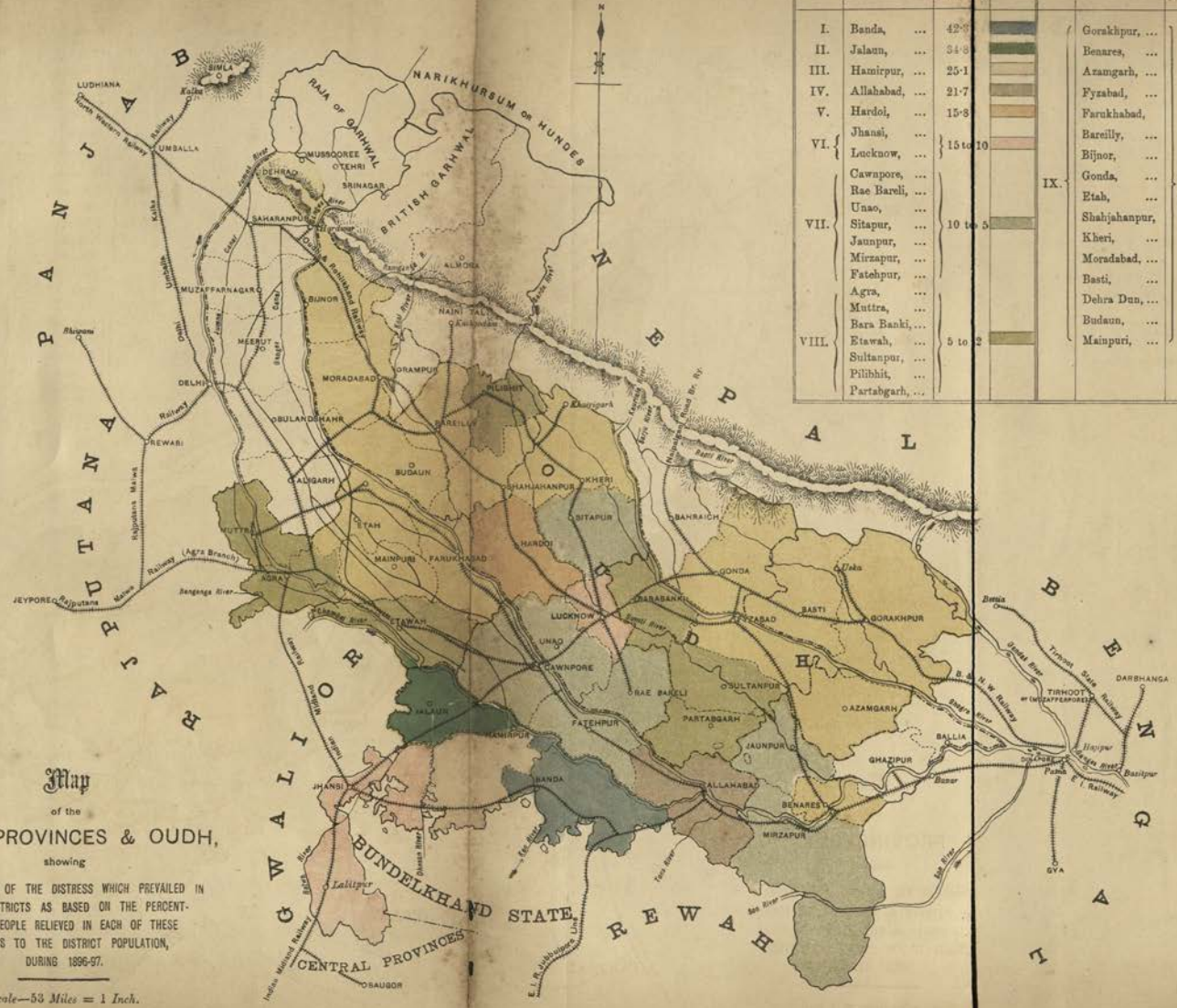
To accompany the Report on the Scarcity and Relief Operations during 1896-97.

Map of the N.-W. PROVINCES & OUDH, showing

THE INTENSITY OF THE DISTRESS WHICH PREVAILED IN CERTAIN DISTRICTS AS BASED ON THE PERCENTAGE OF PEOPLE RELIEVED IN EACH OF THESE DISTRICTS TO THE DISTRICT POPULATION, DURING 1896-97.

Scale—53 Miles = 1 Inch.



Group.	District.	Percentage of relieved to population.	Group.	District.	Percentage of relieved to population.
I.	Banda, ...	42·3		Gorakhpur, ...	
II.	Jalaun, ...	34·5		Benares, ...	
III.	Hamirpur, ...	25·1		Azamgarh, ...	
IV.	Allahabad, ...	21·7		Fyzabad, ...	
V.	Hardoi, ...	15·3		Farukhabad,	
VI.	Jhansi, ...	15 to 10		Bareilly, ...	
	Lucknow, ...			Bijnor, ...	
VII.	Cawnpore, ...	10 to 5	IX.	Gonda, ...	2 and under
	Rae Bareli, ...			Etah, ...	
	Unao, ...			Shahjahanpur,	
	Sitapur, ...			Kheri, ...	
	Jaunpur, ...			Moradabad, ...	
	Mirzapur, ...			Basti, ...	
	Fatehpur, ...			Dehra Dun, ...	
	Agra, ...			Budaun, ...	
	Muttra, ...			Mainpuri, ...	
	Bara Banki, ...				
VIII.	Etawah, ...	5 to 2			
	Sultanpur, ...				
	Pilibhit, ...				
	Partabgarh, ...				

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Government of the North-Western Provinces and Oudh.

(SCARCITY DEPARTMENT.)

NARRATIVE AND RESULTS OF THE MEASURES ADOPTED FOR THE RELIEF OF FAMINE DURING THE YEARS 1896 AND 1897.

No. 2469.

Extract from the Proceedings of the Government of the North-Western Provinces and Oudh in the Scarcity Department,—under date Allahabad, November 23rd, 1897.

READ again—

Resolution No. 3545S., recorded by the Lieutenant-Governor and Chief Commissioner on the 20th October 1896, reviewing the relief operations in Bundelkhand and in certain other districts of the North-Western Provinces and Oudh during the spring, summer, and autumn of 1896.

Letter No. $\frac{196}{S-73}$, dated 23rd November 1896, reporting on the extent to which the early cessation of the rains of 1896 had injured the *kharif* harvest, prejudiced the prospects of the ensuing *rabi*, and affected the condition of the people at large.

Correspondence and Minutes of conferences between the Lieutenant-Governor and Chief Commissioner and Commissioners of Divisions, the Chief Engineer, District Officers, Superintending Engineer and others regarding the organization and conduct of relief measures from October 1896.

Read also—

Communications under various dates from Commissioners of Divisions, Collectors of Districts, and Superintending Engineers in whose jurisdictions famine or scarcity prevailed during 1897, reporting on the organization, progress, termination, and results of relief operations carried out under their supervision and control.

RESOLUTION.

INTRODUCTION.—This narrative deals with the famine which visited the North-Western Provinces and Oudh during the years 1896 and 1897. These Provinces cover an area of 107,500 square miles, and in 1891 contained a population of 46,905,085, or nearly 47 millions. It is believed that the population has since increased. At one period or other

during 1896 and 1897 every part of this great territory was to a greater or less extent affected by crop failure, entailing scarcity of food or high prices. In one-third of the area there was famine; in another third there was scarcity; and in the remainder there was the pressure which famine prices cause. Previous famines or scarcities—and there have been many—affected only limited portions of the Provinces. This is the first occasion within historic memory that the entire country has been so severely afflicted.

The local famine in Bundelkhand last year declared itself on the failure there of the *rabi* or spring harvest: the general famine of the present year immediately followed on the failure of last year's autumn or *kharíf* crops. But neither famine was produced by the loss of a single harvest: the causes which culminated in these visitations must be sought much further back than the local or general crop failures of 1896.

The year 1896 was only the last and worst of a series of years marked by adverse conditions of climate, and by the deficient harvests which such conditions produce. To explain the events which, beginning in 1896, reached a climax in 1897, it is necessary to review, as briefly as may be, the character of the preceding years and to narrate the repeated disasters which befell those extensive regions in which famine or scarcity subsequently developed.

CHAPTER I.

Economic condition of the North-Western Provinces and Oudh from 1892 *to* 1896.

SINCE the last scarcity of 1877-78 the welfare of the United Provinces had up to 1892 met with no serious check. There had been, it is true, deterioration, within limited areas depression and even local distress. But these troubles were no more than the fluctuations of agricultural prosperity that might be expected in any large tract of country; and the period of fifteen years that followed the famine of 1877-78 was a period of progressive welfare throughout the United Provinces generally.

In 1892 the country was at a stage of full normal prosperity. Prices were moderate and bad harvests in Europe gave an extraordinary stimulus to the Indian export trade. From April 1891 to June 1892 the rush of wheat to the seaports had been in excess of anything formerly known: and it is calculated that during 1892 the Provinces exported surplus grain to the value of nearly four crores of rupees. An alarm was raised that the money thus brought into the country was the price of a dangerous exhaustion of the local food supply; but this was disproved by a special inquiry which Government instituted into the state of the existing stocks, and the alarm was further dissipated by the trade reaction in the following year. 1892.

The harvests that bore the brunt of all this export were distinctly good. The spring crops gave an outturn which was for the most part normal and nowhere, except in the Azamgarh district and in the Kumaun division, under 75 per cent. of a full average. Favoured by a timely and well-distributed monsoon rainfall, the autumn crops were sown over an exceptionally large area, and their produce was as good as that of the foregoing spring harvest, except in parts of Bundelkhand and in the rice lands of the Benares and Gorakhpur divisions. These latter tracts suffered from droughts and floods, and the consequent failure in the rice crop, on which these divisions largely depend, had to be met by considerable imports of that grain from Bengal.

The winter of 1892-93 was an unusually wet one, and was followed by years of excessive rainfall, which have had no small part in leading up to the recent distress. The spring harvest of 1893, though giving fully an 80 per cent. outturn for the Provinces as a whole, was by no means of uniform excellence. Magnificent crops were produced on unirrigated and light soils; but the wet and cloudy weather that prevailed up to harvest time induced rust and blight in lowlying lands 1893.

and on the heavy black soil of Bundelkhand. The ripening crops, too, in many places were devastated by storms of hail that swept over the country in March, and necessitated revenue remissions in 12 districts, amounting to close on 2½ lakhs of rupees. The southern and western districts of the Provinces showed excellent harvests; but Azamgarh and three-fourths of Bundelkhand suffered severely from the combined effects of hail and excessive moisture.

The monsoon rains began early and continued abnormally heavy. The autumn harvest was generally impaired by the constant wet, which culminated in a cyclonic storm in October. Except for rice, which turned out unusually well, the yield on the whole was not quite 70 per cent. of the average. It was best in the Meerut, Rohilkhand and Agra divisions, and worst in Oudh and in the Bánda, Allahabad, Gházipur, Ballia and Azamgarh districts of the North-Western Provinces.

This deficiency in the harvests produced its natural effect on the activity of the export trade, which indeed had begun to wane by the end of 1892. There was some surplus of export from Meerut and Rohilkhand; but the pinch of light harvests began to tell in the Allahabad and Benares divisions, which had to import respectively about 4,600 and 3,250 tons of food grain for their own consumption.

1894. The year 1894 opened with much promise. The copious rains of the preceding autumn had led to spring sowings which covered over a million acres more than in 1893. But the winter rains, besides being irregular in distribution, were interspersed with long intervals of cloudy weather, and were followed before harvest time by untimely high winds. Blight and rust accordingly followed; but still the crops looked good, and it was not till they came to the threshing floor that a distinct lightness of the grain in the ear became apparent. The yield of wheat was the poorest for ten years past, nowhere except in the Doáb exceeding two-thirds of a normal outturn. The coarser cereals did better, and sugarcane was very successful; but the harvest on the whole was again not above 70 per cent. of an average outturn, and it was particularly disappointing in the eastern divisions. In Bundelkhand the wheat and linseed crops were most seriously damaged by rust, and in the Jhánsi and Jalaun districts further havoc was wrought by hailstorms.

To an indifferent spring outturn succeeded a still more unfortunate autumn harvest. Exceptionally heavy rains again characterised the season; and over large areas the autumn sowings were washed out of the ground. In October and early November came fresh storms of rain, followed by disastrous floods along the courses of all the larger rivers by which many houses were wrecked and much property destroyed, necessitating large remissions of revenue. In the tracts visited by inundations the millets and autumn

pulses were almost entirely destroyed and the rice crop was seriously damaged except on high ground, where it is scantily sown.* This only mitigated the loss. For the provinces as a whole the estimated outturn was barely above half of a normal average. In the districts of the Lucknow and Benares divisions and in Bánda, Basti and Azamgarh it was considerably less. The inclemency of the season started severe epidemics of cattle disease, which decimated the agricultural stock. Nor was the autumn more favourable for men than for cattle: malaria and cholera raged nearly all over the Provinces, and in the district of Gorakhpur alone the latter disease claimed close on 20,000 victims.

To what extent of distress the short harvests of the year and the weakening of the agricultural resources would have led if help from external markets had not been available, it is difficult to say. But the money that had poured into the country during the preceding export seasons now saved the position from being critical, and the Provinces were able to spend about 1⅛ crores of rupees in supplementing their food stocks from outside. Both 1893 and 1894 had been years of plenty in the Panjáb, and from its teeming granaries came an influx of grain that penetrated into the most distant parts of these Provinces. Between April 1894 and March 1895 the Panjáb imports by rail alone were well over half a million of tons, exclusive of large supplies that must have crossed the border by road. And now it was that the unequal fortunes of the different parts of the Provinces first began to come out in high relief. During the busy season of 1894-95 the Gangetic Doáb was not only able to act as a clearing house for the drafts on the Panjáb, but to send out a substantial surplus of its own, the net exports from Meerut and Agra being about 111,000 and 60,000 tons respectively. Rohilkhand held its own and somewhat more, paying for the grain it imported by large consignments of home-grown sugar. But in all the other divisions the imports far exceeded the exports.

Such then was the position in the beginning of 1895. The harvests generally had been deficient, markedly so in the eastern districts, in Bundelkhand, and in the valley tracts along the main rivers. Disease had been rife and prices were rising briskly, stemmed only by the influx of grain from the Panjáb. Of the nine divisions in the Provinces only four were supporting themselves, and only two of these were helping their neighbours: the other five, with a population of 30¼ millions, had become partly dependent on food supplies from outside.

Thus when 1895 began the prospects for the future were only moderately bright. The winter had once more been a wet and cloudy one, and the harvest month of March was visited by more than usually damaging hail and duststorms. The extraordinary excess of the autumn rainfall of 1894 1895

is graphically shewn in the accompanying diagrams. In many places it had been impossible in the driving rain to plough the fields in time for the spring harvest; the sowings had been late; and in extensive tracts they had failed and had had to be repeated. The area actually sown, however, was up to the normal; and in the early spring the crops looked full and promising. But as they were ripening, clouds brought rust and blight, or high winds shrivelled the grain and reduced the produce. In Meerut and Agra alone was the outturn satisfactory; in these divisions the people (who had saved very largely in canal dues as irrigation was superfluous) reaped a harvest which was over 80 per cent. of the normal. In Rohilkhand the result was fairly good, except in the Sháhjahánpur district, where it fell short of half the average: elsewhere it was much below average, especially in Oudh and in Bundelkhand, where the important linseed crop was barely 25 per cent. of the average: while the wheat was little better. In all the five eastern and southern divisions the crops gave little more than half an average yield.

During the summer of 1895 there could thus be little doubt that in many parts of the country the poorer classes were not far removed from distress. In the Rae Bareli, Sitapur and Hardoi districts of Oudh test relief works were opened, and in the two latter districts large remissions and suspensions of revenue were made. Nearly two lakhs of revenue were remitted on account of crop failures in Bundelkhand; while Jalaun and Hamírpur received considerable reductions in their deteriorated tracts. Partly through these concessions and partly by virtue of continued grain imports from the Panjáb and the Gangetic Doáb, acute distress was staved off. A plentiful mango season, too, eked out the food stock of the poorer classes, and prices remained wonderfully steady, though with a natural tendency to rise.

The monsoon rains of 1895, anxiously awaited, began in due time with heavy and sudden falls, but afterwards lightened off considerably. A fairly normal area was shown as cultivated, and up to the beginning of September there was every hope of a good harvest. But, save for some scattered showers, the rains virtually ceased on the 5th of September and the drought thereafter reduced the harvest by about 20 per cent. short of the average. In the greater part of the Provinces the harvest was not bad enough to be the cause of anxiety had it followed a series of normal seasons and found the people prepared for hard times. But the cumulative results of indifferent harvests and climatic troubles were beginning to tell severely in Bundelkhand and in most of the eastern districts. In Bundelkhand, where nature is rarely propitious, the *káns* weed, stimulated in its growth by the previous heavy rainfall, was spreading and weakening the failing resources of the cultivator: in the autumn of 1895 the area under the plough had contracted by

DIAGRAMS SHOWING THE RAINFALL

in the

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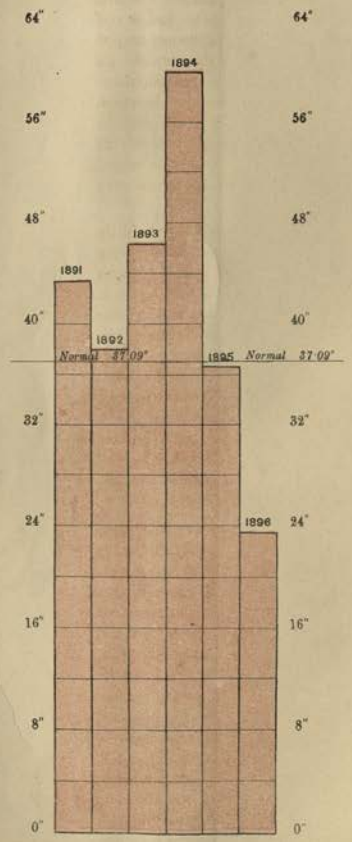
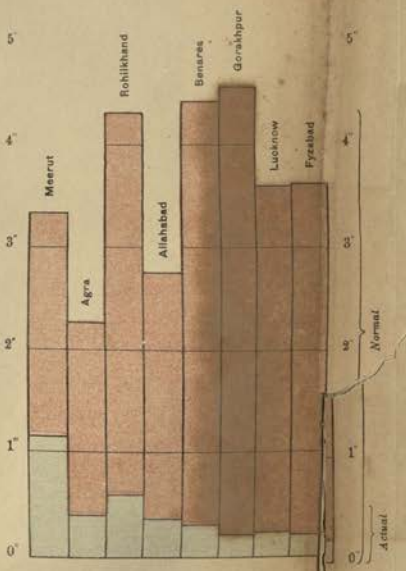
DURING THE PERIOD PRECEDING THE MONSOON OF 1896.



MEAN ANNUAL RAINFALL, 1891-96.



RAINFALL BY DIVISIONS, (Plains only).

during period

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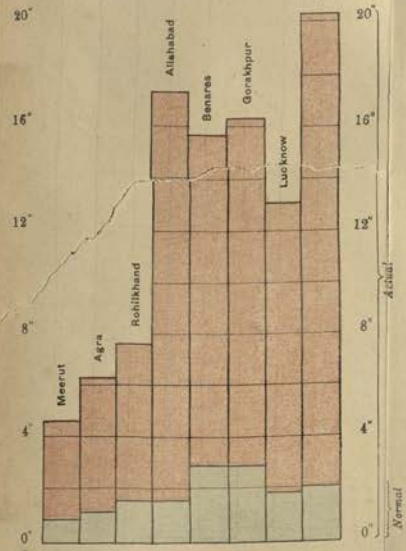

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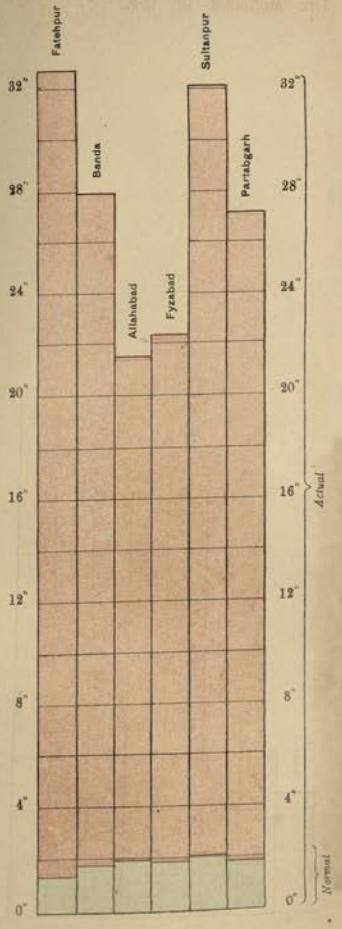
1st October——31st December, 1894.



RAINFALL IN SOME DISTRICTS

in

October and November, 1894.

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nearly one-seventh, and the staples of the tract—the great millet, cotton and sesame—were largely ousted by poorer and coarser crops. In the eastern divisions, where the population is densest and the struggle for life most acute, the ravages of the floods of 1894 had been followed by the loss over large areas of the 1895 rice crop, the mainstay of the local agriculture. In Oudh and in the two eastern districts of Rohilkhand the depletion of food stocks was assuming a scarcely less serious phase. The year, too, was again an unhealthy one, the great heat that followed the premature close of the rains sowing the seeds of cholera and malaria. Among cattle the mortality from rinderpest was excessive, and an epidemic of foot-and-mouth disease followed the use of fodder injured by the untimely drought.

To add to their misfortunes the Provinces were now deprived of the help hitherto freely given by the Panjáb. The exuberant harvests of that Province had ceased in 1895, and its exports markedly declined in the latter half of the year. From April 1895 to March 1896 the rail-borne traffic in grain from the Panjáb was only 222,000 tons as against 500,000 in the preceding 12 months. The canal-irrigated divisions of Meerut and Agra as usual continued to show a balance of export in their favour; but the admitted surplus of the other seven divisions dwindled to insignificant figures, while their net food imports aggregated over 337,000 tons, and they would no doubt have taken more had the outside market been easier.

As a natural consequence of the tightening of stocks prices at last began to rise, and with no uncertain movement. By the beginning of 1896 the staple food grains were in the majority of districts 25 per cent. dearer than the normal, and prices rose sharply up to the end of February. The spring crop was then within sight of harvest, but its prospects were far from promising. The drought of the preceding autumn had reduced the area practicable for sowing. In many districts the dry baked ground defied the plough; and where irrigation was impossible the cultivator hesitated to risk his seed. For seed was scarce and very dear; and the chances of its germination in unirrigated soil grew fainter as the year wore on and rain held off. The area actually sown was fully an eighth below the normal. In Bundelkhand alone it shrunk by over a quarter of a million acres; and the total defect for the Provinces was over two million acres. 1896.

With the exception of some showers in the beginning of December, there had been no rain between the early close of the monsoon on 5th September 1895 and the end of January 1896; but these showers had been of no material value in Bundelkhand, nor were they anywhere sufficient for the growing crops after such a prolonged drought. In the end

of January there was some irregular and badly distributed rain, ample enough to be valuable only in the Muttra district and in the Meerut and Rohilkhand divisions: elsewhere the fall was trifling, and it altogether passed by the Benares division and Bundelkhand, where it was most sadly needed. Hot winds, too, began to blow before the end of February, prematurely ripening the crops. Irrigation had gone far to relieve the strain in tracts where water was available. The canals were efficiently protecting the irrigable area in Meerut and Agra, and small temporary wells were being dug in exceptional numbers throughout Rohilkhand and the submontane tracts where the water-level is high. But for the Provinces as a whole little more than a third of the cropped area had access to an effective supply of irrigation, and in Bundelkhand, where the season was driest, the irrigable area was insignificant.

The harvest began early. The irrigated crops were up to the average or very little below it. Sugarcane, gram, peas and the *arhar* pulse gave a satisfactory yield; wheat did well wherever it had got water; and the harvest of food grains as a whole was probably not under 65 per cent. of a normal harvest. But this left a very large deficiency. Had the defect been equally spread over all the tracts in the Provinces, the storm might have been weathered: the third part of a harvest had been lost before, without reducing the general population to dangerous straits. But the disparity of fortune between the different parts of the country, originating in the troubles of the preceding years, had become now more accentuated than ever. To them that had, to the prosperous and protected districts of the Upper Doáb, was given: from them that had not, from the waterless expanses in Bundelkhand, from the submontane tracts, and from the far east, was taken much of what they might have had. In the Allahabad division the harvest was 55 per cent. of the normal, and individual districts ran through the gamut of affliction down to 47 per cent. in Jalaun and 38 per cent. in Bánda. As the poverty of the threshing floors became apparent prices rapidly stiffened, and by the end of April they were approaching rates which had hitherto been unknown except in years of famine. Imports from the Panjáb virtually ceased; the cultivators, fearful of even harder times than the present, shut up their grain and refused to sell; and a slow and painful dribble from the Doáb to the eastern districts and Bundelkhand was now the only appreciable movement in trade. The period of famine had begun.

CHAPTER II.

The Bundelkhand Famine of 1896.

In the preceding chapter it has been shown that the unfavourable conditions which assumed the unmistakeable shape of famine in 1896 had their origin as far back as 1893. The region which had suffered most persistently was the region where distress was first to develop, namely the four districts—Bánda, Hamírpur, Jalaun and Jhánsi—known as British Bundelkhand. The southern part of the Allahabad district lying beyond the Jumna adjoins this tract and resembles it in physical conformation; it shared its misfortune. Bundelkhand, it has been shown, had suffered from agricultural depression for the previous three years. With the exception of the comparatively small area commanded by the Betwa Canal it is unprotected by irrigation. In point both of the fertility of its soil and of the industry and agricultural skill of its population it compares unfavourably with the rest of the Provinces. Since the autumn of 1893 the outturn of the autumn crops there had been uniformly poor, while that of the principal spring crop (wheat mixed with either gram or barley) had been worse. The abnormal succession of bad seasons had also encouraged the growth in the culturable area of the coarse grass known as *káns*. The result of this prolonged period of adversity was a decrease in 1895 of 192,672 acres, or 13·5 per cent. in the normal autumn crop area, and this was followed by a still more serious decrease in 1896 of 292,362 acres, or 19 per cent. in the normal spring crop area. The monsoon of 1895 ceased early in September, and the winter rains entirely failed. The stock of grain in the villages, reduced by double sowings, became low; prices began to rise before the end of the year, and the impoverished landowning classes were unable to assist their tenants. By the beginning of 1896, when the Lieutenant-Governor visited Bundelkhand, it was manifest that the region was on the brink of famine.

The affected area was fortunately well served by railways (the result of a wise employment of the Famine Insurance Fund), and it was from the first apparent that private trade would be capable of supplying all the food required, and that no heavier burden would fall on Government than attaches to the provision of relief works and of those other measures of charitable or gratuitous assistance which are described in the Famine Code. In the first week in February, when the failure in the spring harvest had been placed beyond doubt, and when the first signs of commencing want had become apparent, test works were started in the

form of improvements and repairs to roads in all the districts of Bundelkhand and in South Allahabad. At the same time preparatory steps were taken to deal with more severe distress when it should show itself. The executive staff of the various districts was strengthened; relief circles were formed, and officers to take charge of them were nominated; sites were selected for poorhouses; the programme of relief works was revised and expanded; a staff of hospital assistants was deputed to supervise sanitary arrangements on relief works and administer medical comforts in temporary hospitals; provision was made for the relief at their homes of indigent persons enfeebled by age or disease or debarred by national custom from appearing in public; and the opening of the Government forest to pasturage and collection by the people of edible produce was arranged. The administrative framework necessary for the management of large relief operations was thus held in readiness at the beginning of the emergency, and all that was afterwards necessary was to fill it in as necessity required.

The number of applicants for employment on the test works opened soon became so considerable that, on the 28th February, these works were converted into regular relief works under the Famine Code. With a view to an useful subdivision of work and responsibility it was ordered that large operations, such as roads, should be managed by the Public Works Department, and that minor works, such as village tanks or reservoirs, and all poorhouse and village relief should be carried out by local agency controlled by the District Officers.

In Bundelkhand the population, which contains a considerable admixture of aborigines, depends a good deal for sustenance during the summer on the *mahua (Bassia latifolia)* crop and other edible forest products. But by April it became manifest that the *mahua* crop had failed, while the prices of the staple food grains rose steadily and the numbers on relief works increased. It had been estimated by the local officers in March that at the period of greatest pressure the numbers in receipt of relief would not exceed 140,000; but by the middle of April that number was exceeded and the numbers continued to rise, till in the third week of May they reached their maximum pitch of 263,961. The unprecedentedly low rate of wages paid, combined with the not unsubstantial outturn of work done, proves that the people were in real need of help.

In addition to the relief afforded by public works, by the establishment of poorhouses, and by the distribution of assistance to respectable but indigent people, much help was also given by granting advances of money, under the Agriculturists' Loans Act, and by suspensions and remissions of revenue. The actual sum distributed by way of recoverable

advances without interest was Rs. 1,85,118; and the actual amount of revenue suspended by the Commissioner was Rs. 2,16,000 on account of the autumn instalment of 1895 and Rs. 8,78,000 on account of the spring instalment of 1896. In this way substantial assistance was afforded to the landowning and cultivating classes, as the suspension or remission of revenue carries with it, under the North-Western Provinces Rent Act, the suspension or remission of double the amount in rent.

At the beginning of June the Government laid down the policy to be adopted after the breaking of the rains with the object of inducing the people to return to their ordinary avocations as soon as possible. Village works being carried out by Civil Officers were to be contracted to a minimum on the opening of the monsoon, and no further grants for such works were to be made, it being left to the Commissioner's discretion to continue the distribution of gratuitous relief in villages and at poorhouses when absolutely necessary. With regard to road works, orders were issued that all operations under the control of the Public Works Department should be reduced to a skeleton at the break of the rains in the districts of Jhánsi and Jalaun, where the distress was judged to be less acute; and that in Bánda and Hamírpur the extent of the works should be greatly contracted. The works remaining were to consist in stone-breaking and quarrying, which were considered suitable for the rainy season as they could be done under cover. Task work was to be strictly exacted, and only persons capable of earning a living on task work were to remain on the public works, debilitated persons being provided for in poorhouses. It was also laid down that, with a view to inducing people to revert to agricultural work, no wages should be paid to any person on relief work in excess of the minimum subsistence wage (or its money equivalent) prescribed by Article 108, Famine Code.

The combined effect of these measures, reinforced by the certainty of ordinary agricultural employment when the rains would set in, and also to some extent no doubt by the fear of cholera, was seen in a great decrease of relief workers. The numbers, which in the third week of May had exceeded 260,000, fell by the third week of June, when the rains had broken, to 52,619. By the middle of July all relief works under control of the Public Works Department had been closed except in Bánda, where a few quarry works were still open; and all village works had been closed except in Jhánsi, where some were still unfinished. The relief administered after that time consisted almost entirely of that given at poorhouses and of the gratuitous relief administered through the agency of village officials to respectable persons debarred by national custom from appearing in public. At the end of August the total number in receipt of any

form of relief in Bundelkhand had fallen to 5,904, and without doubt this number would have melted away, too, had not the threatenings of the far greater difficulties to come completely altered the situation.

In March prices throughout Bundelkhand, as elsewhere, were substantially above normal rates. The difference between wheat and the coarser grains was, however, well marked. During the summer wheat for a short period slightly relaxed in price, but the other staples rose steadily in value. By the end of August wheat had risen to the rate prevailing in March, and there was a significant approximation to it in the price of the coarse grains.

The following statement compares the average prices current in Bundelkhand for the food grains principally used during March, May and August 1896, with the normal prices during these months :—

Seers per Rupee.

Month.	Wheat.		Gram.		Arhar pulse.		Juár.	
	Normal.	1896.	Normal.	1896.	Normal.	1896.	Normal.	1896.
March ...	18·56	11·36	25·31	19·23	26·19	15·20	24·03	15·69
May ...	17·43	11·94	22·75	15·37	28·43	13·30	22·31	14·55
August ...	16·19	11·04	21·62	13·69	24·50	12·25	20·87	13·68

High as prices were, there can be no doubt that they would have been much higher but for the active importation of food grain which went on during the whole period of distress. The imports and exports of food grains at the railway stations situated in the Bundelkhand districts were carefully recorded. From January to July the total net imports amounted to about 27,500 tons. Besides this rail-borne traffic there was a considerable import by road from Cawnpore and other neighbouring centres across the Jumna. In this and the greater trouble which awaited it, Bundelkhand owes its safety to the facilities for transport of food supplies afforded by the Indian Midland Railway.

In the earlier months of the famine the death-rate rose little above normal. The health of relief workers remained on the whole very good all through. They were often, when first coming on the works, in an emaciated and reduced condition. But later on, when the distressed tracts were visited by the Inspector-General of Civil Hospitals and the Sanitary Commissioner, these officers found no appearance of starvation among the people on the works. Had there been, the relief operations would have failed of success.

Later in the spring influenza and small-pox swelled the mortality, and in the summer months cholera appeared in a very virulent form and claimed many victims. Towards

autumn fever of a peculiarly virulent type was prevalent, especially in the Hamírpur and Jhánsi districts, and added much to the mortality. It apparently had not its origin in famine, for it was observed to visit the rich and poor alike, and was not of the remittent type. Through the whole of this period few deaths, if indeed any, could be traced to actual starvation; but the following mortuary statistics, extracted from the Sanitary Commissioner's Report for 1896, may be taken as evidence that the pressure of hard times claimed many lives, mostly among the old and the very young.

Statement showing Death-rate per thousand, month by month, in Bundelkhand during the Famine of 1896, *with Average Death-rate for ten previous years.*

District.	January.		February		March.		April.		May.		June.		July.		August.		September.	
	1896.	Average, 1886—95.	1896.	Average, 1886—95.	1896.	Average, 1886—95.	1896.	Average, 1886—95.	1896.	Average, 1886—95.	1896.	Average, 1886—95.	1896.	Average, 1886—95.	1896.	Average, 1886—95.	1896.	Average, 1886—95.
Hamírpur ...	2·64	2·72	2·15	2·40	1·98	2·20	2·08	2·09	4·35	2·64	3·91	3·53	3·91	4·44	5·33	4·39	6·78	4·31
Bánda ...	2·19	2·52	1·85	2·24	1·89	2·09	1·94	1·81	7·09	2·24	4·12	3·34	2·53	2·88	3·23	2·47	3·84	2·86
Jalaun ...	3·15	2·70	3·25	2·39	3·40	2·24	2·90	2·22	3·72	2·81	3·69	3·37	3·10	3·44	3·83	3·60	3·05	3·93
Jhánsi ...	3·50	2·54	3·48	2·27	3·48	2·52	5·42	2·49	5·02	2·75	7·77	3·27	5·58	3·31	7·53	3·67	7·09	3·72

The same causes which affected Bundelkhand necessitated also some measures of relief in the Allahabad district, the Hardoi district of Oudh, the Pilibhít district of Rohilkhand, and the Garhwál and Almora districts of Kumaun. In the part of the Allahabad district bordering on Bundelkhand, and resembling it in climate, soil and population, the distress was for a time severe, and in Hardoi also there were signs of the serious trouble which followed; but fortunately in none of the other districts did the reality come up to the local officers' early apprehensions. The relief measures adopted in these districts do not call for any lengthened description. They were carried out by the District Officers without assistance from the Department of Public Works, and comprised repairs to unmetalled district roads, poorhouses and some gratuitous relief under Chapter X of the Famine Code. In all the districts except Hardoi the pressure practically ceased when the rains had regularly set in; but in Hardoi, during the latter portion of July, when there was a prolonged break in the rains, distress threatened to assume serious proportions.

During the operations in Bundelkhand described in the preceding paragraph, the expenditure incurred in relief

works controlled by the Public Works Department amounted to Rs. 7,15,088, classified as follows:—

	Rs.
Paid as wages for work done	5,37,608
Do. as gratuitous relief to dependants ...	43,758
Do. cost of temporary establishment, tools and plant	1,33,727
Total ...	7,15,088

The work done consisted of 345½ miles of road constructed or repaired, with wayside tanks re-excavated, and 47 large reservoirs constructed. The wages fell at the rate of Rs. 9·62 per 1,000 cubic feet.

The number of people relieved, expressed in units for one day, was 12,843,200, and the average daily cost per head, all charges above included, was 10⅔ pies.

In addition to the relief afforded by the Public Works Department, the District Officers expended Rs. 3,60,061 on village works, gratuitous village relief, and maintaining poor-houses. The work done is returned as follows:—

132½ miles of road remodelled.
559 village tanks } re-excavated.
225 village wells }
39 reservoir embankments constructed.

The cost of work per 1,000 cubic feet done is shown as Rs. 4-8; the explanation of the low rate of cost lying in the fact that the village proprietors, who benefited by the work, controlled the expenditure of the money and made it go as far as possible. But this had its disadvantages from a relief point of view, as probably none but able-bodied workmen were employed.

The total number of persons relieved by the expenditure for one day amounted to 5,533,391, and the cost of relief for each averaged one anna per head.

In the rest of the other districts of the North-Western Provinces and Oudh where relief operations were undertaken the number of persons relieved (in units for one day) reached to nearly one million, while the cost amounted to Rs. 1,05,004. The average cost per head was here higher than in Bundelkhand, reaching 1⅜ annas per day. The explanation lies in the heavier incidence of the cost of establishment computed with reference to the smaller numbers in relief.

Throughout the Provinces, therefore, the total number of persons relieved was about 19½ millions and the total expenditure was Rs. 11,80,153. The cost of relief was 11·6 pies, or something less than one penny sterling per head daily.

CHAPTER III.

Proximate cause and premonitory symptoms of the general Famine of 1897.

THE proximate cause of the famine of 1897 was the premature cessation of the monsoon rains of 1896. These rains began favourably. The normal date in these Provinces for their commencement is the 25th June. Some preliminary showers fell during the early part of that month; but taking one district with another, the true monsoon rains of 1896 opened on the 21st of the month.

In parts of the Gorakhpur, Agra, Bareilly, and Lucknow divisions and in the Bánda district the rainfall at the commencement was insufficient, but elsewhere there was enough. Bundelkhand in particular had good rain everywhere except in Bánda. At the end of June, therefore, prospects were on the whole favourable. Moderate but still sufficient rain was received early in July; but in the second week a break set in, which threatened the crops then full of promise. The danger was averted by a timely fall in the latter part of the month, and prospects became bright again except in some tracts of Oudh and Gorakhpur, where serious damage was reported. At the end of July the rainfall was in general much below normal except in the Meerut division. The average defect was about 40 per cent. of the normal quantity.

August began well. At first the rain, though sufficient, was irregularly distributed; but by the middle of the month it had become general, and the defect was limited to parts of the Benares and Gorakhpur divisions. In the third week, the situation was full of promise. The large area of autumn crops had made excellent progress. The quick-growing staples, such as maize and the early millets, were already ripening, and their first fruits had brought visible relief in the shape of a timely addition to the food supply. Field work was in full swing, and the demand for labour had rendered it possible to close relief works in all districts except Hardoi. The poorhouse population had substantially diminished, several poorhouses had been closed, and outdoor relief had been curtailed as private charity again became operative. Fodder became plentiful, and the Government forests, which had been thrown open for free grazing, were again closed, though permission to make use of the edible products was continued for the time. The people of the affected tracts were regaining confidence and, equally with the Government and its officers, looked forward to an early termination of all their troubles.

At this period the prospects of the autumn crops were very favourable. The average area cropped at this season for the entire Provinces is rather over 21 millions of acres. Almost 8 per cent. of this is ordinarily irrigated and 92 per cent. unirrigated. In 1896 almost the full normal area was sown and over 15 per cent. of it was irrigated. The area under food crops in this season is ordinarily 82 per cent. of the whole. In 1896 it was 81 per cent. The area of autumn crops was deficient in some districts of the Benares division and in the Lucknow and Gorakhpur divisions owing to the diminished cultivation of rice. In the districts of Jalaun and Fatehpur there was also deficiency; but owing to the favourable character of the early rains of 1896 a larger area than usual was sown chiefly with maize and large millet in the Meerut division, in Bundelkhand, and to a smaller extent in parts of the Agra and Rohilkhand divisions.

Thus the prospects at the end of August were generally favourable. But from the third week of August the rainfall became lighter, and it had practically ceased entirely by the fourth week. At its close the totals for the month were in serious defect in the Agra and Allahabad divisions, which had received only about 60 and 40 per cent. of the normal allowance. Rohilkhand and Fyzabad divisions recorded moderate excess, and elsewhere the fall was normal or in slight defect.

With favourable rain in September a good outturn might have been expected. But instead of fostering weather in September there came the hot winds and the blazing sun of May. Barometric conditions were established which brought the west winds down the Gangetic plain. Over the whole Provinces early in September the skies cleared, and under the hot sun and the dry west wind the scanty moisture rapidly disappeared from the soil. Hope revived when clouds appeared and some showers fell in the eastern districts about the 18th. But the current proved too weak, and in a few days the skies had become clear again and the hot west wind blew as before. Except for a few moderate showers in Mirzapur and Ballia, September was, for all practical purposes, a rainless month.

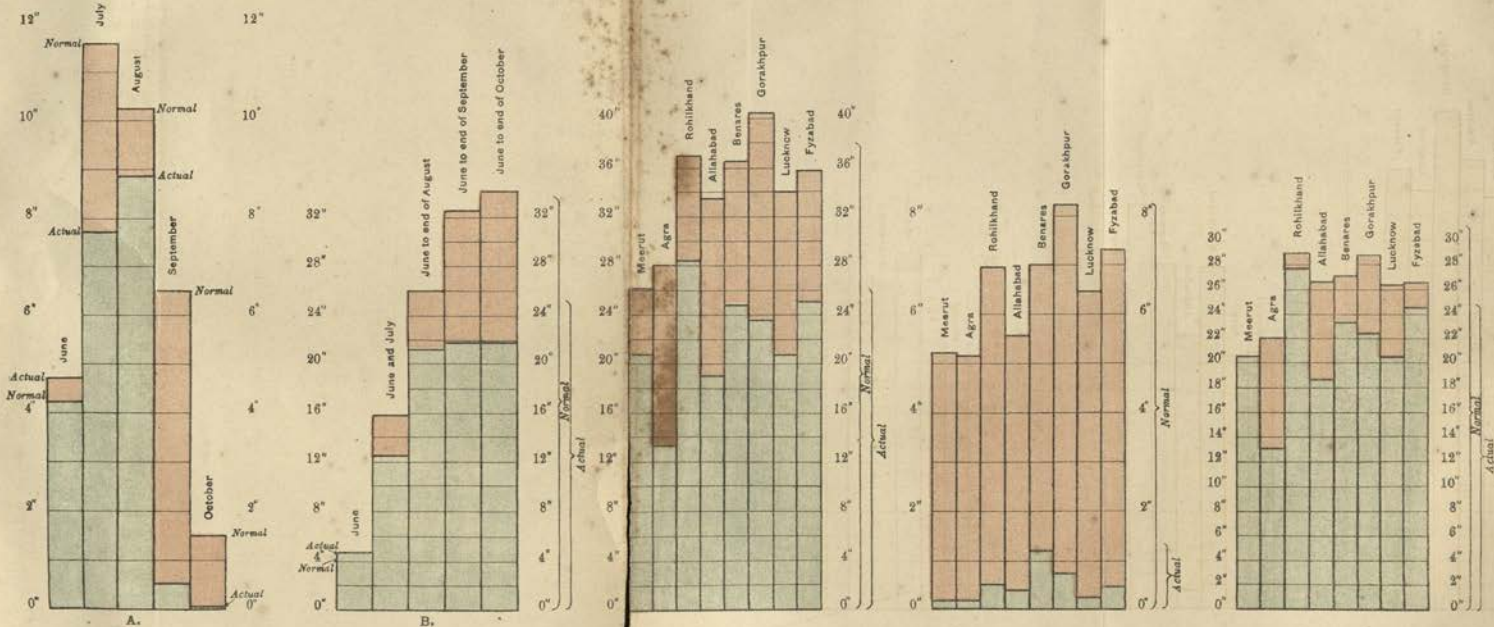
The drought which characterized September continued into October. Throughout the month the temperature remained abnormally high, the air unusually dry, and the winds much stronger and more westerly than they ought to be. The rainfall of the month was an absolute failure. A few districts recorded a sprinkling, little more effectual than a heavy dew. In the rest the record was a blank. The diagrams in Chapter I bring out clearly the abnormal characteristics which distinguished the monsoon of 1896—particularly the abrupt termination of the rains at the end of August.

DIAGRAMS SHOWING THE RAINFALL

in the

N. W. PROVINCES & OUDH

DURING THE PERIOD OF THE MONSOON OF 1896.



A. MEAN MONTHLY RAINFALL, (Plains only), June—October, 1896.

B. MEAN TOTAL RAINFALL, (Plains only), throughout period June—October, 1896.

RAINFALL BY DIVISIONS, (Plains only), during period 1st June, 1896——31st October, 1896.

RAINFALL BY DIVISIONS, (Plains only), in September, 1896.

RAINFALL BY DIVISIONS, (Plains only), during period 1st June, 1896——31st August, 1896.

Lisbn. T. C. Press, Roorkee—No. 4204-1

The following statement exhibits the percentage of defect of rainfall in each division :—

Divisions.	*The period from 1st May to 31st October.*		
	Actual total.	Normal total.	Percentage of defect.
Meerut (exclusive of Dehra Dún)	21·38	25·85	—20
Agra	13·21	28·46	—54
Rohilkhand	28·59	37·91	—25
Allahabad	19·24	33·73	—43
Benares	24·59	37·29	—34
Gorakhpur	23·37	41·68	—44
Lucknow	21·02	34·79	—40
Fyzabad	25·42	36·68	—31

The maximum defect recurred in the ill-fated Bánda district, which received only 31 per cent. of its average.

The abrupt termination of the monsoon a full month before the normal time was even more injurious than its deficiency. Excessive evaporation proved as harmful as deficient rainfall. Six weeks of hot west winds at a critical period not only destroyed much of the autumn crops which otherwise would have given a moderate yield, but jeopardized the prospects of the spring harvest.

The consequences of this drought, and of the critical condition of the harvests which it entailed, were quick to make themselves manifest.

As the rains held off and a hot wind set in which dried up the soil and withered the crops, a feeling of grave anxiety became apparent. It was not confined to the districts which had already suffered, but spread to other and larger tracts which had hitherto required no special care. The reports which reached Government began to give most gloomy accounts. The standing crops were drying up or being fed down as fodder; the hot hard ground was unfavourable to the sowings of the spring harvest, which were sadly restricted. There was no failure of food supply as stocks were maintained in the distressed tracts by imports which were resumed on a brisk scale and as a great part of the produce of the early autumn crops had been stored in their own houses by the cultivators, who were filled with apprehension for the future. This latter movement, useful in itself, excluded from the market much grain which usually found its way there and so served to enhance prices. The day-labourers soon exhausted the scanty stores they had saved from their grain wages during the short autumn harvest and came to the market as purchasers. Under these influences prices everywhere steadily rose, and before the end of September had in many places reached the famine level.

The following statement compares the prices current on the 1st October for the chief food grains ordinarily consumed with the normal prices, as stated in Appendix A of the Famine Code:—

Seers per Rupee.

	Wheat.	Barley.	Gram.	Rice (common).	*Juár.*	Maize.	*Arhar.*
	Srs. c.	Srs. c.	Srs. c.	Srs. c.	Srs. c.	Srs. c.	Srs. c.
Normal	14 12	19 9	20 12	12 2	20 2	20 14	15 9
1st October 1896 ...	8 13	11 1	10 14	8 14	12 0	13 2	10 13

The immediate effect of this great increase of the prices of food grain was to drive the poorer classes to eke out their diet by such wild produce as they could gather in the fallow and waste lands. Cultivators at this stage had still some reserve from the last crops which they economized by restricting their rations. They still further husbanded their resources by doing, with the help of their own families, a larger share than usual of whatever field labour there was to be done. This again had the effect of further limiting the employment available for day-labourers, who suffered already from the conditions which restricted ploughing and sowing—a limitation which would have been even more serious but for the work afforded by the unusual spread of artificial irrigation, to which reference will presently be made. A feeling of apprehension and unrest became perceptible, first in those tracts which had already passed through one season of distress, and then spreading to fresh regions as prospects grew more gloomy. It showed itself in various characteristic ways. The public works which were still open began to attract more labourers and the poorhouses more inmates. In both cases the new admissions included persons in reduced condition. Private charity contracted, and beggars became numerous in the towns and bazárs. The traditions of the Indian people had made migration the only effective remedy in time of famine. The practice had its origin in the circumstance that no previous Government of the country ever attempted on a systematized and large scale to provide food for famishing people and that, from the imperfection of communications, the task would have been almost hopeless if attempted. But though the conditions have changed the instinct survives, and one of the first symptoms of impending famine is an impulse to wander, whereof indications were now observed. The movement was not serious—it soon ceased; but it was significant. At this stage parties of people from the adjoining Native States were observed passing through British Bundelkhand in search of employment or charity. Some made their way as far as Northern Oudh. This immigration was later on to assume very considerable proportions.

Along with this unsettled feeling could be detected certain symptoms of the spirit of disorder which hunger and distress naturally produce. The sudden increase of prices brought much hardship to those numerous classes who had to purchase their daily supplies, while it brought large profits to the grain-dealers who had laid in stocks when rates were easier. In other and more civilized countries than India it has been common for the masses to attribute famine prices to the concerted machinations of grain merchants, and to proceed to give practical effect to their belief by calling on the authorities to fix and enforce reasonable prices or, where authority is weak and passions strong, by plundering the grain stores. Neither at this nor at any later stage was such a feeling allowed in these Provinces to take active shape in deeds of violence or open defiance of the law. But a few isolated and insignificant occurrences of the sort, although promptly repressed, added significance to the rumours and signs which were now abroad, that such a feeling of exasperation against the grain-dealers was coming into existence and later on might become a force with which Government would have to reckon. Such rumours were themselves a source of danger, for grain-dealers, professing fear of plunder, threatened in some instances to close their shops. Such action would undoubtedly have precipitated a crisis among the people deprived of all means of obtaining food and persuaded that the merchants' object was to hold up their stores and still further multiply their profits.

Another disquieting and significant circumstance was the high rate of mortality reported from many of those districts where distress had prevailed through the summer. Two of the four districts in Bundelkhand and four of the six in Rohilkhand showed death-rates for September which much exceeded the normal mortality, and the October returns were even worse. It was true no starvation deaths were reported, and that special diseases, such as a peculiar form of fever affecting poor and rich alike, accounted for many deaths; but there still remained reason to apprehend that where the crops had failed, scanty or unsuitable nutriment had rendered a portion of the population unusually susceptible to disease or had weakened their power of resistance.

These circumstances arising from an abnormal season, following on seasons also unfavourable, had never ceased to cause anxiety to the Government, and this anxiety grew as September wore on without rain. By the middle of September that situation had become sufficiently grave to call for preparatory or precautionary action; and accordingly on the 21st September this Government sounded the first warning note in a letter addressed to the Commissioners of divisions. In this letter it was pointed out that generally speaking it might be said that, except in parts of

the Agra, Gorakhpur, and Lucknow divisions the state of the crops up to the last week of August had given no substantial ground for anxiety. The rainfall had indeed in almost every district been tardy, and less than the normal quantity had fallen: in several districts very much less; but the rain which had fallen was on the whole opportunely distributed, and the crops had germinated well. But since the latter end of August in some districts, and in others from an even earlier date, there had been no rain of any consequence: the outturn of the early autumn crops had not been good, while in some districts these crops had seriously failed. In view of these warnings—the abnormal character of the season; the damage which the crops had already suffered over large areas; and the reduced circumstances of the people who had experienced a succession of bad harvests—the local officers were directed to take the following steps. *Firstly*, they were directed to make a complete survey of the agricultural condition of each district, which the fiscal organization enabled them without difficulty to do; to ascertain the exact condition of the autumn crops and the prospects of the sowings for the ensuing spring harvest; to estimate the degree of the failure threatened and the extent to which relief would in each event be required. *Secondly*, the District Officers were directed, should their inquiries establish the imminence of serious distress, to begin without further orders to organize the agency and methods of relief which, following the general lines of the Famine Code, were specified in the letter: and where symptoms of distress might appear, to open test relief works. In conclusion it was pointed out by the Lieutenant-Governor that in dealing with famine relief the all-important point to bear in mind was this—that the preparation should be well in advance of the pressure. "If pressure supervenes while preparations are incomplete, numberless embarrassments result. If, on the other hand, the executive is not surprised or overtaken by the famine, matters go as smoothly as in such cases they can go." It was pointed out that if rain were to fall before the end of the month, the situation might be saved, and there might be no necessity to undertake relief measures on a large scale; but "the necessity is not increased by timely preparation; while the cost to the State is greatly lessened and the advantages to the distressed population greatly enhanced by the existence beforehand of a settled programme and an organization ready to be called into immediate activity."

To this call on their energy and local knowledge the Commissioners of divisions, the Collectors of districts, and their various subordinate officers responded well: and to this timely preparation must be attributed much of the success which has rewarded their exertions in dealing with the famine. Experience of famine administration teaches no lesson more clearly than this—that in famine times acute distress appears with

suddenness, and that confusion, loss, and suffering are certain to ensue unless an adequate organization has been matured beforehand and made ready to meet pressure when it comes.

As September drew to its end without any rain, the anxieties of the Government were confirmed, and the time had come to address the Government of India. Accordingly, on the 30th September the Lieutenant-Governor laid before the Governor-General in Council a premonitory statement of the then existing condition of the Provinces, of the mischief already done by the drought, and the steps taken to counteract it; of the extent of the calamity which might be anticipated if no rain should fall; and of the measures which would be adopted to relieve the severe distress which would then inevitably ensue. In particular the various large projects of railway and canal construction which might possibly be undertaken as relief works were arrayed, and the question of food supply and prices were considered. This latter question had begun to agitate the public mind very much: various representations were made to the Lieutenant-Governor in connexion with it by local bodies and influential private individuals: the universal feeling in Native society being that the Government should intervene to stop exportation and to regulate prices. The following extract from a letter, which the Lieutenant-Governor caused to be addressed to one of the Oudh Associations, will explain what attitude this Government took up in this connexion:—

"I am to say, with reference to the first of these proposals, that the Lieutenant-Governor and Chief Commissioner is unable to assent to the proposition that Government should enter into competition with the grain-dealers of the country. So far from being beneficial, such competition would, in His Honor's opinion, be mischievous in the extreme. There is no reason for fearing that private trade will be unequal—while there is good reason for expecting that it will be more than equal—to the task of meeting the demand for grain. It must not be forgotten that the grain trade of the country is of enormous extent; that the free flow of this trade has been immensely facilitated in recent years by the construction of roads and railways (the product of a wise employment of the Famine Insurance Fund); that stocks from other countries are finding their way to remunerative markets here; and that, as the great economist Mr. Mill said (in exposing the errors of the proposal which you renew), 'though a Govern-'ment can do more than any one merchant, it cannot do nearly so much 'as all merchants.' The intervention of Government, more especially at this early stage, would have the effect of crippling, discouraging and disorganizing the existing machinery of private trade for the supply and distribution of grain, without affording any adequate substitute."

Later on the Governor-General in Council, addressing the Government of Bengal, gave the sanction of his great authority to this view of the question. The result has signally vindicated the wisdom of this decision.

October had now been reached, and with it that state of public feeling which has been described in the foregoing

paragraphs. Famine, though imminent, had not actually declared itself: for the people had in the scanty produce of the autumn crops then being harvested something to live upon. The Government had taken measures sufficient to guard against a sudden surprise and to enable it to deal with distress when and where it should arise; and there was nothing more to be done in this direction until the submission of the replies to the Circular letter of the 21st of September should place the Lieutenant-Governor in possession of the actual condition of each locality. But the state of public feeling was threatening, and every rainless day that passed placed in greater jeopardy the prospects of the spring harvest of 1897. A failure of the spring harvest meant utter disaster. Prompted by the dread of such disaster, the plan was conceived of promoting such an extension of artificial irrigation as would counteract to some large extent the deficiencies in the rainfall, save some of the standing crops, and permit of the spring crops being sown. The Lieutenant-Governor's hope was that if by means of artificial irrigation the cultivators were enabled to sow a substantial area, the winter rains would, under God's providence, come, and bring the crop to maturity in ordinary course. Accordingly, throughout October and until the season for sowing the spring crops had ended, the supreme object of this Government's policy and endeavour was to encourage the people to make the utmost use of the canal systems for irrigating the standing crops and preparing the ground for further sowings: and by means of direct advances of Government funds to cultivators and suspensions of the revenue due from the landlords to stimulate the construction of *kachcha* or temporary wells for irrigation purposes. The results of this policy will be exhibited in figured statements in an appendix; but here it may be said that the success attained exceeded all expectation. In normal years the autumn crop area irrigated from canals is 765,000 acres. In 1896 it reached the great total of 1,240,000 acres. In ordinary years the spring crop area irrigated from canals is 1,219,000 acres. In 1896-97 it rose to 1,880,000 acres. As reported by the Chief Engineer in the Irrigation Department:—

"The estimated value of the crops in 1896-97 raised by this irrigation amounts to nearly 13 crores of rupees, the average value of the crops being taken at Rs. 42 per acre—a sum which exceeds by 50 per cent. the total cost of the canals. One and one-half million tons of edible produce were rendered available as food for the people—a quantity sufficient to feed for 12 months one-fifth of the entire population of the North-Western Provinces."

In the canal districts the competition for water was so great that only careful executive management was called for whereby the water should reach the fields with the minimum of delay to the cultivators. But on the Betwa Canal, in the Jalaun district, the Lieutenant-Governor thought it prudent to reduce the water-rates in order to induce the people of

that district, unaccustomed to the use of canal water, to avail themselves of the boon. Partly owing to this reduction in water-rates, partly to other reasons, it came to pass this year that the irrigated area in the Jalaun district rose (to quote from the Chief Engineer's Irrigation Report) from about 8,000 acres in 1894-95 to nearly 82,000 acres. The canal watered altogether 87,306 acres in its three districts.

"In these 87,306 acres no crops could have been grown without the aid of canal water. The value of the crop thus produced is estimated to be 23 lakhs of rupees—a sum equal to one-half the capital cost of the canal. The weight of food produced derived from the irrigated area is estimated at 27,500 tons—a quantity sufficient to feed about one-third of the population of Jalaun for one year."

The Betwa Canal is a protective work and pays as yet no interest on its capital; but without it this year it would have been more than difficult to save the Jalaun district.

But great though these results in the canal districts have been, it was in the districts unprovided with canals, in which category all Oudh falls, that the policy under notice of forcing irrigation received its most striking vindication. It is customary for the Government to assist landholders and tenants by making advances of money for the improvement of their land or the cultivation and protection of their crops. Two Statutes are in force which authorize and control advances of State money for these purposes, prominent among which are masonry wells. These wells can be constructed almost everywhere; but their construction is slow and costly; while water for irrigation was wanted at once. In this emergency the full force and influence of this Government was directed to encouraging the construction of *kachcha* or temporary wells. Over very large tracts of country it is possible to construct cheap temporary wells without any masonry lining, supported at most by an interior framework of rough wickerwork or wattle coils. Where such wells are practicable, the tenantry are skilled in their construction and can make them for a small cost. Each well, it is true, serves but a small area, but many wells would irrigate a large area. When it became evident that the rains had failed and artificial irrigation was necessary to save a portion at least of the crops, and to ensure a successful sowing of the spring crops instructions were issued to District Officers to encourage and assist the people in every way to construct temporary wells, and for this purpose and for the purchase of seed grain the sum of 31 lakhs of rupees in round numbers was, with the sanction of the Governor-General in Council, placed by this Government at their disposal. In view of the special circumstances, these advances were to a large extent made free of the interest usually paid. At the same time steps were taken to associate the landlords with the Government in this measure and thus greatly enlarge its

scope. This was effected by suspensions of revenue whereby the landlords were freed from the necessity of pressing their tenants for rents, while the tenants were enabled to spend in wells what they would have, in other conditions, to pay as rent. Moreover many landlords, relieved from the immediate pressure of the revenue demand, came forward to help their tenants. The suspensions of land revenue sanctioned at this time, with the consent of the Governor-General in Council, amounted to 105 lakhs of rupees. Discretion within this limit was given to the Board of Revenue and to District Officers acting under the Board's control: it was however found possible to secure the desired object by suspending one crore of rupees in round figures.

The effect of these measures can scarcely be over-estimated. Not only did the resources thus placed at the disposal of the people enable them to save crops which would otherwise have perished and cultivate land which would otherwise have lain fallow, but the example thus given roused many who, with the apathy of the fatalist, would have sat waiting events and staking their existence on the chance of rain which did not come. Stimulated by the Officers of Government, who went freely among them urging them to exertion, they shook themselves free of their traditions, and encouraged by the prospects of protection and support in their efforts at self-help, the agricultural community rose to the occasion. A census taken by districts gives the number of temporary wells constructed under this stimulus at the enormous number of 550,759. The number of masonry wells constructed is placed at 4,227, and many others were repaired and improved. Other facilities for irrigation, such as embankments and tanks, were largely extended. Altogether it is calculated that the additions made to the various sources of irrigation at the moment were sufficient to protect 1,381,494 acres and produce 465,000 tons of food. The policy of stimulating the construction of temporary wells was thus signally justified by the result.

The moral effects of these measures were scarcely less beneficial than the material advantages. The Commissioner of the Fyzabad division, writing in November 1896, refers to the advances for wells in these words:—

"I would invite attention to the marked spirit of energy aroused among the agricultural classes by the system introduced of giving timely advances for earthen wells to village communities on the joint security of proprietors and tenants. In many villages a system of co-operative labour has been organized out of the funds so advanced, with the very best results: every man having an interest in seeing that the money is devoted to the purposes for which it was given. The stimulus so imparted has been widespread, and has led indirectly to the construction of many wells other than those paid for out of Government funds. The people have thus responded to the aid so opportunely given them in a manner that must be seen to be realized; and the heart given them has enabled them

to meet the crisis with a spirit that in 25 years' residence in India I have never seen equalled."

The Collector of Cawnpore writes thus, referring particularly to the advances for seed-grain :—

"Everybody was buying corn and nobody would sell at a reasonable price: it was feared that cultivators would not get seed. At this time Government stepped in and gave advances freely. Government officials used their influence with landlords and money-lenders to help their tenants as usual. The moneyed classes, seeing what Government was doing, came forward to give seed. I have no hesitation in saying that if Government had not given advances on a large scale, then the area sown would have been very much less. It was not merely the actual sum distributed which made the difference, but the feeling of confidence engendered. It was the '*Ikbal-i-Sarkár*,' and to use a colloquial phrase, Government was 'backing its luck.'"

Besides the advances made by Government under the Agricultural Loans and the Land Improvements Acts to which reference has now been made, great assistance at this time was given by the operations of the Opium Department. The statistics furnished by the Benares Agency show that advances made for construction and repair of wells during the famine period aggregate about a lakh of rupees and represent an addition of about 37,500 acres to the irrigated area. The other sums paid in advances to poppy cultivators between July and December 1896 amount to no less than Rs. 35,40,000. This very large sum, which represents in effect a vast number of loans made without interest to the cultivating classes, gave most valuable and opportune assistance to a large number of distressed districts. In one of them alone—Rae Bareli—the villagers received in this way loans amounting to almost $2\frac{3}{4}$ lakhs of rupees. Later on in the spring of 1897, when the opium was gathered and weighed in, payments were made to the cultivators aggregating over 84 lakhs, and when the accounts were finally closed in October the further payments then made came to about $13\frac{1}{2}$ lakhs. Besides these large sums about $34\frac{1}{2}$ lakhs were advanced from August to October 1897 on account of the coming crop. The cultivators of these Provinces were thus financed during the Scarcity period by the Opium Department to the extent of nearly $168\frac{1}{2}$ lakhs of rupees (equal to over one million sterling at current rates of exchange). Nearly all these transactions took place in distressed districts, as poppy is not grown in the Meerut and Kumaun divisions, which alone escaped the famine.

Satisfactory as was the material outcome of these measures, their moral result in securing the peace and order of the community was no less beneficent. By this time the people had begun to realize their position. The autumn crops had failed disastrously in extensive regions; the spring crops were threatened with equal failure; prices had already reached famine height; stocks had run low, and the food supply at any price seemed precarious to many. The people found themselves

face to face with a famine, and by their traditions a famine meant starvation, death or wholesale migration. State relief on the scale that has now been given had not entered into their conceptions. A feeling of apprehension and unrest had arisen which had its dangerous aspect. There were ominous signs that a spirit of turbulence was growing among those classes who would not quietly submit to starve while there was food for others. In other famines such signs have found visible shape in gang robberies, incendiary fires which give opportunities for plunder, food-snatching from shops, the multiplication of petty thefts; and have been reflected in the panics which led grain-dealers to close their stores. Some of these crimes occurred in these Provinces in October 1896, but they were never aggravated; and the authorities were prompt and powerful to repress them. But to Government, watching the signs of popular feeling, they were significant and disquieting. At this crisis the action of the Government which has been now described turned the minds of the people to peaceful pursuits, supplied them with means to secure a substantial part of the harvest which nature was denying, and by ensuring a crop to watch and tend and reap, bound them to their homes. Above all it created a feeling of confidence that Government was alive to their difficulties and prepared to protect and assist them with all its great resources. The forces which make for order were rallied and the bonds of society which showed signs of relaxation were drawn tight again. Thenceforth crime ran in the ordinary lines, as will be shown in the sequel. Offences were, it is true, far more numerous than in times of plenty; but they were mostly pilferings, the work of individuals rarely moved by a common or concerted motive, and not the outcome of a spirit in which the body of the people shared or sympathized. The community as a whole displayed a spirit of patience and discipline so admirable and so general, that it was deemed unnecessary to strengthen, to any appreciable extent, the ordinary police force of the Provinces. On the great Public Works which found employment for more than a million and a quarter of people order was preserved by the people themselves.

One other protective measure should be noticed here. When it became apparent that there would be an extensive failure of the ordinary crops, District Officers were consulted as to the desirability of encouraging and assisting the cultivation of quick-growing vegetables, which mature rapidly and yield a large outturn in a small area—an important point where water for irrigation was scarce. The general opinion was favourable to the proposal, and carrot and potato seed were selected as the most suitable and generally used. Potato seed was procurable from the hill districts and other localities not affected by scarcity in sufficient quantities. Indigenous

carrot seed was also to some extent procured and distributed among the people; but the quantity available proved quite insufficient to meet the demands of District Officers, and indents were made on the Government of India and the Secretary of State for large quantities of European seed. The response was prompt and helpful, but the larger portion of the consignments arrived late. It was found that the imported seed requires the whole cold weather to mature and must, to be thoroughly successful, be in the ground by October. The portion of the English seed which arrived first turned out moderately well; but on the whole the seed did not yield the results which were hoped from it. The real value of this resource in time of famine will not be known till the coming year shows the outturn of the seed which remained unsown, and which has been held over for timely planting this year.

The indigenous or acclimatized carrot seed germinated excellently, and though the potato seed did not do so well in some districts, yet the general result proved most beneficial. An unusually large quantity of cheap and wholesome vegetables became available in advance of the ordinary spring cereals, and made a timely and valuable addition to the food supply of the people.

Reference has already been made to an important measure of relief: namely the suspension of portion of the land revenue; but a more detailed reference to the matter is desirable. The land revenue instalments which are paid out of the proceeds of the autumn harvest fall due in these Provinces, generally speaking, in November and December. When the time for collection drew near, it became evident that in the distressed tracts many of the poorer proprietors would be unable to meet their liabilities or would be able to meet them only by recourse to the moneylender. Lenience in enforcing the claims of the State on revenue-payers was clearly necessary, and accordingly inquiries were set on foot and the resources of the revenue-payers and their claims to consideration were duly weighed. In districts and villages where the crops had succeeded the high prices of produce placed both tenants and proprietors in a position to meet their engagements with unusual ease. Where the crops had failed, the condition of the agricultural community called for moderation in enforcing the State demand. In the end sums aggregating in round figures one crore of rupees were suspended out of the autumn demand and held over for future consideration.

Later on, when the spring instalments of revenue fell due in May and June 1897, further suspensions were made, aggregating about 44½ lakhs of rupees, while fresh enhancements of revenue in Oudh, amounting to about 3 lakhs of rupees, were postponed. The total suspensions made on the autumn and spring land revenue instalments amounted, therefore to nearly one and one-half crores of rupees.

This large measure of relief had an excellent effect on the capacity of the people to withstand the pressure of hard times. It saved the landholder from grave embarrassment, freed him from the necessity of contracting debt, and left him in a better position to assist his tenantry. It saved the tenantry from the full pressure of paying their rent. By the law of the North-Western Provinces the suspension of revenue to the landholder carries with it a suspension of double the amount in rent to the cultivator. Though no such provision exists in the Oudh law, yet the proprietors were at least relieved from the necessity of forcing on their rent collections, and but few instances have come to the Lieutenant-Governor's notice in which the Talúqdárs of Oudh have not shown to their tenantry the same lenience which Government has shown to them.

Since the termination of the Famine the Lieutenant-Governor has, in conference with the Board of Revenue and in the light of the most recent local information on the state of the country and condition of the people, considered how far these suspensions should be entirely remitted and written off the Government accounts as irrecoverable. The country had passed through a trial of very great severity; and although wonderful recuperative power had been shown, there was no doubt that cultivation and industry would be depressed by the burden of debt, while it would be stimulated and encouraged by the reduction of the arrears within moderate limits. The conclusion arrived at was that, subject to the approval of the Government of India, offers should be made to the landlords to write off 60 lakhs, or about 42 per cent., of the arrears on condition that the remissions were passed on to their tenants in accordance with the relevant provisions of the law referred to above. The Governor-General in Council has now signified his approval of this liberal measure of remission. The balance of the arrears will be collected by instalments commencing from next spring and extending over two years. Thus the land-owning and cultivating classes of these Provinces will be enabled to replenish their grain stores from the present abundant harvest and to face the future with cheerfulness.

REFERENCES.
Divisional Boundary, ...
District Boundary, ...
Head-quarters of Districts, ...
Rivers, ...
Canals, ...
Railway line, ...
Famine Districts, ...
Scarcity ,, ...
OUTTURN OF KHARIF, 1896.
Districts in which the crop was 66 per cent. or more of a normal crop ... ...
Districts in which the crop was 50 per cent. or more of a normal crop, but below 66 per cent., ...
Districts in which the crop was 40 per cent. or more of a normal crop, but below 50 per cent., ...
Districts in which the crop was 30 per cent. or more of a normal crop, but below 40 per cent., ...
Districts in which the crop was below 30 per cent. of a normal crop, ...
Note.—The hill tracts, Almora and Garhwal, are not classified. The other blanks in the map represent Native States.
PANJAB
RAJPUTANA
NEPAL
BENGAL
GWALIOR
BUNDELKHAND STATE
REWAH
CENTRAL PROVINCES
BRITISH GARHWAL
RAJA OF GARHWAL
NARIKHURSUM OR HUNDES
SIMLA
LUDHIANA
UMBALLA
DEHRA
MUSSOOREE
OTEHRI
SRINAGAR
SAHARANPUR
MUZAFFARNAGAR
BIJNOR
ALMORA
NAINI TAL
MEERUT
MORADABAD
RAMPUR
DELHI
BULANDSHAHR
REWARI
ALIGARH
BUDAUN
SHAHJAHANPUR
KHERI
BAHRAICH
ETAH
MAINPURI
FARUKHABAD
SITAPUR
GONDA
AGRA
JEYPORE
LUCKNOW
UNAO
BARABANKI
BASTI
GORAKHPUR
CAWNPORE
RAE BARELI
SULTANPUR
PARTABGARH
AZAMGARH
JAUNPUR
BALLIA
GHAZIPUR
BANDA
BENARES
MIRZAPUR
GYA
DARBHANGA
TIRHOOT
MUZAFFERPORE
Lalitpur
SAUGOR
Map
of the
REVENUE DISTRICTS
in the
N.-W. P. AND OUDH.
Scale—53 Miles = 1 Inch.

CHAPTER IV.

Extent of the failure of the "kharif" *or autumn harvest of* 1896.

In the preceding chapter the nature of the failure in the monsoon of 1896 and the efforts made to counteract its worst effects have been stated: it is now necessary to display the effects which the failure produced on the autumn crops which form the chief sustenance of the poorer classes of the people of these Provinces; and in the prospects of the ensuing *rabi* or spring crops.

The reports of the various Commissioners and District Officers, rendered in response to the call made on 21st September, and subsequently supplemented by detailed statistics furnished by the Agricultural Department, showed that, generally speaking, the harvest was good in the Meerut division and in the canal-irrigated parts of the Agra division; that there was considerable failure in the remainder of the Agra division, in part of Rohilkhand, the north of Oudh, and parts of the Benares district; still more severe failure in the rest of Rohilkhand and parts of the Gorakhpur, Fyzabad, and Allahabad divisions, and that the failure was greatest in the Lucknow division and in outlying districts to the east and south. The area least affected contained about 12,000 square miles with a population of about six millions: the area of considerable failure consisted of something under 25,000 square miles with a population of 12½ millions. The area of severe failure covered 31,000 square miles with a population of something over 13½ millions, while the area of greatest loss contained something over 25,000 square miles also with about 13½ million people. The area of the Kumaun division is excluded from these calculations, as from the beginning its condition was not such as to cause disquietude.

In the first of these four portions the autumn harvest yielded not less than three-fourths of the normal outturn, and here no difficulties were experienced except such as arise from sustained high prices; in the second portion the outturn varied from one-half to three-fourths of a normal yield; in the third portion the outturn fell between one-third and one-half; but in the fourth portion the outturn did not exceed one-third of an average harvest with considerable areas of total failure. The circumstances of Bundelkhand, however, which had suffered from famine in the spring, summer, and early autumn, and which thus entered on the period of greater stress with greatly reduced resources, call for its classification with the worst portion, although in three out of its four districts the

outturn of the autumn crops slightly exceeded one-third of an average harvest. In this way the area of greatest failure may be regarded as covering about 35,000 square miles with a population of 15¾ millions.

An estimate has been framed by the Director of Land Records and Agriculture, which aims at showing how far the actual outturn of the autumn harvest fell short of an average outturn. In this estimate due allowance is made for the failure of those crops which, though included in the sowings, never bore fruit. The best calculations which can be made on this basis show that the outturn of food crops of the autumn harvest was only 39·25 per cent. of an average yield. Sugarcane and the *arhar* pulse have not been included in this estimate, because, though sown with the autumn crops, they are gathered with the spring harvest; but the estimate includes the area of the larger millet *(jawár)* recorded as "food crop." This millet is, however, also very largely grown as a fodder crop, and it happened this year that a great deal sown for food was eventually cut for fodder. It is a large crop, and if allowance is made for the transfer from food to fodder area, the total provincial outturn of the autumn harvest will be reduced to 38 per cent. of an average harvest.

Though the heaviest failure was in rice, yet it has not followed that the largest rice-growing districts were the most seriously affected. Rice is always a more or less precarious crop, being dependent not only on sufficient but on timely rainfall. The failure of a single crop does not involve acute distress, as a full rice harvest will carry the cultivator through one or two poor seasons. But in many districts the harvests before 1896 had been poor, and it was in those districts where the people had been impoverished by several successive years of deficiency that the failure of the autumn crops of 1896 was followed by the most serious consequences which this narrative discloses.

The Director of Land Records and Agriculture has submitted estimates quantifying the loss of food grain thus caused. A great deal of uncertainty enters into all quantifications of crop outturn or crop failure, and nothing more than an approximation to the truth can be claimed for them. But with this qualification it may be said that in an average year the total yield of food grain from the autumn harvest in these Provinces is estimated to be 5,370,000 tons. Last year the yield was about 2,055,000 tons. The loss was therefore 3,315,000 tons, which at normal prices may be valued at not less than 16½ crores of rupees (about 11 millions sterling at current rates of exchange). If it be remembered that the coarse rice, the great and lesser millets, and the maize, all of which are autumn crop staples, furnish the ordinary food of the poorer classes, it will be at once perceived what a terrible disaster had overtaken the Provinces.

The forecast of the ensuing spring crops increased the gloom, as the area of the spring sowings was estimated at this time to be only 58 per cent. of the normal cultivation. Fields which had not been ploughed while the rains still continued became baked and would not yield to the share. This was specially the case in the double-cropped lands, for the rains had ceased before the autumn crops could be removed from them. To a great extent they had to lie fallow. Even where the land could be ploughed, the dry and heated soil was adverse to the germination of the seed. The gram crop, which is the earliest sown and is a coarse staple largely consumed by men as well as by animals, suffered so severely that later on its price exceeded that of wheat. It was in this emergency that the construction of temporary wells already referred to was forced on; and even this resource—the unusual and forlorn resource of irrigation to secure the spring sowings—was contracted by the extraordinary demand for water to irrigate the standing crops. In the canal districts, where a large supply of water was available, the area usually watered for the purpose of sowing is quite inconsiderable: in 1896 almost the entire irrigated area (1,888,125 acres) was so treated, although in these districts the later rains had not failed so completely as elsewhere. On the whole, there were at this time serious apprehensions that the failure of the autumn harvest would be followed by an equal or even greater failure of the spring harvest.

The extent to which each part of the Provinces suffered from these adverse conditions will be shown hereafter in more detail. But here it may be noticed that the deficiency of the rainfall and the other obstacles to the cultivation of the spring crops pressed most heavily on the unfortunate Bundelkhand districts, where the area sown for spring reaping varied from about one-fourth to one-half of the usual extent, and what was sown remained much more dependent here than elsewhere on the further rainfall for its security. By the same fatality the afflicted district of Hardoi came off worse than any of its neighbours in Oudh or Rohilkhand. One-half its fields remained unsown.

All these facts bear witness to the severity of the failure in the autumn and to the poor prospects of the spring harvest, and taken in conjunction with the agitated condition of public feeling which prevailed, they placed beyond doubt the imminence of a great famine in large regions and scarcity in the rest of the Provinces. Opinions differed as to the degree of destitution which would prevail before the next year's harvests should have replenished the food supply; but District Officers were satisfied that if widespread mortality from starvation was to be avoided, Government would have in the interval to support for six months a daily average of it

might be one million, or it might even be nearly two millions of souls. The least sanguine estimate placed the maximum number that would require relief for one day at 335 millions: while even the most sanguine estimate did not place this number at less than two-thirds of that appalling total. The numbers that actually came on relief were 284 millions, exclusive of 30 millions more relieved from the Indian Charitable Relief Fund.

CHAPTER V.

Organization of the Relief System.

SUCH was the state of affairs when in the end of October the Lieutenant-Governor commenced his tours through the famine and scarcity districts, which with necessary intermissions lasted till the end of July 1897. The objects of the first tour were these. In the first place the Lieutenant-Governor wished, being himself newly come to the Provinces, to make the acquaintance of every gazetted officer on whom, each in his own sphere, would devolve the duty of carrying out the relief system according to the principles of the Famine Code or the orders of Government. In the serious business on which all were entering success might often depend on the choice of particular men for particular duties and on the establishment of harmonious relations between the Head of the Government and the local officials. (In testimony to the high average of administrative capacity possessed by the services of these Provinces be it here said that the Lieutenant-Governor during the entire campaign hardly ever found it necessary to remove any officer from the position in which the previous accident of service had placed him.) But the chief objects of the first tour were these—in conference on the spot with the officers of each division, the Commissioner, District Officers, Sub-Divisional Officers, Police Officers, Medical Officers and officers of the Public Works Department, to examine again in detail the condition of each district in turn; to gauge in the light of the agricultural statistics for each district, which had now been verified, the degree of crop failure and the extent of the impending distress; to fix the strength of the establishments which to begin with (for they were expanded afterwards with the rise of pressure) were necessary to dispense relief and conduct the administration; to scrutinize the programme of relief works and guard against any works—except works of public utility—being undertaken from public funds; to assert the principle that the Commissioner should have within his division control of all relief agencies (his control over the Public Works Department not, however, extending to professional matters), and the Collector similar control within his district; subject to the preceding principle to allot to the Public Works Department its proper sphere of action and to Civil Officers their legitimate field of activity; to prescribe the functions of the Civil Officers and their subordinates in promoting village relief works, stimulating private charity and controlling the great field of gratuitous relief; and to establish independent local relief committees as an auxiliary to official endeavour. Generally speaking, the Lieutenant-Governor wished in these early

tours to receive suggestions, explain his own views, and decide doubtful points in the light of the best local knowledge.

The preceding objects were concerned chiefly with the organization of official action; but the Lieutenant-Governor was specially anxious to bring the Government from the very beginning into close touch with the landlords of each district and to associate them each in his own estate with the Government in the administration of relief and especially in bearing part of the cost of and the carrying out of village relief works. With this object informal darbárs or conferences of landlords and other influential local residents were held at all divisional headquarters: they were repeated afterwards at district stations for the particular district. These darbárs or conferences were very largely attended, and resulted in the establishment of cordial relations between the authorities on the one hand and the landed proprietors on the other, whereby the administration of relief has been much benefited. At these conferences the landlords were not slow to represent their own difficulties, which in many instances were further explained at private interviews with the Lieutenant-Governor, and the information thus gained was of great use in enabling the Government to see how far joint action and responsibility with the landlords was practicable and to decide on the precise extent to which the collection of the land revenue should be suspended pending the advent of better times.

The result of the Lieutenant-Governor's first tour was reported to the Government of India on the 23rd November in a letter which, with its appendices, displayed in detail the exact position of each district in regard to the failure of the autumn crop; the prospects of the spring harvest; the state of the markets; the anticipations of famine or distress; the magnitude of the difficulties to be dealt with; the manner in which the Provincial Government intended to deal with them, and other relevant circumstances calculated to place the Governor-General in Council in possession of all the facts of the situation. This letter with its appendices was subsequently published in the *Gazette of India* for general information.

It will be convenient at this stage to describe in some detail the relief organization which has been adopted in these Provinces: for although it followed in the main the principles of the Famine Code, experience dictated the necessity of various additions to, and modifications of, the Code rules. These additions and modifications were introduced at various times on the suggestion of actual practice and necessity, and it was not until February 1897 that the system assumed in all respects its final shape. But the following description will give the finished product without regard to the sequence of improvement or development.

The principle which guided and inspired the administration of relief was at an early date declared in the following words :—

"The only limitation to the relief to be given will be the necessities of the people."

It is believed that this principle is reflected and preserved in each branch of the relief system of these Provinces now to be described. But the task of making each department instinct with this principle, and at the same time safeguarding it from dishonesty and lavishness, committed the Administration to constant struggles with chicanery and deceit. It is not suggested that assistance never reached those who might have dispensed with it, or that it was never intercepted, or that imposture was always unsuccessful. To the importunacies of the multitudes to be dealt with, there was no limit or restraint, while rapacious subordinates could not always be at once detected. But as the staff settled down to their work, the opportunities for deception or peculation were narrowed down, till it is believed that from an early stage of the operations but little Government money reached the hands of any who did not stand in real need of it.

The relief system prescribed by the Famine Code may be classified as follows :—

I.—Employment on large relief works entered on the administrative programme (Article 17 of the Code) and controlled by the Department of Public Works.

II.—Employment on small relief works (Article 65 of the Code) controlled by District Officers.

III.—Employment at their homes for indigent respectable people who are incapable of labour on relief works or debarred by national custom from appearing in public.

IV.—Gratuitous distribution of relief in poorhouses, State kitchens and hospitals to the poor and infirm unable to labour, until they had have become fit to labour, or to be sent back to their homes.

V.—Gratuitous distribution of relief at their homes to persons who are unable to labour and are reduced to distress.

Relief Works.

The first, and numerically the most important, form was relief works designed to afford employment to all who could not find it elsewhere and could not subsist without it. It was a cardinal principle of relief administration in the North-Western Provinces and Oudh that some labour should be exacted from everyone seeking relief who was not incapacitated for work by age or infirmity, or in rare cases (chiefly in case of women) by social status. From the able-bodied a full task,

from the weakly and from the children over 7 years of age a smaller task, graduated according to their various capacities, was required. This was the key-note of the system, and in judging of the system's material results, should not be forgotten. In pursuance of this principle vast numbers of inefficient labourers have been employed (to the lowering of the outturn of work done per rupee of expenditure); but it was deliberately decided that in the best interests of the people themselves industry should be encouraged and idleness or sloth discouraged. The best proof of the complete success of the policy adopted is to be found in the fact noticed in the sequel, that the relief works had no attraction, and that on the first opportunity the people returned, undemoralized and with cheerfulness, to their ordinary avocations.

Relief works were divided into two classes: (1) large projects of general utility affording employment to usually not less than 5,000 labourers, the bulk of whom were obliged to leave their homes and reside on or in the neighbourhood of the works; and (2) lesser projects, serving some local purpose and affording occupation to a smaller number of workers in the neighbourhood of their homes. The former class were managed by the Public Works Department: the latter were controlled by the District Officer through his immediate subordinates or through the resident village proprietors. In both alike earthwork was the almost universal employment as being the only one suited for unskilled labour. The embankment of roads and the excavation of tanks were the chief projects selected.

The first step on a large work is to divide the work-people into gangs containing a certain number of groups of diggers and carriers (usually one digger to three carriers), and aggregating about 60 effective workers. To each gang is assigned a certain measured task, calculated to represent a reasonable day's work for average unskilled workers, and this task is usually subdivided among the component groups. Weakly persons are assigned proportionally smaller tasks. When the allotted task is finished, the labourers are free to go, having earned the daily wage calculated, on a sliding scale according to the price of grain, as sufficient to purchase a day's ration. Under this system it is not open to the labourers to earn a higher wage by doing a larger task. If the allotted task was not completed, a proportional deduction was made from the wages of the entire gang or of the group of labourers who were at fault, subject to a minimum which represents a penal or bare subsistence ration. Below this wages could not be reduced. The object of the arrangement was to secure to each person sufficient to maintain life in return for a reasonable task, and at the same time to make the work unattractive to persons who could support themselves or find employment elsewhere. The system did not enable

workers to earn enough to support those helpless members of their families who must remain with them and cannot earn their own living. Gratuitous relief was accordingly provided at the works for those dependants who, from age or infirmity, were themselves unable to render any task. The great bulk of the dependants were young children who formed about 90 per cent. of the whole dependant class. Dependants were paid on the lower scale provided for non-workers. They have naturally been more numerous at some places and seasons than at others; but from first to last the provincial average was one dependant for every five workers.

The Famine Code lays down that "while in the late stage of a famine 'large works' will be the backbone of the system of relief, small works should be utilized in the early days of a 'scarcity.'" From this principle the Lieutenant-Governor found it desirable to depart, for reasons which were duly communicated to the Government of India. While utilizing small works at all seasons to meet urgent demands for relief, he found it advantageous to employ them chiefly when the advance of the hot weather and the scarcity of water or the outbreak of cholera had, in many localities, rendered it difficult or dangerous to keep large crowds of workpeople assembled in one place. But from the time famine declared itself till the works were finally closed, large works as a rule formed the backbone of the system wherever there were large numbers seeking employment and no natural obstacles, such as dearth of drinking water, interposed to render such projects impracticable. It is far easier to provide on large works than on small works that unceasing supervision of European officers which is essentially necessary to preserve proper organization.

The form of relief employment above described was restricted to "famine districts," that is districts in which distress was acute. But in "scarcity districts," that is in regions where distress was less severe, another form of relief work was employed which stands half-way between the Famine Code works just described and the system of contract labour by which public works are executed in ordinary years. It has been designated the "Intermediate system." A full description of the circumstances which led to its adoption will be found later on; but here it may be said that the essential difference between it and the system prescribed by the Famine Code is the substitution of piece-work for task-work and the exclusion of the minimum wage. Rates are prescribed and payments made according to the amount of work done; but a maximum task is fixed which limits the amount that can be earned in one day. The amount earned is divided between the diggers and carriers according to a fixed scale. The object of the system is to secure a proper outturn of work for the money paid, to prevent the congregation of a large number of ineffective workers, and to encourage

or enforce industry. At the same time the maximum task operates to prevent earnings becoming more than sufficient for reasonable subsistence. Under this system free doles are not given to dependants of the works, but the rates and tasks are so fixed as to permit workers earning enough to support the non-working members of their families. In some localities where this system was enforced it was found necessary to distribute free rations of cooked food to the very young children of the workpeople. This additional relief was not necessitated by any deficiency in the rates of earnings, but by the callous neglect of their children by parents whose natural instincts were weakened by continued scarcity. The same necessity arose sometimes on Code works and even in home relief where the cash doles given to children were appropriated by their parents, and the authorities were compelled to substitute cooked food and see it eaten by the children in their presence. This method of relief was known as State kitchens. To these arrangements, which illustrate, with perhaps a lurid light, the difficulties against which Relief Officers had to contend, thousands of little children owe their lives.

Besides the relief works carried out by the officers of the Public Works Department a number of relief works were executed by private persons, either in a purely charitable spirit at their own expense or with the assistance of subventions by Government. Both alike usually took the shape of improvements in the estates of the persons concerned, the most common being the excavation of tanks. The former were entirely under private management. For the latter the cost of the project, according to official plans and estimates, was advanced by Government and an engagement taken from the person receiving it to repay within a certain time a fixed portion, generally one-half, of the entire outlay. The management of the work was left to the proprietor; but he was bound to pay labour at specified rates, and the work was kept under regular inspection to ensure that the funds were properly applied and the relief afforded to those who required it.

Home Employment.

One more form of relief work remains to be enumerated. Women of a respectable class accustomed to support themselves wholly or in part by needlework, embroidery, and kindred occupations, men of good birth, unused to any form of labour, decayed families whose scanty means were outrun by famine prices—for such classes home work of a suitable character was provided without the loss of self-respect involved in the acceptance of charity. No class of the community demanded more commiseration than these patient sufferers, who would starve and die in silence rather than seek or accept alms. Such persons were sought out and relieved through the agency of private persons of their own community. This form of relief was most commonly required in

towns, and the cost was largely met from private subscriptions and the Indian Famine Fund, assisted by liberal State subventions. But the agency of distribution was under official control.

In several cities arrangements were made to find work at their own trades for artizans, chiefly weavers, whom the prevailing distress had deprived of employment. In Benares in particular, which contains a large community of impoverished weavers, numbers were thus enabled to carry on their ordinary occupation.

Gratuitous Relief.

In the ways enumerated above, employment was provided for all who required relief and were able to work. But beyond these is a great multitude of persons who are unfit for labour and accustomed to rely on others for their subsistence. Such persons do not comprise merely the ordinary mendicants who trust to the charity of the public, but also the helpless members of families who in all countries are a burden on their natural protectors. What may be called domestic charity is very far-reaching in India: it requires that those of all classes who have means should support or assist their distant relations, connections, and even caste brethren, who in Western countries would be left to State relief. This social piety is in fact the Indian substitute for the poor law of England.

For the members of these classes who were unfit for work it became necessary to provide gratuitous relief. As distress intensified and the resources of the people became exhausted, the efficiency of private and domestic charity was weakened. The poor were less and less able to support their poor dependants, and State intervention became necessary. Gratuitous relief was provided in different forms. One has been already described—the grant of free doles to the dependants of labourers on relief works. The rest may be divided under the two heads of the *poorhouse* and the distribution of *outdoor or home relief*.

Poorhouses were established at all district and subdivisional headquarters in famine districts and in suitable centres in the districts which were less distressed. They were open to all who were willing to submit to the test of residence and the necessary discipline. Except in the few cases where a suitable structure was already available, the buildings were of a temporary character, constructed on certain uniform principles to secure the health, safety and comfort of the inmates. Arrangements were made for cooking, sanitation and conservancy. Hospital accommodation and medical aid were provided, and clothes or blankets were supplied to those who required them, either at State expense or at the cost of the Indian Famine Fund. Though every

care was taken to avoid caste objections and to secure the well-being of the inmates, yet poorhouse life was always repugnant to the people generally. The inmates consisted so largely of persons broken down by disease or infirmity that the institutions might have been more correctly described as infirmaries. Whatever there was of repulsive or shocking in the aspects of the famine, was to be found in the poorhouses, which, broadly speaking, were asylums for the reception of starving vagrants or homeless cripples.

The place occupied by the poorhouse in the scheme of relief operations was that of receiving house or temporary shelter for all who could not be otherwise relieved. The only permanent inmates were the infirm vagrants. The rules required the District Officer to sort out periodically the inmates of the poorhouse, to draft to the relief works those who were capable of labour, and to send to their homes those helpless ones who had any fixed residence, there to be brought on the village relief lists. In this way it was designed that the gratuitous relief system should consist, broadly speaking, of two great forms: *first*, relief on works for all in need of relief who were able to labour and their dependants; *second*, relief at their homes for all unable to labour, but in need of relief. The poorhouse remained then the refuge of the homeless infirm from whom it was hardly ever possible to exact labour. But when the inmates could work they were made to work.

It may here be also stated that the orphans and other deserted famine waifs were collected, generally at district headquarters, in an orphanage, where they received special treatment. After a short residence the children were found to improve immensely in health and physique.

Outdoor or home relief required a very elaborate organization and a very extensive agency. Its aim was to seek out in their own homes all those who had been deprived of their ordinary means of support and were unable to work for their living, to test the reality of their claims, to bring them on a free list, to arrange for the regular payment of the allowances which, according to the fixed scale, might be found necessary for their support, and to strike off their names as soon as they appeared in a position to earn their own support or to claim it from any one able and bound to maintain them. These operations were carried out in every village in the famine districts, covering an area of 44,000 square miles with a population of 20½ millions, and with less exhaustiveness in the "Scarcity" area of 28,000 square miles with a population of 14½ millions.

The task was a comparatively simple one in towns where the people were collected within narrow limits and where voluntary agency was largely available. But for the

rural tracts the task was so enormous that it could not have been effectively and economically discharged without the agency already existing in these Provinces for the purposes of revenue and general administration. For fiscal and executive purposes the North-Western Provinces and Oudh are divided into divisions varying from about 10,000 to 17,000 square miles in area and presided over by a Commissioner. These divisions are again divided into districts with an average area of about 2,000 square miles and controlled by a Collector-Magistrate or District Officer. Every district is subdivided into subdivisions called *tahsíls*, which again are split up into blocks or circles called "*kanúngo's* circles," and these *kanúngo's* circles are again subdivided till the village or a group of hamlets is reached. The village is under the charge of a "*patwári*" or village accountant, who is a Government official, resides permanently in his village or group, and is personally acquainted with all its inhabitants. Over each circle of villages is a *kanúngo* or revenue supervisor and over each group of circles or *tahsíl* is a *tahsíldár*. One or more "tahsíls" are under the executive charge of a superior officer, an Assistant or Deputy Collector.

This organization, which was taken as the basis of the relief system, was utilized to the fullest extent. Instead of attempting to introduce a new and special famine organization the original framework of the district administration was maintained and strengthened. Even the usual nomenclature with which the people and the officials are familiar was retained. The original relief circles coincided with the kanúngos' (revenue supervisors') circles—the kanúngo became the circle officer, and the special staff appointed to the same duty were styled additional or assistant kanúngo. Even the officers in civil charge of relief works were known as relief náib (or assistant) tahsíldárs, and special relief officers of a superior grade were designated relief tahsíldárs. The existing district staff was everywhere utilized to the fullest extent in carrying out relief measures.

In these and other ways it was sought to work on lines with which the officials and the people were acquainted, to preserve official designations which in the people's minds imported a definite degree of responsibility, and to avoid the difficulties which might have arisen in building up an organization which would be unfamiliar to those who had to work it, and might be viewed with suspicion by the people. It was rarely found necessary to increase the "patwári" staff or to subdivide the territorial unit entrusted to these officials. But the number of revenue supervisors and assistant tahsíldárs was largely increased, each class being as far as possible recruited from the grade below, so as to secure the advantage of local knowledge and experience while stimulating zeal by promotion. Trained men were also drafted from districts not

affected by distress, and the services of approved candidates for Government service were freely utilized. The extent of country controlled by these officers, each in his own grade, varied in extent according to the physical conditions and intensity of distress in each district. Where communications were difficult or when the prevalence of acute distress required close and sustained scrutiny, the area and population under each officer were narrowed down to limits he could effectively control. Under different conditions, larger charges, it was found, could be managed by a single officer. The organization was commenced early in the famine by taking in every case the supervisor (kanúngo) circle as the unit, and these were subsequently subdivided and additional kanúngos appointed where circumstances demanded according to the growing pressure of distress. As the hot weather and rains drew on and travelling became more difficult the charges were further narrowed. In the 19 districts officially recognised as famine-stricken there were 467 circles with an average area of 95 square miles and population of 44,000. In the 18 districts classed as "scarcity districts," there were 225 circles averaging 125 square miles in area and 64,000 in population. Within these original circles again sub-circles were formed as pressure increased and it became necessary to lighten the charges.

The rules drawn up to guide officers in determining the proper recipients for gratuitous home relief are printed in the Appendix. Briefly it may be stated that lists were primarily drawn up by circle officers with the assistance of the village accountant and head-man, the proprietor or his agent, and respectable inhabitants of the place. These lists were made the basis of the subsequent procedure, which was as follows. The whole population of each village in turn in the distressed districts was mustered excepting those whose sex and status forbade them to appear in public. Those who were absent from the village were first accounted for. Then those present who were fit objects for relief were sifted out, and after due inquiry placed on the free list either as permanent or temporary recipients of relief. A *panchâyet* or committee of the respectable inhabitants of the village was then formed, and the claims of the "*parda-nashín*" women and others of that class were considered and allowances were allotted when deserved and required. Thus the entire population of the village—men, women, and children—were passed under review, so that no individual might escape notice or suffer from want of food. The lists so framed were tested and corrected by the superior staff visiting each village in turn, and were in all cases brought under examination by a European officer of the covenanted or commissioned grades. Recipients were furnished with printed tickets corresponding with the lists and showing the amount of relief to which they were entitled. Thereafter each village was visited so far as

possible once every week or ten days by the circle or other superior Relief Officer whose duty it was to review the lists, muster the recipients (excepting women who could not appear in public), remove the names of those no longer entitled to relief, and bring on the lists any new persons who might be shown to be eligible.

The allowances were distributed in weekly or fortnightly doles through the village accountant, head-man or landholder nominated for the purpose; and it was the duty of the circle and supervising officers to see that no fraud was practised on the recipients or on the State.

This village relief was ordinarily given in cash. But, as explained in the case of dependants of workers, it was sometimes found necessary to provide relief in the shape of cooked food for children neglected and starved by parents who appropriated the cash doles for their own uses. In such cases kitchens were established at suitable centres and food distributed to the children who assembled to receive it.

In cities committees were formed consisting of official and non-official members, and directed by the District Officer or City Magistrate. The various quarters or wards of the city were divided between the members, and a house-to-house visitation established to ascertain the persons who stood in need of relief. The great bulk of these were persons, chiefly women and children, of respectable position whose occupation had failed from the pressure of hard times or whose scanty means no longer afforded a subsistence at the high prices prevailing. Such persons were disabled by the custom of the country and their family pride from appearing in public or asking charity. It was in numerous cases even a task of much difficulty to induce them to accept relief or to present it in a form which they could accept without loss of status and self-respect. Considerable difficulty was experienced at first in establishing this system of home relief.

The difficulty was enhanced by the mistrust which attaches to a measure for which there was little precedent, and whereof the motives were imperfectly understood. To mistrust was added the difficulty arising from caste. Many destitute people refused relief at first from fear that it would be followed by expulsion from their brotherhood. Curiously enough these cases were observed among the lower castes and were not confined to people who had a social position to forfeit. It required much judgment and infinite patience to meet both these unreasonable objections and the more reasonable ones based on a commendable feeling of self-respect and independence. For many women of the better class home employment was provided in the shape of needlework, embroidery, and the like, or a market was found for their work. Every city contains houses of good and even imposing appearance, the survival of past wealth, with inmates sunk in the direst poverty. Not even the nearest neighbours or distributors

of relief always knew the amount of silent suffering concealed within such walls. Many devices were employed to ascertain such cases and convey relief in an unobtrusive or secret way, and in the shape least calculated to hurt the susceptibilities of the recipients. In work such as this the services of native gentlemen and of European gentlemen and ladies connected with the various missions or charitable associations were found of the greatest value and fully utilized. The bare subsistence provided by the State was supplemented through the same agency by little comforts from funds provided for the purpose by the Famine Relief Fund.

Casual Relief.

Besides the regular relief afforded in poorhouses and by the organized village system, provision was made to meet the case of destitute wanderers at a distance from the relief centres. To this end money was entrusted to police officers, village officials, and head-men, wherewith they might succour any starving wanderer found needing relief, give him a meal, and arrange to pass him on to the nearest poorhouse or relief camp. The sum spent in this way was small; but many stragglers were helped who might otherwise have perished by the way. Besides the regular relief there was thus a network of casual relief covering the whole country.

Relief for Cattle.

The preliminary preparations against the famine, devised in November 1896, included a careful estimate of the capabilities of the various State forests with the areas available for grazing and the number of cattle which each could support in a time of pressure. Though yielding a considerable amount of edible products, these reserves are chiefly useful in the way of affording fodder and pasturage for cattle in years of drought; and on this occasion there was not the excessive strain thrown on their supplies which might be expected in a great famine. When the abrupt termination of the rains in August 1896 destroyed the grain crops, it found the fodder crops well advanced. In fact a great deal of the crops sown for grain were eventually cut for fodder or grazed down. The winter rains revived and stimulated the wild herbage, and the many trees whose leaves furnish useful food for cattle did not generally suffer from drought. Thus, though the supply of dry and green fodder was defective and its price high, yet there was nowhere any complete failure, and in those distressed tracts where cattle were sold in large numbers they were usually sold in order to purchase food, and not because it had become impossible to support them. Though the urgency then was happily less pressing than it might conceivably have been, yet the resources of the State forests were fully utilized. The forests available for such purposes lie in two main blocks, the first and greatest in the submontane country along the foot

of the Himálayas; and the second, a comparatively small tract, in Bundelkhand. It has been mentioned that the latter tract was thrown open both for free grazing and for the collection of edible products by the people during the Bundelkhand famine in the summer of 1896. The pasturage was closed again when the rains seemed well established in August; only to be reopened later on. Proper conservancy requires that State forests should be held in reserve to carry the cattle over the last pinch, when home supplies have been exhausted and no spontaneous growth can be expected till the advent of the rains. Following this principle, the Bundelkhand forests were kept closed till there were signs that all available fodder supplies in villages were becoming exhausted. When this became apparent, the reserves were thrown open in April 1897 for free grazing and were fully utilized, though the scarcity of water rather than the scarcity of fodder placed a limit on their utility. In the sub-Himálayan tracts it was found sufficient to encourage, by exemption from fees and in other ways, the passage of herds through the belt of reserved forests into the great grazing grounds of Nepál, whose well-watered and lightly-timbered plains possess advantages for pasturage over the closely preserved tree jungles in British territory.

All restrictions on the extraction by the people of the spontaneous edible products of the forests were withdrawn when those products were ripe for consumption. The entire forests were thrown open for the free collection of such products, and were largely frequented for the purpose by the people of the surrounding tracts. They remained open till the 1st November 1897, when the autumn harvest had been secured.

CHAPTER VI.

Progress of famine and relief operations during the winter of 1896-97.

It will be remembered that when the rains ceased at the end of August, relief measures were being still carried on, though in a skeleton form, in some of the Bundelkhand districts and in the Hardoi district of Oudh. Early in September the growing pressure manifested itself by an increase in the number of applicants for relief not only in these districts but elsewhere; during the month of September relief calculated in units for one day was administered to 382,000 persons in nine districts. In October Collectors, acting on the instructions given them in the Government order of 21st September, found it desirable in many other places to begin test relief works. By the end of October distress had made itself manifest in a considerable part of Oudh, chiefly in the Lucknow division. In the Rohilkhand division every district was threatened with partial failure, and in Agra the country outside the canal-protected area had begun to need relief. In parts of the Benares and Gorakhpur districts there were forebodings of the scarcity which subsequently developed there, and test works had become necessary. The hill districts of Kumaun, enjoying good harvests, lay outside the sphere of possible distress, while the Meerut division and part of Agra sat secure in their network of canals.

When the situation was reviewed by this Government towards the end of November, famine had unmistakeably declared itself in several districts and was developing in others. In the Bundelkhand group of districts, as already stated, the distress of the preceding summer, though it had abated with the advent of the rains and the autumn sowings, had never entirely ceased, and relief measures had remained continuously in operation, though on a reduced scale. As early as the beginning of October poor-houses were open in all the Bundelkhand districts and in Lucknow and Hardoi; and Government had also directed that this precaution should be taken in all large towns where the pressure of prices on the very poor classes was beginning to show itself. In Bánda, Hamírpur, and Jalaun village relief was in operation, and in all districts of the group works were open and attracting a substantial number of labourers. At first these were in most instances conducted as test works, but before October closed they had been converted to the full Famine Code system in all except Jhánsi; while in the Rae Bareli district of Oudh a similar measure had become necessary. At the same time test works

had been opened in several districts of the Agra, Benares, Gorakhpur, Rohilkhand, Fyzabad, and Lucknow Divisions—16 in all—while the appearance of destitute wanderers had rendered it advisable to open poorhouses also in some of these districts. During November the development of distress was more rapid and general. Prices continued to rise, and the employment afforded in garnering the autumn and sowing the spring crops had commenced to fail. An increase in crime, the indications of an unsettled feeling, and a tendency to wander in search of employment, gave warning that in the more distressed tracts the time had come for an expansion of relief measures. Here and there, as on the Jasra road in South Allahabad, a sudden rush on relief works showed that in the most impoverished localities the people were beginning to get to the end of the scanty addition which the autumn harvest had made to their resources. These wants were met and preparations were steadily made to anticipate the growing demand. Work projects were matured, tools and plant provided, poorhouse accommodation increased, while relief circles were formed and the preparation of village lists of all persons who would, so far as could then be foreseen, require and be qualified to receive gratuitous relief at their own homes, was pushed on in all districts where famine seemed imminent. At the commencement of October the numbers in the daily receipt of all forms of relief were 15,000 in six districts. By the end of that month it had risen to 99,200 and had spread over 29 districts, of which six had been recognised officially as distressed. Of the total number relieved three-quarters were workers, while those gratuitously relieved might be roughly divided into rather less than one-fourth in poorhouses, rather more than one-fourteenth in receipt of home relief, and the remainder dependants of workers. As the causes at work became more potent, the distress grew both more widespread and acute, and the numbers on relief increased with corresponding rapidity. About the middle of November the failure of the late autumn crops became definitely declared, while the employment afforded in garnering them had considerably slackened; the construction of temporary wells, so largely stimulated by advances from Government, approached completion; the spring sowings were arrested for want of rain, and irrigation alone continued unabated for the occupation of agricultural labour. Prices continued to rise and the poorhouses were rapidly filling. Between the 14th and the 21st November the poorhouse population had risen from 7,200 to 19,000, and the later admissions in some parts showed signs of emaciation. Labourers and their families began to flock on the relief works in the more distressed districts, the sphere of gratuitous relief continued to expand, and a certain number of cultivating tenants, too, found it necessary to seek employment or to send the idle members of their families to the works. Finally, signs of distress began to appear amongst

the petty artizans, weavers, and the like whose occupation had ceased along with the prosperity of their customers.

The gravity of the situation at this time was clearly reflected in the prices current of food grains, which in the beginning of November rose to a phenomenal pitch, as shown by the following statement, which gives for the chief markets in the distressed area the amount of grain (in *seers* and *chhattaks*) purchaseable for one rupee, 1892 being taken as a normal year:—

District.	Wheat.		Barley.		Rice (common).		*Juár.*		Maize.		*Bájra.*	
	November 1892.	November 1896.	November 1892.	November 1896.	November 1892.	November 1896.	November 1892.	November 1896.	November 1892.	November 1896.	November 1892.	November 1896.
	Sr. c.	Sr. c.	Sr. c.	Sr. c.	Sr. c.	Sr. c	Sr. c.	Sr. c.	Sr. c.	Sr. c.	Sr c.	Sr.c.
Benares	13 4½	7 11	17 9½	9 7½	11 6	9 1	18 6½	11 1	21 13	11 6	17 13½	9 14
Lucknow	13 4	7 12½	20 8	9 13½	13 8	8 10	22 8	10 4	24 0	10 15	20 8	9 2
Cawnpore	14 8	8 0	21 8	9 0	12 0	8 0	24 0	10 0	24 0	11 0	20 8	9 4
Allahabad	12 0	7 4	18 8	8 2	9 0	8 0	22 0	9 6	19 0	11 0	20 0	8 8
Jhánsi	16 8	7 12	24 0	9 8	12 0	7 4	21 0	10 4	...	10 4	20 12	8 6
Bareilly	13 3	7 1	19 6	8 9	12 0	7 6	21 1½	9 9	21 12	9 14	19 6	8 11
Gorakhpur	12 0	7 3	18 0	9 0	13 15	8 9	...	10 6	19 12	11 4	...	9 7
Agra	13 8	7 8	23 0	8 8	9 8	8 8	22 0	9 0	23 0	10 0	21 0	8 4
Fyzabad	13 4	8 0	18 12	9 8	15 0	9 1	...	10 8	25 0	11 4	18 0	...

These prices, which are on the whole double the ordinary rates, indicate not only the failure of the harvest, but the shortness of the stocks existing in the Provinces.

At this juncture, when the season for even the latest sowings for the ensuing spring harvest was rapidly passing away, a most unexpected fall of rain occurred.

The retreating monsoon appeared entirely exhausted, and a period had been reached when rain even under ordinary conditions is extremely unusual in these Provinces. During the last 50 years at Cawnpore rain was recorded in November only 4 times, only 5 times in Agra, and only 11 times at Allahabad. The normal rainfall in November for the Provinces generally is absolutely inconsiderable. Yet when all hope had been abandoned, a cyclonic storm which had crossed the Dekkan from the Bay of Bengal into the Arabian sea curved north-eastwards, and the Provinces were visited by a sudden and unexpected rainfall on the 22nd and 23rd November 1896. Its effects were thus described at the time:—

"All officers are agreed that the rainfall of the last week of November was too late to materially benefit such autumn crops as were still on the ground, except *arhar* (a species of pulse) and sugarcane; and also too late to enable spring sowings to be completed under ordinary conditions. They are equally agreed that in whatever locality the fall exceeded one-quarter of an inch the spring crops already sown were greatly benefited, and further sowings effected over an additional area. The peculiarity of the rainfall was its uneven and capricious distribution. In the Meerut division, which, owing to the canals and the good autumn harvest, was already beyond the risks of scarcity, the fall was generally good, varying in most districts from one-quarter to four-fifths of an inch. In this division consequently the spring area will be little short of the normal. In the

Rohilkhand division the average fall exceeded two-fifths of an inch, and was highly beneficial to the sandy tracts. In the Agra division rain was heaviest in the tracts which already were best off and lightest in the worst tracts. But its general effect was to change the situation in this division from one of very considerable gravity to one of distinct hope. Passing over into Oudh, the submontane districts are found to have received the heaviest rainfalls, the district of Bahraich, in particular, having so benefited thereby as to have brought 86 per cent. of the normal area under sowings. In Southern Oudh, comprising portions of both divisions (Fyzabad and Lucknow), the rainfall was slight; but the natural moisture of the soil and the humidity of the climate have done even more than was anticipated, and these advantages were supplemented by extraordinary resort on the part of the peasantry to the construction of temporary wells and to every form of irrigation. In the Gorakhpur division fairly good rain fell in the Basti district, placing it beyond the reach of crop failure, and in the northern part of the Gorakhpur district. The southern and part of the central portion of the latter district and the district of Azamgarh were practically untouched by the rain, and the tract had all along been regarded with considerable apprehension. But here also the natural qualities of the soil and climate have helped the cultivator, and two-thirds of the normal spring area have been sown. In the Benares division serious difficulties were not apprehended even in the absence of rain in November. Most of the districts received a fair amount of rain, and in the division as a whole nearly four-fifths of the normal area have been sown. There remains the Allahabad division, which from the first has been regarded by the Lieutenant-Governor as the weakest area in the Province. In these districts good rain fell in the greater part of Hamírpur and in part of Fatehpur, Cawnpore, and Jhánsi. Elsewhere it was too slight to materially improve the spring prospects. Bánda and Allahabad, in particular, were practically unaffected by the very light showers which they received. The result is seen in a spring crop which in the whole division is only 44 per cent. of the normal area, and falls to only 25 per cent. in Bánda against the November estimate of about 50 per cent. It may be doubted whether in Bánda more than 20 per cent. will yield a crop."

This rain, though too late to benefit the autumn harvest, was of immense advantage to the growing crops and added largely to the area of spring sowings. These later sown crops in the end turned out very poorly, and in the unfortunate districts of Bánda and Jalaun the fall was too light to allow any material addition. But generally the prospects were greatly improved. Prices steadied or slightly fell, and the people gained heart. With promising crops in the ground the inducements to wander were restricted and the area of prospective distress became curtailed. In Rohilkhand, Agra, parts of Oudh, Gorakhpur, and Benares the anxiety concerning the future was much relieved.

An immediate effect, however, of the rain was to restrict the irrigation work which had afforded much employment. Deprived of this occupation and pressed by high prices, the labouring classes continued to come in increasing numbers on the works or into the poorhouses.

The numbers on State relief had already included many of those who are dependent on private charity for their

support—a class ever the first to feel the pinch of famine. To this category belong not merely the professional mendicant who lives on the public, but also the many women, children, and aged or infirm men whom the custom of the country throws on the charity of their relations. From these classes were drawn the most troublesome persons who came within the scope of relief operations: those who cannot work and will not apply for assistance till reduced to the last stage of emaciation and weakness, and who will again resume their aimless wanderings when they have recovered strength enough to leave the poorhouse, to be again picked up on the roadside in the last stage of starvation and placed in the poorhouse infirmary; those who can work but will not, and who starve till qualified for admission to gratuitous relief, indoor or outdoor, and when restored to condition and drafted to works, abscond to repeat the process over again. It is such cases as these, the despair of the Relief Officer, which go to swell the mortality of the famine.

As the pressure of famine increased this circle of destitution grew wider, embracing not merely the usual recipients of private charity, but many who, givers in better times, now found themselves compelled to seek assistance. By the end of November the daily numbers on relief of all sorts had risen to 168,939 in 31 districts. At this stage nine districts had been formally recognised as famine-stricken, in 22 more test works were open or other precautionary measures of relief adopted. The workers now formed 66 per cent. of the total number relieved. Gratuitous relief had begun to assume larger proportions and was divided between dependants on works, poorhouse inmates, and home relief in the proportion, roughly, of 40, 40, and 20 per cent.

As December drew to its close the conditions existing in the previous month became intensified and developed. Home resources became more exhausted, field work more circumscribed, the circle of distress grew wider, and the numbers seeking relief continued to steadily increase. The poorhouse population was, in pursuance of the policy of Government, kept down by drafting the inmates to relief works as they became fit for labour or transferring them to the village lists where this measure was found suitable.

In some districts where the villagers, unaccustomed to relief measures, held off till the pressure of want became extreme, the condition of the people showed some signs of the privations they endured. This was confined generally to the lower castes and poorer classes. The ordinary diseases of the country, aggravated by the unusual cold and insufficient or unsuitable diet, began to show in a slightly enhanced death-rate in the districts which were the first to feel the pinch. But the mortality nowhere assumed large proportions, and the

general health and condition continued surprisingly good. The Inspector-General of Civil Hospitals noticed the condition of the people on the works at this time as an indication that the opening of this form of relief had not been unduly postponed. It was observed that where the newly-admitted labourers showed signs of privation, they soon gained strength and condition. The appearance of the children had not at this stage commenced to cause anxiety. Cases of emaciation were to be found in the poorhouse infirmaries, and here and there a wanderer, often from a foreign State or distant district, would arrive at the relief camp in a starved condition or be brought in by the police patrols in a dying state. Such cases, however, were rare.

It has been stated that in the earlier months a certain unsettled state of mind had been observed. It showed itself in a spirit of turbulence, in restlessness, and that inclination to wander which has been the traditional resource of a famine-stricken population. This had ceased now. The dispositions made to provide relief had convinced the people that the Government had undertaken their protection, and this conviction had inspired them with confidence. The assistance they had received in the shape of advances, while helping to this end, had enabled very many to sow their crops, to make wells for irrigating them, and so bound the cultivators to their homes. Henceforth the wanderers were stray casuals of the vagrant type or immigrants from Native States who, for some time, came in considerable numbers on our works. The popular movements were confined to those villagers who left their homes to seek employment on the nearest relief works. Many mendicants, who would not endure the restraint of poorhouse life, began to drift towards the western and northern districts where the good harvests gave them hope of finding charity still effective, and where they swelled the beggardom of the bazárs and taxed the patience as well as the resources of the charitable; but soon even this movement came to an end, and these mendicants settled down in the poorhouses. As the applicants for employment increased in number, the large public works on which they were recruited expanded and multiplied. A description of the staff and organization for carrying out these works will be found explained in detail later on. At times it was severely taxed to meet large and sudden demands made upon it. Precise instructions had been issued to all districts to prepare programmes of work, to complete the necessary plans for the selected projects, and to make arrangements for requisite staff and tools and plant. (The early order issued to the Jail Department to supply one million baskets for earth-carriers is an illustration of the magnitude of the transactions.) Famine is full of surprises, and the

policy was to make so far as possible timely provision to meet all contingencies. These preparations were pushed on everywhere and, it may be claimed, were found equal to the emergencies which arose. As an illustration of the difficulties which the Administration had to encounter, reference may again be made to South Allahabad, where towards the beginning of November distress unexpectedly assumed a very acute form, and a sudden rush of many thousand people to the relief works ensued. In a few days the gangs were organized and the works expanded for their reception, and settling down at once the hungry crowds became an effective body of controlled and organized labour, with no worse mishap than a small inefficient expenditure while the arrangements were getting into working order. This was at the outset when all was new and novel; but later on in the same district the relief workers and their dependants rose in one week from 33,000 to 83,000, the new recruits being absorbed on the existing works or other prearranged projects as fast as they presented themselves without any confusion or delay.

At this stage, it was deemed expedient to diverge from the principle of the Famine Code, which recommends that in the early stage of relief operations recourse should be widely had to small or village works and not to large works under the Public Works Department. In the Lieutenant-Governor's opinion large works under the control of trained Public Works Department officials were both more effective as tests and more susceptible of ready expansion to meet large and unforeseen demands. Later on it will be seen that the smaller class of village works became a more important feature in the relief system. In those districts where distress was less acute, and it was possible to exact a heavier task and desirable to impose a severer test, the system known as "Intermediate," which has been already alluded to and which will be described in detail hereafter, was adopted in order to secure these ends, and to prevent the relief works from attracting those who could subsist without them or could find employment elsewhere.

Relief works are necessarily open to all who are willing to submit to the prescribed tests. Village relief was administered with a more cautious liberality and did not expand so rapidly, although early in December discretion was given to Commissioners to commence distribution of this home relief wherever the clear necessity arose, without waiting for a formal declaration of the existence of famine. During December this form of relief was extended to nine more districts, raising the number to twelve. From that time forward it grew steadily in extent as distress deepened and as the Circle and Sub-Divisional Officers charged with the preparation of the lists realized the full meaning of the order of Government that "in districts declared to be distressed every

village should be treated with the view of accounting for each individual resident therein, and that no case which ought to be relieved should escape notice."

In the large cities measures had early in the season been taken by the local authorities to meet such cases. Very many of the respectable poor had been reduced to want or destitution by the pressure of prices and the failure of the private or domestic charity from which they usually obtained assistance. In numerous instances impoverished *parda-nashín* women, who are debarred by the custom of the country from appearing in public, had been accustomed to support themselves or eke out their resources by needle-work, embroidery, and similar occupations. The general pressure on the community had deprived them of this source of income, while their social position, age or sex prevented them from seeking relief in poorhouses or on works. The employment of many artizans, especially those engaged in the production of articles of luxury, had diminished or ceased. It became necessary to devise means for the support of all these distressed classes who presented numerous cases of a nature to excite pity and compassion. To this end private charity was locally organized, subscriptions were raised of a considerable amount from private persons and local bodies, and these were largely supplemented by Government grants. In Lucknow, which contains an unusually large number of impoverished or destitute persons of good family, the Government subvention amounted to Rs. 15,000 a month. In Benares and Allahabad the Government contributed Rs. 5,000 per mensem: and in Agra Rs. 2,500. Committees were formed, chiefly of native gentlemen under the presidency of their District Officers, and Sub-Committees appointed for the different quarters, consisting of those persons who, from their local knowledge, position, and influence, were best able to ensure the economical and honest distribution of the funds, and who could find out and relieve in a private manner, and with due consideration for their feelings, the many distressing cases of destitute people whose rank or pride led them to endure slow starvation rather than openly accept charity. In the cities and large towns ladies and gentlemen connected with various Christian Missions gave willing assistance. To those Committees the grateful acknowledgments of this Government are due for excellent services rendered in the discharge of their charitable undertakings. Later on this benevolent work was much helped by the subsidies received from the Indian Famine Charitable Relief Fund.

Prices had now ordinarily ceased to rise, but remained at a phenomenally high level and showed no signs of relaxing. Rain fell generally throughout the provinces in the Christmas week, and though it left some of the worst districts untouched and nowhere made any substantial addition to the area sown,

yet it was of great benefit to the growing crops and gave fresh confidence to the people. Still it did not affect prices. Imports went on briskly and large quantities of grain continued to find their way into the bad districts. In those tracts where distress prevailed the people had all along fully utilized the various wild products which could be used as food, and to this end, later on, the Government forests were thrown open for the gratuitous collection of edible fruit for human beings as well as fodder for cattle. Various roots, fruits, and edible grass seeds which the very poorest are accustomed to search out in their season, were this year collected by the unemployed members of families accustomed to better diet. The bramble bushes known as "ber" or "jharber" (*Zizyphus jujuba*) yielded an unusually large crop of its little plums, and the village children had this year to share them with their adult rivals. The young shoots of the gram vetch, always a favourite vegetable, were pulled to such an extent as to cause complaint that the outturn of the crop was seriously impaired. Aided by these adventitious resources the food supply showed no signs of exhaustion. The larger centres continued sufficiently, though perhaps not fully stocked. Here and there, in little outlying marts or village bazárs, there were apprehensions that supplies would run out. But private trade continued everywhere to meet all demands upon it, and the Government pursued steadily the policy of non-interference which gave that trade scope and confidence. In the one or two cases where the resources of private trade seemed overtaxed, the grant of assistance by Government to grain-dealers in the shape of recoverable advances met the difficulty. Wherever a relief work was opened, the petty trader at once appeared with his baskets of grain and condiments sufficient to supply all customers. This automatic provision of supplies relieved Government and its officials of much embarrassment and left them free to attend to the work of relief. The scale of wages on relief varied in direct ratio to the price of staple grains, and it was occasionally observed that the provision-dealers, taking advantage of this, combined to raise prices artificially, persuading the relief workers that their wages would be raised in proportion. Such combinations were met by encouraging larger dealers from the towns to establish branch shops on the works, and competition kept prices down to the market level.

Private trade, however, it may be said, was found to require little encouragement and less control. It wanted only security to be efficient. With famine prices prevailing grain-dealers in isolated positions are exposed to danger of plunder by mobs. Measures were adopted to check any such tendency among relief workers and protect the valuable agency which purveyed for them. The instructions to officers in charge of relief works provided that any case of plunder by workers

should be dealt with not as robberies or dakáities (which no doubt they technically were), requiring a lengthy procedure, but as theft, which admitted of being summarily tried and punished in the presence of the whole body of labourers. These instructions also provided for the immediate recoupment of his losses to the grain-dealer from fines imposed on all the gangs concerned. After a few cases of plunder of grain shops on relief works had been dealt with in this way, the trouble completely ceased: and so universally orderly were the relief workers that, as has already been stated, it was found unnecessary to increase the police force of the Provinces by a single constable to preserve order among them or to guard the treasure chest. Order was preserved through the people themselves.

Such were the conditions of distress and of relief which prevailed at the close of 1896. A very rapid expansion of numbers characterized the last fortnight of the year. The figures for the end of November have been given above; the opening of the new year saw 496,879 in receipt of relief. The great bulk of these were workers and their dependants, representing over four-fifths of the whole. Less than one-tenth were relieved in poorhouses and fewer still at their own homes. The area of distress now included 12 districts officially recognised as famine-stricken. Beyond them were 24 more, in which distress of a varying degree prevailed, and which were classed as still under observation. In all of these districts relief measures were in force in the shape of test works or poorhouses or village relief, or all three together.

The effects of the rainfall of November have already been fully stated. Though opportune and highly beneficial, it was not by itself sufficient to secure the crops then in the ground or being sown. The rainfall of the remaining cold weather months would have been sufficient to ensure crops which had been put out under favourable conditions. But it was inadequate for the wants of a harvest sown in a season of such deficient moisture that even the sowings were largely dependent on artificial irrigation, and all crops which were unirrigated suffered accordingly.

The Meerut, Benares, and Gorakhpur divisions came off best, and in most of the Oudh districts there was fair average rain. In all these tracts the winter rain of 1896-97 would have proved quite adequate under ordinary conditions. Elsewhere it may broadly speaking be said that the December and January rains were sufficient to secure the irrigated crops. But a general failure of rain in February and March combined with the effects of a high and continually west wind proved disastrous to unirrigated fields. The failure was most severe over the large waterless tracts south and west of the Jumna, and fell heavily on all the dry and poor soil in all parts.

The beginning of the year 1897 witnessed a steady development of the adverse influences already at work and of the measures taken to counteract them. The home resources of the people continued to grow more exhausted as each week passed, and as they failed, the numbers dependent on State relief continuously increased. On all sides there were signs that the pressure of scarcity and high prices was growing more intense and showing itself in the condition of the people. They poured upon the relief works in fresh crowds daily, they filled the poorhouses, and they swelled the lists of those gratuitously relieved at their own homes. A few figures will illustrate the rapid growth of the numbers who were thrown on Government for their support.

January opened with 410,238 people, workers and their dependants, on relief works, while 86,641 were in receipt of gratuitous relief in poorhouses or at their own homes. Week by week the numbers rose by 100,000 or 150,000 or even more. The average daily increment may be placed at 18,000. By the end of January the total on relief works had reached over a million. During February the recruitment went on at the rate of over 14,000 daily. When the accounts were made up on the 27th February, the total number on relief works was found to be 1,381,337, while 315,385 persons were in receipt of gratuitous relief in poorhouses or at their homes: the total was thus 1,696,722. That day was the flood mark of the famine.

The constant increase in the number of dependants showed that whole families were turning to the relief works for their support. In the worst tracts many villages began to present a half-deserted appearance in spite of the large expansion of village relief which tied many to their homes.

The poorhouse population rose steadily as the exhaustion of private charity drove the wandering beggars of the provinces, the waifs and strays of the bazárs and highways to, all unwillingly, fall back on this form of relief. By the end of January, when the provincial total had reached nearly 60,000, this field became exhausted and thenceforth the numbers began to slowly decline. In pursuance of the policy of Government those inmates who became capable of labour were constantly drafted off to the relief works, and those unfit for labour who had any fixed home were sent to their villages and placed on the free lists there. Death, too, helped to deplete their numbers. They included many suffering from chronic maladies and many who were picked up in the last stage of emaciation by the Relief Officers and police patrols. The reluctance of the vagrant classes to accept a settled residence and a subsistence diet led many to refrain from entering the poorhouse till starvation had induced

disease. Persons of this class would often, when they recovered a little strength, evade the mild compulsion exercised to retain them, leave the poorhouse, and wander aimlessly seeking in vain to beg a living till brought back again in a worse condition than before.

Village relief expanded during this period with great rapidity. The circle system already described had become fully elaborated. Village by village every individual was brought under observation, and as the famine grew in intensity new cases came constantly to light. As the able-bodied were forced to seek the relief works many of those dependant on them were left without support. Among the better classes who would not accept charity publicly many pitiable cases were sought out by the assistance of their neighbours and relieved in an unobtrusive way. The number supported gratuitously at their own homes, which at the beginning of January was little over 40,000, had risen to 233,000 by the end of that month; this total including persons to whom relief was temporarily given until they should become strong enough to earn their livelihood on the relief works. During February the careful scrutiny by European officers of the work done by their native subordinates had the effect of reducing the numbers on some of the village lists; but on the whole the work was found to be well done. In only one district were any serious defects discovered. By the end of February there were over 263,000 on the lists. Experience appeared to indicate that during the season when relief works are practicable on a large scale, when the numbers in receipt of all forms of gratuitous relief exceeded one-third of the number of labourers in works, and when the numbers on village relief exceeded 3 per cent. of the population of the distressed tract, suspicion is aroused and the need for closer scrutiny suggested. This rough working rule, the product of long experience of famine administration, was found useful as a danger-signal counselling special watchfulness.

Taking all forms of relief together, the numbers dependent on Government, which were 351,093 at the end of December, had risen to 1,305,217 by the end of January and by the end of February amounted to 1,696,722.

Besides the increase of numbers the signs of the times appeared in the character of the people who sought relief. In the worst districts men and women of the cultivating or tenant classes began to come on the works. They held out as long as their resources lasted, and in order to economize their means they and their families did a much larger share of the field work than usual, and so avoided the employment of hired labour (thereby limiting the employment available for day labourers, already restricted by the shortness of the cultivated

area). But at last many had to give in, and come on the relief works. Generally, however, it may be said that the labouring and artizan classes furnished the great bulk of the relief workers and that the cultivating classes only furnished a contingent from their poorest members.

The general rain which fell in the middle of January, while of immense benefit to the growing crops, put an end for the time to artificial irrigation and cut off this source of employment for the labouring classes, bringing them in larger numbers on the State relief. During January the districts of Agra, Etáwah, Mirzapur, and Bara Banki were officially recognised as distressed. In February Azamgarh and Fatehpur were added to the black list.

By the end of February the distress which prevailed was occasionally reflected in the condition not only of individuals, but even classes, of the community. Those who from motives of pride or indolence refrained from seeking the relief works or the poorhouse till no other resource was left, the wandering mendicants and the respectable poor on whom the dearness of provisions pressed heavily—such people showed in their appearance signs of the privations they had endured. It was noticed that the new applicants for employment or relief were often in an emaciated condition and compared unfavourably with those who had been prompter in seeking State support. In the earlier stages of the famine people were deterred from seeking or accepting relief from motives which lost force as time went on. Caste reasons were potent, and instances were brought to notice where money doles had been refused or actually returned by villagers because the recipient had been threatened with expulsion from the brotherhood. Grotesque reports were current among the people unaccustomed to such widespread bounty and ever anxious to discover some hidden motive for it. Rumour had it that everyone who accepted relief was to be subjected to demoniacal influences; or sent across the sea to labour islands or to people new countries which the *Sarkár* had conquered; or made to apostatize; or marked down for future sacrifices to the deities who are supposed to watch over the stability of great railway bridges. Instances, too, were not wanting of the struggle between natural affection and the love of life. A starving girl refused to take relief unless an undertaking were given that when she was sent away to the strange land, her old father should be cared for while alive and decently buried when dead. As time passed these absurd beliefs and restrictions wore themselves out. The people became familiarized with the system of State relief and ceased to look for any sinister motive. In the later stages of the famine persons who had refused proffered assistance came forward of themselves to claim it. The public faith was

again tried when very large sums from the Indian Famine Charitable Relief Fund were distributed for purchase of seed grain and plough-cattle, and again fresh rumours were spread assigning strange motives for the charity. The Amír of Kabul was coming to conquer India and the British Government was anxious to arouse a popular feeling in its own favour. A rich Bombay merchant with all his kith and kin had died of plague, and Government, to whom his property had come, had decided to spend it in charity. But this time the stories gained little credence, and did not prevent the whole village populations from flocking to share the bounty of the English-speaking public.

An increase in crime, chiefly of a petty nature, indicated the pressure on classes not usually criminal. Here and there a gang robbery or an incendiary fire showed that bolder spirits were abroad, and force had to be suppressed by force. The reports from border districts of the south and west began to show that the inhabitants of adjacent Native States had felt the pinch, and, leaving their houses, were crowding on the relief works or into the poorhouses of British districts. Rewah, Gwalior, and other States started works within their borders and for a time kept down the number of immigrants. But later in the hot weather the influx became so great that special measures had to be taken to return these foreigners to their own territories before the rains broke.

Early in 1897 the wet and cold, which was unusually severe, aggravated the sufferings of the people less able than in a year of plenty to withstand such adverse influences. Measures were taken to provide shelter and warm clothing for the most necessitous on the relief works; but fever, pneumonia, and bowel-complaints became prevalent, and the result appeared in a death-rate which, though nowhere startling, was in many districts sufficiently above normal to indicate the strength of the forces against which the people and the Government were striving. Though grain continued dear, yet subsidiary products, such as potatoes and carrots, began to come on the markets everywhere in large quantities towards the end of the month and made a valuable and cheap addition to the diet of the people. The effect of the regular support afforded by relief measures began to tell on the public health, and as warmer weather came after February the condition of the people began to steadily improve. In April the death-rate had fallen in the famine districts, and in May it was below normal for the provinces as a whole, though some of the most distressed districts showed a slight excess.

Prices during this period remained uniformly high, but there was nowhere any failure of food supply. Imports continued brisk and a great deal of Burma rice was introduced

into the Provinces. The total net imports, however, large as they were, would have gone but a short way towards feeding the entire Provinces. The local stocks still supplied the great bulk of the consumption, and there was a steady movement of grain towards the districts where scarcity was greatest and prices most stringent. This movement of trade will be considered more fully in the sequel; but it may be said that the market showed itself very sensitive: a favourable fall of rain would slightly cheapen grain for the moment, while the high west wind which blew for some days at the end of February materially raised prices throughout the Provinces.

The relief system in all its branches was now in thorough working order. As the demand for employment increased, the arrangements for the reception of labourers everywhere expanded. Fresh projects were matured and added to the existing programmes of relief works. Tools and plant were provided to replenish the existing stock and additional measures taken to provide sufficient supplies of copper coin and small silver to secure the punctual payment of wages. Private trade continued sufficient to provide food supplies everywhere, and it can scarcely be said that Government interference was ever necessary. In the distressed tracts every individual was brought under observation, and the village and city lists expanded to include all deserving cases. Poorhouse accommodation was where necessary increased, and the internal economy of these institutions placed on a uniform and orderly footing; the inmates themselves being employed to maintain order and perform the necessary domestic services. All Civil Officers absent on leave were recalled to duty, and when this resource was exhausted the superior staff was recruited by twenty Military officers who were employed both on the control of large relief works and in the civil relief administration, and rendered valuable services in both branches. Large additions were made to the subordinate district staff and that under the control of the Public Works Department. The village Circle Officers were doubled and trebled where occasion required. The medical staff was increased by the deputation of six European officers to special famine duty and a large staff of Assistant Surgeons, Hospital Assistants, and Compounders and Vaccinators appointed to take charge of the medical arrangements on relief works and in poorhouses.

Thus the object was secured which the Local Government had placed before itself, namely to establish a complete and expansive organization for the relief of distress which should be ready in advance of the demand and be capable of meeting at the shortest notice any contingencies which could be foreseen.

It was now clear that relief operations would be protracted through the hot weather and rains. Timely steps were therefore taken to erect shelter-houses for the staff at convenient centres where no accommodation at present existed. These temporary structures proved of great value later in the year, when camping in tents became all but intolerable.

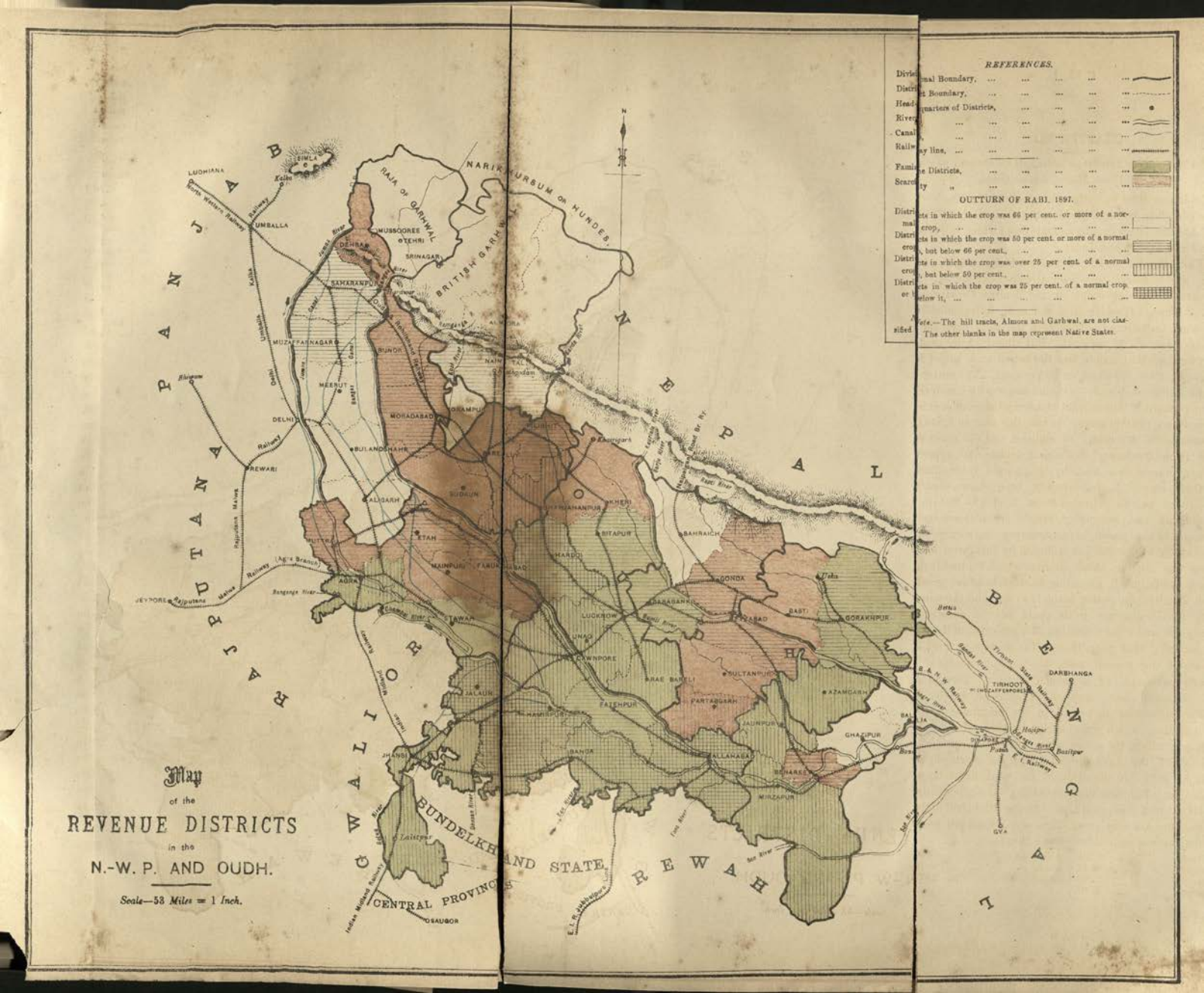
CHAPTER VII.

The "rabi" or spring harvest of 1897: its extent and quality. The "Zaid" or Miscellaneous Crops.

It is now time to notice the character of the spring harvest which was gathered in March and April last, and to glance at the subsidiary or intermediate crops which intervened before the rains set in last June.

The climatic conditions under which the spring crop was sown and matured have been already fully stated. The average area of spring crops in the United Provinces is 20,413,755 acres, of which 31·8 per cent. is irrigated and 69·2 per cent. unirrigated. This year the total area fell to 14,786,410, a loss of 27½ per cent. But almost 53 per cent. of this area was irrigated, and in fact the actual area under irrigation rose by 1,305,075 acres, or 20 per cent. The entire loss was on the unirrigated lands—a circumstance which materially affects the outturn. The normal area irrigated from canals for this harvest is 1,100,000 acres. It rose this year to 1,844,000, an increase of 67 per cent. In addition 661,075 acres were irrigated from temporary wells and tanks, and represent the extraordinary efforts made by the people themselves to secure their crops. It has already been shown that this large addition to the protected area is chiefly due to the encouragement and pecuniary assistance afforded by the Government to the people in constructing temporary wells. Unfortunately, the protection afforded by this latter kind of irrigation was least in those districts which wanted it most, and where the failure in preceding harvests had been greatest. In these districts the water level is so low and the sub-soil so rocky that temporary wells could not be constructed. Ordinarily the food crops constitute 93·4 per cent. of the whole spring harvest. This year, though the sowings covered 72·4 per cent. of the normal area, the harvest yield did not exceed 60 per cent. of a normal outturn. The Meerut division came off best. Any slight decrease in the area sown was more than recovered in the enormous addition to its irrigation, which was nearly doubled. In the Agra division, as a whole, the crops were over 80 per cent. of the normal extent, the Agra district being the worst off, with only 62 per cent. In Rohilkhand the weak districts were Sháhjahánpur (61·18) and Pilibhít (64·20). The other districts were able to sow a fairly full area. In the Allahabad division the fluctuations are very great. The proportions per cent. to the normal area of each district stand thus:—

Cawnpore	... 85·62	Allahabad	... 44·36
Fatehpur	... 66·11	Jhánsi	... 45·70
Bánda	... 27·36	Jalaun	... 29·79
Hamirpur	... 49·07		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OUTTURN OF RABI. 1897.
Note.—The hill tracts, Almora and Garhwal, are not classified. The other blanks in the map represent Native States.
Map
of the
REVENUE DISTRICTS
in the
N.-W. P. AND OUDH.
Scale—53 Miles = 1 Inch.
PANJAB
RAJPUTANA
NEPAL
BENGAL
GWALIOR
BUNDELKHAND STATE
REWAH
CENTRAL PROVINCES
BRITISH GARHWAL
RAJA OF GARHWAL
NARI KURBUM OR HUNDES.
LUDHIANA
UMBALLA
SIMLA
MUSSOORIE
TEHRI
SRINAGAR
DEHRA
SAHARANPUR
MUZAFFARNAGAR
MEERUT
DELHI
BIJNOR
MORADABAD
RAMPUR
BULANDSHAHR
REWARI
ALIGARH
BUDAUN
ETAH
MAINPURI
FARUKHABAD
AGRA
JEYPORE
SHAHJAHANPUR
KHERI
SITAPUR
HARDOI
BAHRAICH
GONDA
Utrula
BARABANKI
FAIZABAD
BASTI
GORAKHPUR
LUCKNOW
UNAO
CAWNPORE
JALAUN
JHANSI
Lalitpur
SULTANPUR
RAE BARELI
PARTABGARH
AZAMGARH
FATEHPUR
HAMIRPUR
JAUNPUR
GHAZIPUR
BANDA
ALLAHABAD
BENARES
MIRZAPUR
Bettia
DARBHANGA
TIRHOOT
MUZAFFARPORE
Hajipur
Bustipur
GYA
Jumna River
Ganges River
Gogra River
Ken River
Betwa River
Sone River
Tons River
Rapti River
Gumti River
Ramganga River
Kosila River
Sarda River
Tirhoot State Railway
B. & N. W. Railway
E. I. R. Jubbulpore Line
Indian Midland Railway
Rajputana Malwa Railway
Delhi Umballa Kalka Railway
North Western Railway
Agra Branch
Oudh & Rohilkhand Railway
Proposed Railway
Railway lines,
Famine Districts,
Scarcity "
Districts in which the crop was 66 per cent. or more of a normal crop,
Districts in which the crop was 50 per cent. or more of a normal crop, but below 66 per cent.,
Districts in which the crop was over 25 per cent. of a normal crop, but below 50 per cent.,
Districts in which the crop was 25 per cent. of a normal crop or below it,

In this division, therefore, the sowings for the spring harvest were more defective than elsewhere, and the deficiency was most marked in the country lying south of the Jumna, where the distress was already most felt, and the need for a favourable season was sorest. In Jalaun the Betwa Canal added substantially to the small irrigated area. But in the other Bundelkhand districts and South Allahabad the natural difficulty of artificial irrigation, aggravated by the drought, prevented that expansion of wet cultivation which ordinarily characterizes the Doáb districts. In the four Bundelkhand districts 78 per cent. of the total cultivation remained dependent on the natural rainfall for its crops. Later in the year this want of irrigation told sadly on the crops, which were sown in the hope that the favourable winter rain would bring them to maturity.

In the Benares Division a fairly good area was secured, Mirzapur being the worst district with 68·7 per cent. of the normal extent. In the Gorakhpur division the district of Gorakhpur failed to get more than 65·7 per cent. of its normal area sown. The other districts were better off.

In Oudh the spring crops were sown in rather less than three-fourths of the usual area. The Fyzabad division came off better than Lucknow, which only sowed an average of 68 per cent. The only serious deficiency was in the unfortunate district of Hardoi, which added to its previous troubles by getting little more than half the usual extent of its spring crops down: nor was the area sown even as well secured as usual, for the facilities for irrigation were impaired by the drought, and only 37 per cent. of the usual area was watered. Indeed, throughout Oudh generally, which is destitute of canals, the irrigated area fell off in marked contrast with the rise which occurred throughout the greater part of the North-Western Provinces. In the Fyzabad division the deficiency was only 7½ per cent.; in Lucknow it exceeded 17 per cent. The Kheri and Partábgarh districts alone showed any substantial increase.

The relative capacity of the two provinces—the North-Western Provinces and Oudh—to stand a drought is well illustrated by the experience of the present year. Usually Oudh has by 6 per cent. a larger proportion than the North-Western Provinces of its spring crops under irrigation. This season the conditions were reversed. While in the North-Western Provinces 56 per cent. of the crops were artificially watered, in Oudh only 43 per cent. were thus protected. The explanation lies in the extraordinary effectiveness of the Government canals in the North-Western Provinces during this drought.

In both Provinces alike the distress has been concentrated in those tracts where irrigation is most deficient.

Having thus stated the extent of the sowings, we have now to consider the outturn of the spring harvest. With favourable autumn rains the spring crops are to a surprising extent independent of winter rains. But in this year the complete failure of the autumn rains made the further rainfall a matter of much importance. In particular the late sowings effected at the end of November and beginning of December required the most favourable climatic conditions to yield successful results. The actual conditions fell short of the requirements. The character of the winter rains and their effect on the harvest in different divisions and districts were generally satisfactory, and things went well until the middle of February. The widespread rain in the Christmas week, and again at the end of January, came in time to save the staple cereals, and the crops at that time promised an average outturn in nearly all classes. But towards the end of February a high west wind set in and blew through a part of March.

Where the crops had been sown in time or had been irrigated it did little or no harm. But over the large area of late sowings and unirrigated lands it caused great injury. The backward crops on unirrigated land were over considerable areas parched up altogether and produced nothing. Where conditions were more favourable the plants then in ear were dried and the grain shrunk and lightened. A copious fall in February and March would have averted or mitigated the consequences of this untimely wind; but the rainfall of both months was meagre and below normal, and the outturn in all unirrigated lands was seriously impaired. Gram, usually the first crop sown, had to wait too long for rain, and except where irrigated gave a very poor yield. The considerable area of miscellaneous crops sown after the November and Christmas rains was largely unproductive.

Yet notwithstanding these drawbacks and losses, the spring harvest yielded an outturn very considerable in quantity and of extreme value in replenishing the depleted food supply of the Provinces. Looking at the extremely unfavourable conditions which prevailed at the seed time, and when the grain was ripening, the results proved as good as could have been expected. In the extensive irrigated area the crops were decidedly good. Wheat, which was comparatively largely sown, surpassed the highest recorded yield per acre. Barley turned out well, exceptionally well where irrigated, and was long the cheapest staple in the market. The pulses were good, particularly the Cajan pea *(arhar)*, which in some parts of the eastern districts is said to have flowered two or even three times and borne two or even three crops. Sugarcane was unequal. But though in some districts poor and below average, it was nowhere a decided failure, and in some parts it was distinctly good.

On the whole it may be said of the spring harvest that, notwithstanding the deficiency in area and the failure on unirrigated lands, the outturn for the Province generally was above one-half, and may be fairly placed at about 60 per cent. of a full average yield. In normal years the produce of the *rabi* or spring food grains in the North-Western Provinces and Oudh is estimated at 7,468,700 tons. In 1897 the outturn may be estimated at 4,431,700 tons. There was thus a deficiency of 3,037,000 tons, valued at normal prices at eighteen crores of rupees (equal to twelve millions sterling at current rates of exchange). Thus the failure in the autumn and spring harvests of food grains alone cost the Provinces no less than 34½ crores of rupees (equivalent to £23,000,000 sterling).

This calculation or quantification of loss is in substantial accordance with the estimates framed before the end of 1896. Unfortunately it is necessary to repeat that the area of greatest deficiency was the area of greatest need. In Bundelkhand and the south of Allahabad the unirrigated lands yielded little, in many cases nothing at all, and this loss was all the more severely felt from the scantiness of the protected area. In Hardoi a larger proportion of cultivation was irrigated than in Bundelkhand; but the failure of crops on the unprotected lands was almost as extensive. In the uplands of Mirzapur much the same conditions prevailed. Generally speaking, the spring harvest failed most where the autumn harvest had been worst, and chiefly for the same reason. Maps which accompany this narrative show at a glance the extent and distribution of the failure of both harvests.

Besides the ordinary field crops a certain area is always devoted to garden crops. In the present year this area was rather larger than usual. To some extent this was due to the action of Government in encouraging such cultivation and assisting it by collecting and distributing seed. As already stated the imported carrot seed generally arrived too late, and it is still doubtful whether it is suited to the conditions of village culture or to the climate of these Provinces. But the country carrot seed and much of the potato seed, which were distributed in considerable quantities, proved successful. The villagers were quick to take up the idea and sowed considerable quantities of these and other fast-growing vegetables, which made a valuable addition to the food supply in the later months of the cold weather, when the spring cereals had not yet matured. They were largely used, and they influenced the Famine Code rations on relief works, which are primarily framed on the basis of the more expensive cereals and pulses.

Besides garden cultivation there are certain extra products which contribute regularly to the food of the people at certain seasons. Water-nuts *(singhára)* proved a short crop, as might be expected in a year of drought. But the *mahua (Bassia latifolia)* yielded an excellent outturn, and it

was particularly good in the Bundelkhand districts and Fatehpur, where it is an important accessory, and gave valuable and timely aid, besides affording some employment to the weaker classes of workers in collecting it. Mangoes, on the other hand, proved a general failure, except in some parts of the Meerut division.

The extra hot weather *(zaid)* crops were largely sown and generally turned out well. The various sorts of pumpkin and melon gave a large yield, which helped out the food supply very usefully while it lasted. In the Hardoi district advances were offered to cultivators to grow *sáwan* (or summer rice). But throughout the greater part of the district the people are unaccustomed to this cultivation, and could not be persuaded to undertake it. In other districts, such as Bara Banki, where the tenantry were less apathetic, an unusually large area was sown with the best results. Generally speaking, the people exerted themselves manfully to obtain as large an outturn as possible of these intermediate crops, which mature during the hot weather. Where necessary, they were assisted by Government advances. The acreage under these supplementary or intermediate crops turned out 29 per cent. in excess of the normal area, and the produce was uniformly good. Besides the addition to the food supply, these crops, which require constant irrigation and tending, were useful in affording employment to a considerable number of labourers during the slack season.

CHAPTER VIII.

The hot weather and rains. Termination of the famine.

So far this narrative has been confined to the continuous development of the causes and influences which brought about the scarcity and to the establishment and expansion of the relief measures which these influences necessitated. The month of March which ushers in the Spring marks a new phase in the progress of events. The spring harvest after many vicissitudes began to reach maturity. With it the demand for field labour reopened: the food supply was replenished; and prices began to relax. In the eastern districts, where the crops ripen earliest, these effects were first apparent. Throughout the Provinces, generally, custom fixes the *Holi* festival as the date which marks the coming of the Spring time and the commencement of the spring harvest. This Oriental May-day is celebrated by the whole Hindu community as the occasion for friendly visits and mutual rejoicings. It fell this year on the 18th March, a date which might therefore be expected to see a very marked decrease in the numbers on relief works. The expectation was not disappointed. Between the 27th February and the 20th March over half a million of persons had left the works. The exodus continued uninterruptedly as the demand for harvest labour increased till the 10th April, when nearly 700,000 relief labourers had sought employment elsewhere. Even the poorhouses felt the influence, and many inmates departed to glean or beg a share in the new harvest. It was found possible also to make some temporary reduction in the numbers in receipt of outdoor relief. Altogether the total of persons supported at the expense of the State fell between 27th February and 10th April from 1,696,722 to under one million. The reduction was not spread equally over all districts. Where distress was most acute the fall was slightest: people were slow to go and quick to return. For instance in the Cawnpore district, where the pinch was not very severe and the spring crops turned out well, the number fell from 139,000 to 13,000. In Allahabad, where opposite conditions prevailed, between the same dates the number fell only from 214,000 to 192,000. In those districts, of which Bara Banki in Oudh may be quoted as an example, where the harvest was ample in quantity and quality, the famine practically ceased when the spring crops were garnered, though scarcity continued owing to the sustained high level of prices.

This change of condition necessitated some change in the policy of the relief administration. In the tracts, already suffering most severely, where a scanty harvest brought little

real relief, there was nothing to be done but continue the measures already in force, keeping up works on the Famine Code system and regulating wages by the sliding scale. The entire destitution of the people forbade any contraction of State relief till material improvement might be manifest.

But elsewhere the opportunity was seized to diminish and modify relief measures as the resources of the people improved. It was a matter of the first importance that labour required to get in the harvest should not be diverted from that object, and that no one should be retained on relief works who could find subsistence or employment elsewhere. To secure this end, measures were adopted to lower wages and make the labour test more stringent and thus clear the works of all whom circumstances did not compel to work for even the subsistence wage which the Famine Code provides. The scale of wages hitherto in force displayed some signs of now becoming unnecessarily liberal. Prices of grain showed a tendency to fall as the spring crops became assured, while the large supply of vegetables and other subsidiary articles of diet lowered the cost of subsistence. Accordingly a uniform scale of wages based on a market rate of 12 seers (24lb) of grain per rupee was introduced, tentatively at first, and extended in March to all districts where distress was not acute. Besides this a change of system became necessary in order to enforce a full task by applying the principle of piecework with payment by results which had been found suitable by experiment in selected localities. This system was known as "Intermediate" because it stood halfway between the ordinary contract system of public works and the system of task work under direct management prescribed by the Famine Code. The circumstances under which the Intermediate system was introduced and the results of the measure have already been referred to, and will be more fully shown in the sequel.

As the warm weather approached another serious danger threatened in parts of the country south of the Jumna. The water-supply showed signs of failing. The smaller streams dried up and wells in rocky soil began to run low. Besides the obvious inconvenience and danger of this failure it brought about conditions favourable to outbreaks of cholera. And cholera was not long in making its appearance. It first broke out with considerable violence in South Allahabad, where about 96,000 labourers had been concentrated for some time. The limited area of country in which suitable work projects and water-supply were available rendered it necessary to modify the entire arrangements then in force. In fact these conditions came into operation which have been referred to in Chapter V above as calling for the establishment of small relief works. The whole of South Allahabad was accordingly mapped out into circles, each of about 6 to 7 miles square, and a large number of minor works, each affording

accommodation for about 500 labourers, were opened, 6 to 10 such projects being located in each circle. The workpeople on the large works were broken up into bodies of 5,000 and marched to their allotted circles. Over these a further subdivision into bodies of 500 men was effected: and each such body told off to the nearest minor work. When all had been in this way dispersed, the individual labourers were then shifted, so that each was brought to a work in the neighbourhood of his own village, and had the advantage of being able to return home every evening after his day's task. There were no large standing camps to serve as a nidus for disease and as the people were, first of all, set to work to clean out and deepen their village wells, a sufficient supply of good water—the only sure preventive of cholera—was secured. The whole of this reorganization, affecting 96,000 people, was completed for the infected section in a fortnight. It had been first resolved to effect it in a week; but an expected fall in the temperature checked the cholera: and so permitted of more leisurely action. This celerity was only practicable because the people were well in hand, and because the danger had been foreseen and a large number of village projects selected beforehand to admit of rapid dispersion when the occasion arose. The scheme proved effective and very popular. It had the drawback of attracting larger numbers than would have sought the works under less favourable conditions, but very liberal measures of relief were required in this tract, where distress was very acute and widespread and the resources of the people abnormally depleted. The virulent epidemic cholera disappeared with the dispersion of the large bodies, and after that time recurred only in a mild and sporadic form. The people improved rapidly in physical condition, and when the rains commenced were able to begin field work with full vigour.

Precautionary arrangements were made in the other districts to follow the South Allahabad plan should a similar necessity arise. But though cholera appeared at intervals in nearly all the distressed districts, it was found possible by careful attention to sanitary arrangements to suppress each outbreak by segregating and dividing the labourers on the infected work only. This constant warfare against cholera was an anxious and trying duty, and some of the staff, both European and native, died in discharging it.

Of the three causes which, as pointed out above, co-operated to reduce the numbers on relief works in March, two—the commencement of the spring harvest and the occurrence of the Holi festival—were temporary in their effect, and though of universal application, varied much in force according to the deficiency of the harvest and the pressure of distress. In Bundelkhand, South Allahabad, and a few other localities

the scanty crops afforded very little and very brief employment for day-labourers. They attracted away from the works little more than the poorer cultivators and their families who had attended them. The pressure of want left few in a position for merry-making. The rough popular songs which are improvised and sung at the Holi festival took colour from the conditions of the year. Some that have been preserved, instead of the usual ribald license of the season, tell of famine and of high prices and of the relief that was extended to all classes.

The third cause was the measures taken by Government in the way of lowering the scale of wages, stiffening the task, and extending the Intermediate system. These measures were not applied, or were applied in a modified form, to the acutely distressed tracts. It is natural, therefore, to find that in such parts the falling off in numbers was less marked and less sustained. In the Hamírpur district indeed the numbers never fell off at all, but continued to steadily expand through March and April.

By the 10th of April the 1,300,000 people who swarmed in the works at the close of February had fallen to under 700,000. Moreover, they were confined to the true famine districts. In the merely scarcity districts very few remained on the works. The total number in receipt of relief in all forms on the 10th April was almost exactly one million. As the harvest work became exhausted the people began steadily to flow back to the works. By the 1st May the 700,000 on works had become 935,000; the total had grown by close on a quarter of a million. The increase was confined to the famine tracts, though here and there in the region of scarcity the demand for employment on relief works began to reassert itself. The process continued steadily through May in spite of the inclemency of the weather. The hot season had now set in and pressed heavily both on the labourers and the staff who had to carry on work through the burning heat and the fierce hot winds that often blow till far into the night. The hours of labour were adapted to the season, and shelter from the sun and wind was provided along the works where the people could seek refuge in the hours of midday when work was suspended. The strain was severe on the staff, European and native, compelled to be out at all times through this trying weather. It was observed that Europeans stood it better than the natives, many of whom broke down. The labouring population, accustomed to such conditions of life, maintained a high standard of health. In spite of occasional outbreaks of sporadic cholera the death-rate for the Provinces in both May and June was below normal. Even in the famine districts the public health was exceptionally good.

At the end of April the Lieutenant-Governor visited the districts of the Meerut Division and satisfied himself that

no relief measures were required in any of them. The very limited operations which had been carried on for some months in a small hill tract of the Dehra Dún district were closed early in April, when the spring crop had matured.

In the commencement of May conferences with the local officers were held afresh by the Lieutenant-Governor at the chief centres of distress. The dispositions for the hot weather were examined, the necessary arrangements made to strengthen the staff for the trying period then before them, and a forecast was framed of the wants and claims of each district till the tension should relax with the advent of the rains. Instructions were given to avoid the commencement of projects that could not be finished in time and, as the rains approached, to concentrate labour on the works which it was desirable to complete before the season rendered earth-work impracticable. Large suspensions of the land revenue instalment, then due, were sanctioned according to the necessities of each locality after examining the proposals of the local officers and the Board of Revenue. Thus equipped and provided, the Provinces entered on the penultimate stage of the struggle.

During May the numbers steadily grew, and at the close of the month they again exceeded a million-and-a-half. Agricultural work was in abeyance, and the people dependent on daily labour for their support continued to return till the second high water mark on relief works was reached on the 29th May, when the daily attendance on work was returned at 1,157,000. Of these only 22,000 were employed in the scarcity districts where the spring harvest had brought a degree of relief denied to the hardly-pressed famine tracts.

Gratuitous relief had slightly expanded as some of the feebler people, unable to stand the strains of work in the hot season, broke down and were brought on the free lists of their villages.

The numbers on relief works during May were swollen by the advent of many immigrants from adjacent Native States. Earlier in the season the presence of such foreigners on the relief works of several districts had been noticed. The numbers were not inconsiderable; yet, so long as this accession was confined to casual applicants or wanderers in search of employment or relief, no question had been raised. Relief works organized on the principles adopted in British districts had been opened in most of the principal States concerned, and the Political Officers of those States associated with the Darbár officials in their control. There was a natural tendency for persons near the border to seek the relief centres nearest to their homes, and in this way a certain number of British subjects may have also drifted into Native States. Following the principles laid down by the Famine

Commission in its report (paragraph 189), no effort at that time was made by this Government to discriminate these people or return them to the States to which they belonged. But about May it was observed that large bodies of villagers with their families were flocking to British relief works from States adjoining the Allahabad and Agra Divisions, and the numbers in some instances were so great as to seriously burden the organization on those works and to entail a heavy expense on the provincial finances. A census showed about 15,000 immigrants from Rewah on the works in South Allahabad and over 8,000 (chiefly from Gwalior) in the Jalaun district. Considerable numbers were also reported in Jhánsi, Mirzapur and Etáwah. It was ascertained that relief works under the general control of British officers were still maintained in their own territories for the reception of the inhabitants of these States concerned. The reasons assigned for the immigration were that more continuous employment, better arrangements for work, for payment of wages to labourers and their dependants and for food supply, rendered the British relief works more attractive. In one instance a large body of relief labourers marched *en masse* from a Native State into the Jhánsi district because they had ascertained that payments there were made in standard (British) coin and not in the depreciated currency employed in their own territory.

Communications were opened with the Political Officers of the States concerned, who at once organized measures to recall the immigrants; and as a preliminary measure it was decided in concert with them to stop the recruitment of all bodies of well-nourished workpeople from across the border while providing for the relief of stray wanderers and all persons in immediate need of assistance. By June all the organized parties of foreign labourers and their families had been received over by agents deputed for the purpose and returned to their own territories where suitable arrangements had been made for their employment. Shortly after this the advent of the rains and the measures adopted to meet the change of season led those who had remained to return to their homes.

The total number on relief of all forms on the 29th May was 1,543,888. From the beginning of June the attendance on works began to decrease. For the first fortnight the fall was slight. Here and there one or two members of a family would return home to look after the repairs of their houses as customary at this season and make their other little arrangements to prepare for the burst of the monsoon. But the bulk of the labourers awaited the opening of the rains. The 12th June found 1,096,000 still on the works.

Some local thunderstorms had brought showers in May; but the first twelve days of June were practically rainless. With the 13th June, however, commenced a series of

showers in nearly every district, light at first, but persisting and increasing in a way which soon left no doubt that the welcome monsoon had stolen in. The long-suffering districts of Bundelkhand and Allahabad were the first to receive a substantial fall on the 18th and 19th, which in Bánda displayed a true monsoon character.

The results on the relief workers were quick to appear and it was evident that a great exodus from the relief works to the fields was about to set in. The crisis synchronized with the Jubilee of Her Majesty the Queen-Empress; and advantage was taken of the coincidence to send the people to their homes with a memento of that auspicious event. Accordingly the 21st and 22nd June were declared holidays, and on Saturday, the 19th June, each individual of the 963,000 people on the relief works was paid three days wages in advance, in honour of the Jubilee of the great Mahárani under whose gracious auspices the abundant relief and charity of the preceding months had been dispensed to them. It would be too much to say that every one of those myriads who on the 19th June went to their long-deserted homes, rejoicing, realized what it all meant; but many understood it: while the rest in their ignorant minds did in some vague way associate this, to them, incomprehensible generosity of the *Sarkár* with the Queen's name. As at the same time the amnesty for prisoners, especially for female prisoners and for those who offended under pressure of want, restored to their homes some 9,000 people, it may truly be said that a bright ray of comfort was shed on many a home.

The effects of the break of the monsoon, assisted by the measures now described, were immediate and significant. Within one week the numbers on relief works fell by over half a million: on the 19th June the numbers stood at 963,000; on the 26th June they had fallen to 449,000 and on the 3rd of July to 415,000. Here, as in March, the natural results of the reopening of field work were assisted by the measures of Government. The paramount importance of securing a large area of well-tilled crops made it necessary to clear the relief works of every one who could find employment in the fields. To this end it was resolved to extend to all districts the Intermediate system which in the less distressed or "scarcity districts" had proved so useful in emptying the works at an earlier stage; to harden the scale of wages; and to introduce the less attractive forms of labour, such as quarrying and breaking road metal which had been held in reserve for the rains.

The relief measures which had been carried on patiently and steadily for the past eight months, and in Bundelkhand for over a year, since famine had first declared itself, now bore golden fruit. The peasantry had been maintained in

health and strength, and were ready, with almost unimpaired vigour and in undiminished numbers, to commence the tillage of the new crops whereon their fate depended. The resources of the Charitable Fund had been largely reserved to meet this crisis. By the splendid liberality of the English-speaking public over thirty lakhs of rupees were now distributed among the villagers to purchase seed grain and replace the plough-cattle which they had lost. This munificent charity was liberally supplemented by advances of State funds to small proprietors and cultivators of the better class. There were some apprehensions that seed grain might not be forthcoming in the parts where famine had been most prolonged. But seeing the people generally possessed of the means to pay for it, the traders quickly solved the problem of supply. Assisted and encouraged in these ways, the agricultural community turned with cheerfulness and resolution to the congenial task before them.

Had the monsoon progressed favourably, there can be little doubt that the great body of relief labourers would have melted away, and that by the middle of July only an insignificant number of the homeless and landless classes would have been found clinging to the works which had supported them so long. But the vicissitudes of the famine were not yet at an end. In the third week of June light but general showers fell for a few days in all districts. Up to this the rain had generally been sufficient for ploughing; but except in a few favoured localities not enough to generally admit sowing those staples like rice, which require abundant moisture.

But in the last week of June the rains ceased abruptly over the entire Provinces except in a few of the eastern districts, which continued for a few days to receive a fairly adequate supply. With the exception of a few scattered showers of no importance, this break continued up to the 12th July. The period was one of extreme anxiety, a dry west wind set in, and it appeared for a time that the hot weather conditions were about to reassert themselves. As the days passed without rain or even clouds, reports began to come in from nearly all districts that agricultural operations were suspended, that the seedling crops were drying up, or that seed had failed to germinate. Artificial irrigation became necessary in upland places. At this crisis many of the tanks which had been excavated as relief works during the past seasons and had partly filled with the first showers yielded their first fruits by affording water for the thirsty fields around them. Prices, which showed a tendency to fall when the June rains appeared favourable, began to rise again. A feeling of apprehension and disquietude commenced to spread among the people, who feared lest the failure of the previous year might be repeated in this monsoon. They began to return to the abandoned relief works and re-enter the poorhouses. By the 10th July the number on works had risen to

536,000, and the total number of persons in receipt of relief of all forms was over 1,000,000. It became necessary to arrest the new dispositions that had been ordered to meet the change of season and to revert to the Code system of works in districts where the more stringent Intermediate system had recently been introduced. The Meerut Division, protected by its canals, and the Benares Division, which received the remnants of a current that brought copious rain to the neighbouring province of Bengal, alone maintained their position of safety. Elsewhere the tension had become extreme, and there were even gloomy estimates of mischief done which could not be retrieved. The situation had become so critical that the Lieutenant-Governor undertook another tour of the Provinces, to concert measures to meet this fresh emergency. He had scarcely started when, on the 12th July, the long-expected rain descended over practically the entire country.

Ploughing and sowing were resumed with great activity, and it was soon ascertained that but little substantial harm had been done. A few more days of drought would have proved ruinous; but the rain revived the crops, and in the few fields where seeds or seedlings had perished they were soon replaced by fresh sowings. It may in anticipation be here said that the area sown was 3·3 per cent. above the normal: and that practically the crops have been uniformly excellent.

Prices began to fall, and the 31st July saw a distinct drop in the rates for coarser grains, though the finer staples remained as dear as before.

During the tour which the Lieutenant-Governor made in July the whole relief arrangements were again reconsidered, at the chief centres of distress, in conference with the local officers. Such readjustments as the circumstances of time and place called for were sanctioned: and a plan laid down for winding up the relief system when the early autumn crops should have ripened. To this plan, further reference will be presently made: here it may be conveniently mentioned that the rearrangement of relief works which had been arrested in some localities when the break of the rains set in was again undertaken, and before the end of July the Code system of works had ceased in all districts. Some difficulty was experienced in devising works suitable for unskilled labour which could be carried on during the rainy season. Tank excavation and indeed earthwork generally became impossible, and consequently all the great relief works had to be closed. In the country south of the Jumna, where stone abounds, quarries were opened and numbers of labourers were employed in quarrying and breaking road metal. In other districts where the nodules of impure limestone known as "*kankar*" are largely used for road metal the work of digging, cleaning, and stacking them was started. Gangs were also employed in finishing

off unmetalled road embankments which had been constructed during the previous months and in repairing embankments which had settled when soaked with rain. In a few localities relief labour was utilized in levelling and clearing the sites of old forts or habitations either for sanitary purposes or to render them culturable and to obtain the bricks which have a marketable value. In these ways sufficient employment was found for those who still required it. But the demand for employment soon ceased. The labouring population flocked back to the fields where they found more congenial and profitable employment than that which the relief works offered. By the end of July the number of persons supported on relief works had fallen to under 100,000, and the bulk of them were confined to five or six districts. This number sank steadily through August as field work expanded; early in September it was only about 15,000, and on the 15th September the last of the relief works was closed.

The further progress of the rains may be briefly told. They continued in an unusually favourable manner. There was sufficient open weather in late July and early August to admit the sowing of all crops and sufficient showers to bring them on. Later on the heavy rain was favourable to the transplantation and growth of the late rice—a very important crop. In some of the Bundelkhand tracts this heavy and continuous rain checked weeding, and thereby curtailed the employment of agricultural labour—a difficulty which involved the extension of gratuitous relief for the time: there were some complaints, as might be expected, of injury to crops in lowlying lands, and floods did some mischief in river valleys. But taken as a whole the Provinces could not have wished for more favourable conditions than prevailed. At the end of August and beginning of September, when fine weather was needed for the ripening and harvesting of the early staples, the continuous rain was succeeded by sunny and showery weather which brought into the threshing-floors a harvest that left little to be desired.

The penultimate stage of the Famine had been reached by the closure of the great relief works. But the measure deprived of their support a large number of persons who had been maintained on the works as dependants. Besides these a certain proportion of inefficient labourers who, driven from the works by the rain, returned home with their families were unable for a time to get work in the fields, and the high prices which still prevailed left the earners little margin for the support of others. For these people a period of severe pressure ensued until the expansion of agricultural employment and the maturity of the early crops brought relaxation. An increase of the gratuitous village relief at this period was therefore necessary: it had been anticipated, and measures to meet the temporary strain were in readiness.

This strain on the gratuitous relief system, which began in June with the advent of the monsoon, continued to increase till, on the 24th July, it reached its maximum with 424,000 persons on outdoor relief and 45,000 inmates in poorhouses. After that date the numbers began to fall off in the less distressed districts as prospects of a good harvest became brighter: and employment in weeding and other agricultural occupations became available. But in the true famine regions, where the largest numbers were in receipt of relief, the pressure was slower to relax and the fall in numbers was more gradual. The end of August still saw 400,000 people on outdoor relief and 34,000 people in poorhouses.

The time had now come to put in force the plan for gradually winding up relief measures, which, as stated above, had been predetermined at the conferences of July. This plan will be best understood by quoting in this place the Government orders in which it was prescribed for general adoption. The orders, which bear date 4th of August, are as follow:—

"The Lieutenant-Governor and Chief Commissioner has now visited the chief centres of distress in the Provinces, and has concerted with the Divisional and District Officers the measures which have been rendered necessary by the advent of the rains, and the policy which should be pursued, and the further measures which should be adopted, to finally wind up relief operations, provided the rains continue favourable for the remainder of the season. The results of these deliberations are embodied in the notes of conferences which accompany this letter.

"In many districts relief works have been already closed, and in all they have been substantially reduced. The remaining works have been concentrated at as small a number of centres as possible, and works, such as stone and *kankar* quarrying which can be carried on during the rains, have been, so far as possible, substituted for the various forms of earthwork hitherto in operation. The Famine Code system of works has been everywhere abandoned, and the Intermediate system with full tasks introduced and the rates fixed at either the 12-seer or the 14-seer scale. Field work of various sorts has opened up with the progress of the rains, and in nearly every locality affords occupation for all the labour seeking employment. It is anticipated that all the works will be gradually deserted, and that few will remain open by the end of August. The early *kharif* crops may be expected to be ripe and coming into consumption by the 15th September, and the last of these Department of Public Works relief works must be finally closed on that date, and the labourers, if any remain, left to find employment in the usual pursuits which will then be open to them.

"Poorhouses will remain open for the present for the reception of wanderers and of persons unable to labour. As already directed, poorhouse inmates who are able to work should be required to execute a suitable task, and work should be devised and provided for this purpose.

"From the end of August or beginning of September steps should be taken to draft back from the poorhouses to their homes, and bring on the village lists, all persons unable to support themselves who have any fixed residence or whose village of origin can be discovered, excepting only those hospital patients who from illness are unable to travel. This

operation should be completed by the 15th or 20th September, and after that further admissions to the poorhouses should be refused, except in cases of obvious necessity. When the village relief is finally closed in any district, any remaining inmates of poorhouses must be paid off with a fortnight's subsistence dole, and be warned that they must thenceforth provide for themselves as they have been accustomed to do. Infirmary patients must be removed to the permanent district hospital or permanent poorhouse where such institution exists. The poorhouse will then be finally closed and the establishment dismissed.

"It remains to deal with persons in receipt of gratuitous relief in villages and cities (Chapters V and X, Famine Code). Commencing from the end of August, the lists should be carefully revised and superfluous names weeded out. These operations should be supervised, where possible, by European agency: at the same time, if prices have fallen, the rates may be reduced under orders of the Commissioner of the division.

"The next step will be to strike off whole villages from the relief lists. This process will begin when the early *kharif* is ripe and the new grain in the market. In some places this will take place early in September; in some places by the middle of that month; in some places perhaps later. In a few localities where the early *kharif* is inconsiderable and the harvest consists almost exclusively of the later staples, it may be necessary in special cases to retain villages on the lists as late as the middle of October. The decision of such cases is left to the discretion of Commissioners.

"Those tracts will be selected for reduction first where the *kharif* is earliest, but it should be complete for every village with an early *kharif* crop by the end of September. If in any village, owing to backwardness of crops or great preponderance of the later *kharif*, it is necessary to postpone final closure, the list can be maintained till the middle of October. But if the rains progress favourably, such cases should be exceptional. As each village is struck off, the recipients then on the list should receive a week's or a fortnight's dole at the Collector's discretion, and be warned that they must thenceforth provide for themselves. In this way the relief will carry on the recipients in some cases to the beginning of October, in most cases to the middle of that month, and in exceptional instances to the commencement of November. As the villages are struck off, relief measures will be finally wound up and the special establishments reduced.

"In cities relief, as a rule, will be closed at the end of September, the recipients then on the lists being paid off with a week's or a fortnight's dole. City relief committees should be given timely information.

"The arrangements above described will, His Honor believes, provide for the gradual reduction, and the final closure of relief in the manner calculated to cause the least suffering or inconvenience to those now dependent on State support, and I am to request that they may everywhere be followed, unless sanction is sought for any modification in any special case.

"It is impossible to expect that where people have for a considerable period been accustomed to receive gratuitous support at their own homes or in poorhouses, the discontinuance of such support can be effected without inconvenience and a certain degree of hardship to those who are again thrown on their own resources. The longer the relief is continued the greater this difficulty will become, and the Lieutenant-Governor and Chief Commissioner believes that in the end the most humane as well as the wisest course is to terminate at the earliest possible moment, after the ripening of the *kharif* harvest, of which the promise is now excellent;

arrangements which cannot possibly be maintained in permanence. There is much danger that the continuance of State relief, after the imperative necessity for it had ceased, would tend to weaken the custom and the immemorial duty of private and domestic charity which has been up to the present the resource of the destitute and helpless. It is of the first importance that no impediment should be placed in the way of the return of the community to its old customs and habits of life. Any unnecessary postponement would in the end prove an injury to the classes it aimed at assisting.

"In this way the Lieutenant-Governor trusts that relief operations of every kind may be brought to a close on the 15th October at latest."

It will be perceived that the plan of operations is based on the fact that in the various portions of these Provinces the harvest is not simultaneous, that it is earlier in some regions than in others, and that some food grains ripen sooner than others do. The earliest *kharíf* grains ripen in the end of August or beginning of September, and it was therefore agreed upon that from the beginning of September the village gratuitous relief lists should be subjected to a scrutiny, and all those who obviously could be left to their own resources or the care of their friends should be then struck off. But it was recognised that the work would be indefinitely prolonged if this procedure were alone to be relied on and individuals always dealt with. It was essential that this kind of relief, which is demoralizing where not absolutely necessary, should be terminated at the earliest safe moment.

The ripening of the crops in the village gave an assurance that the safe moment had arrived and that no evil would result from dealing with the village as a whole. It was therefore decided to operate on the whole village and to strike off the lists all recipients of gratuitous relief in a village in which the crops had matured. This procedure was adopted from the middle of September progressively in all these villages where the early crops were extensive and successful. In these villages where there was a preponderance of the *kharíf* food grains, which ripen later, relief was prolonged. But in no case was it found necessary to retain the system of gratuitous village relief beyond the 15th of October.

And a further precaution was taken by way of additional assurance that the transition from the State relief to the ordinary habits of village life should not cause distress. This consisted, as stated in the orders, in giving to all recipients of gratuitous outdoor relief a dole sufficient for a week or oftener a fortnight's subsistence. In this way the dependence of the past gradually merged in the freedom of the future.

In regard to poorhouse relief, the object was, as will have been noticed, to assimilate the method of winding it up with the method of winding up village relief. In this way complications were avoided, while every poorhouse inmate was

placed in his or her village of origin and, as far as possible, in the position he or she occupied 12 months before.

The favourable progress of the harvest rendered it possible to adhere to this scheme with reasonable closeness. By the middle of September the numbers on the Government outdoor relief lists had fallen to about 231,000, while the poorhouse population had fallen to under 11,000, and many of these institutions had been closed. By the 1st October the corresponding numbers were 115,587 and 5,017. On the 20th October the Lieutenant-Governor was able to inform His Excellency the Viceroy that the relief operations had been practically closed on the 15th idem, by the distribution of the authorized parting dole, and that there remained as a charge on the Government only a few hundred infirmary patients and about 2,000 orphans. The very paucity of the number of orphans and waifs and strays in comparison with the magnitude of the year's operations, is in itself testimony to the success of the relief arrangements.

From the beginning it was expected that orphans would come on the hands of Government, and accordingly in December 1896 the following orders were issued prescribing the method of dealing with them:—

"In the poorhouse at the headquarters of each district a section should be reserved for orphans, male children being kept separate from female children if over 10 years of age. A respectable matron should be appointed to the charge of the orphanage on suitable pay, and should live in the orphanage. Inquiries for the parents or friends of the children should be instituted immediately the children are found to be deserted and if the parents or friends are discovered, the children should be made over to them, the parents or friends being helped, if indigent, under the general system of the Famine Code. If the friends or parents are not discovered, and especially if there is reason to think that the parents are dead, the children may be disposed of in accordance with the provisions of article 130 of the Famine Code. Special care should be taken that in no instance is a Hindu child made over to a Muhammadan, or a Muhammadan child to a Hindu. Special care should also be taken with regard to female children, so that the danger of their getting into the hands of prostitutes may be avoided. The person to whom a child is thus made over should be placed under obligation to account for the child at any time until the child attains the age of 18 years. Before the children are thus given over for adoption, a sufficiently long period should be allowed to elapse, within which search will be made for the children's parents or friends. The search should include a careful local inquiry in the village which the children may name as their home, and every obtainable clue must be followed up. In each case a written proceeding, stating the steps taken to trace the parents or friends, should be drawn up and recorded before a child is given over for adoption.

"A certain number of children will probably remain over in the orphanages after efforts to find the parents or relatives have been exhausted and after the option of adoption has been allowed to their co-religionists. The balance thus remaining over may be treated under article 131 of the Famine Code, the orphanages being chosen by reason of their known reputation as homes for deserted children."

The number of children now remaining in the district orphanages is 1,668. No doubt most of these are true orphans, but some have probably been merely deserted by their parents. Efforts have been, and are still being, made to trace out their parents or friends. These efforts have in some cases been rewarded with success, and the children have been restored to their homes. In other cases there has not been success. If further efforts are unsuccessful, and if it is found impossible to induce respectable people of the same caste and religion, over whom the Local Government can exercise supervision, to adopt the children, they will be placed in orphanages controlled by the Bishops of the various Christian communities or in respectable orphanages controlled by substantial native Societies and Committees. It is understood that the Provincial Branch of the Indian Charitable Relief Fund intends to endow the various orphanages for the maintenance and education of these children. In any case this Government intends to exercise a control and supervision over the orphanages, in the interests of the children, until they attain an age when they may be trusted to take care of themselves.

CHAPTER IX.

Operations of the Department of Public Works.

ARTICLE 17 of the Provincial Famine Code declares it to be "the duty of the Chief Engineer in charge of the Public Works Department, Buildings and Roads Branch, in communication with Commissioners and District authorities, to maintain for each division and district, under the sanction of Government, a programme of all relief works, and to see that for each work there is a project in such detail as is suitable to the class of the work." The occurrence of famine in Bundelkhand in 1896 had drawn the attention of Government to the necessity of bringing this programme up to date; and measures to this end had already been taken when the imminence of a second and much greater famine accentuated the necessity for special despatch in completing them. Accordingly, on the 21st September, the attention of the officers concerned was drawn to the urgent necessity for completing the revision of the programme of works, and expanding it for all threatened districts. On the 2nd October minute and detailed instructions were issued to secure complete preparation upon all points necessary for the efficient management of relief works. The probable scale of establishment required for each district and charge was indicated, and sanction given to the recruitment of additional overseers, work agents, and cashiers. A beginning was made in providing tools and plant, and arrangements for expanding the establishment of administrative officers and providing an adequate medical staff were matured. With a view to assisting officers unaccustomed to famine work, the system of relief management followed in Bundelkhand in the previous months was summarized for general information in a Resolution recorded by the Lieutenant-Governor on the 20th October, the points which the experience of that period had shown to be of the greatest importance being brought to prominent notice. The most important and permanently interesting of these were—

I.—The paramount importance of the principle that preparations should be well in advance of pressure. Preparations were not to be confined merely to the selection of projects, but should include all arrangements for beginning active work at a moment's notice when the time for action should have arrived.

II.—The necessity of enforcing task work in tracts most acutely distressed.

III.—The desirability of selecting works with a long *lead*, as it was anticipated that the number of carriers would be much in excess of the proportionate number of able-bodied diggers.

IV.—The enforcement of precautions against fraud.

V.—The necessity of special sanitary arrangements, and, in particular, of a pure supply of drinking water.

VI.—The provision of a large supply of copper coin for payment of wages.

The revision of the programmes of relief works was completed by the end of October 1896, and these programmes were subsequently considered and approved at the conferences which the Lieutenant-Governor held during his first tour in November. They provided employment for 277,650,000 persons for one day or for a daily average of about one million persons for nine months in all districts of the North-Western Provinces and Oudh, except the Meerut and Kumaun Divisions. In those districts in which it transpired at the conferences that the impending famine promised to be exceptionally severe, steps were taken to prepare additional projects as a precautionary measure. In some localities it was difficult to arrange for sufficiently large works, and in other localities there sometimes was a serious deficiency of drinking water-supply, which, besides adding substantially to the cost of the work, rendered it undesirable to assemble large bodies of people there. Otherwise there was no difficulty in finding suitable projects of work.

Subject to the control of the Commissioner of the division in all non-professional matters within his jurisdiction and of the District Collector within his lesser sphere of authority, the burden of carrying on the relief works fell on the ordinary staff of the Buildings and Roads Branch of the Provincial Public Works Department. It is desirable, therefore, to state here very briefly how this Branch is organized. The organization being local rather than provincial, the territorial unit of administration is the district. Each district has its District Engineer, who may belong either to the superior Departmental or to the Upper Subordinate establishment. But whatever his Departmental status may be, his functions are the same: he renders his accounts, not to the Examiner of Public Works Accounts, but to the Divisional Engineer, and he is, within the limits of the budget estimates and according to his experience, allowed considerable freedom of action, though always under the control in all non-professional matters of the Collector-Magistrate of the District and the District Board. On the 1st of October there were, excluding the Kumaun and Meerut divisions, in which the scarcity was not severe enough to call for relief works, 20 District Engineers

and 20 District Surveyors employed in the North-Western Provinces and Oudh; and of these 40 officers, one-half were Europeans and one-half Natives of India.

For purposes of fiscal and general administration the districts are, it has already been said, grouped into divisions: the Public Works system follows this grouping. Each fiscal division forms also a Public Works divisional charge under an Executive Engineer, with the exception of the Allahabad division, which, being very extensive, is divided into two charges, designated respectively the 1st and the 2nd Allahabad divisions. The 2nd Allahabad division comprises Bundelkhand, in which the famine both in 1896 and 1897 was most severe. The Divisional Engineer, who is subordinate to, and maintains direct communication with, the Superintending Engineer on professional points and the Commissioner of the Division on general administrative and financial business, is the responsible executive officer by whom the District Engineers are controlled; and all accounts are compiled and submitted to the Examiner of accounts. Finally, the various Commissionerships are grouped into three Public Works Circles as follows:—

Agra	Division	...	...	1st Circle.
Meerut	ditto	...	...	
Rohilkhand	ditto	...	...	
Lucknow	ditto	...	...	2nd Circle.
Fyzabad	ditto	...	...	
Kumaun	ditto	...	...	
Allahabad	ditto	...	...	3rd Circle.
Benares	ditto	...	...	
Gorakhpur	ditto	...	...	

Over each of these circles there is a Superintending Engineer, to whom the Divisional Engineers are subordinate. These Superintending Engineers have no concern with the preparation or submission of accounts, but are solely directing and inspecting officers. It may, the Lieutenant-Governor thinks, be questioned whether, for ordinary administrative purposes, this chain of authority and subordination is not too expensive; but for the purpose of famine administration, which imposes an intense strain, the organization proved by no means too strong.

Indeed, it was found necessary to divide the 3rd Circle into two, the famine relief works in the Allahabad fiscal division being placed under Mr. C. G. Palmer as Superintendent of Relief Works, while the relief works in the Benares and Gorakhpur fiscal divisions, together with all ordinary works in the circle, remained under the Superintending Engineer.

It may here be remarked that ordinary works, so far as not deferred owing to financial pressure, were carried on as usual during the famine.

In addition to the Divisional and District Officers, there were in the famine districts when preparation for relief works began 26 Upper and 77 Lower Subordinates; but many of these—the former especially—were required for ordinary works. As this staff, which was not more than sufficient for ordinary times, was altogether inadequate to meet the pressure which threatened, the necessary steps to strengthen it were taken early in October, by the recruitment on special conditions from outside the Government establishments, of 33 Visiting Inspectors and 652 work agents (who answered to Upper and Lower Subordinates). There was at the time of the greatest pressure considerable difficulty in obtaining efficient men of these classes in sufficient numbers; but, owing to the energy and good-will with which the controlling officers worked, the difficulties were overcome.

The non-commissioned grades, so to speak, of the Public Works Department were sufficiently strengthened and recruited in the way now mentioned; but the highly important work remained of strengthening the Commissioned and controlling ranks, whereby the interests of the State on the one hand and of the recipients of relief on the other could alone be adequately safeguarded. The Irrigation Branch could spare only two officers, and the Lieutenant-Governor in this emergency resolved to ask the Government of India for the services of military officers to assist the departmental officers in the control and management of relief works. Eventually, through the good offices of His Excellency the Commander-in-Chief of the Forces, the services of 8 officers of Royal Engineers and 12 Staff Corps officers were obtained. Instructions were issued for the guidance of these officers, their chief duty being to ascertain and note all deviations from rules and orders, to correct all such deviations on the spot and at once, and to assure themselves, at each inspection of the relief works under their supervision, that no more money was being spent than was necessary, that the expenditure was being properly accounted for, that relief was being adequately administered, and works conducted in a proper, orderly, and methodical manner. Latterly, they were placed in actual charge of a portion of the district. When so employed all reports and returns, except those in regard to purely account matters, were submitted to them by "officers in charge," and so far as regards the management and organization of the relief works, they to a large extent took the place of the District Engineer, who was thus relieved of much correspondence. Of the value of the services of the military officers the Lieutenant-Governor cannot speak too highly. The efficient management of these relief charges, through all difficulties of season and sickness, was greatly due to them. They soon grasped the situation, which must have been entirely novel to most of them, adapted themselves to the circumstances,

and in activity, zeal, watchfulness of the interests of the Government, and humanity towards the people left nothing to be desired. The Lieutenant-Governor desires to acknowledge the great obligation under which they have placed this Government.

At an early date special provision was made for the punctual preparation of the accounts. The Government of India, responding to an appeal from this Government, deputed some senior officers for the purpose, and aid was also procured from the Irrigation Branch of the Public Works Department. Extra clerks were engaged, and the divisional accounts were gradually brought up to a fair standard of punctuality. To illustrate the extraordinary pressure thrown on the accounting staff, it may be mentioned that the ordinary yearly expenditure in the Buildings and Roads Branch of the Public Works Department in the North-Western Provinces and Oudh on works and repairs is about 39 lakhs of rupees, whilst between October 1896 and September 1897 over 134 lakhs were expended on famine works, exclusive of tools and plant and establishment.

From the beginning and subject to the paramount duty of saving life the chief objects aimed at by the Executive officers were, *first*, the exaction of a fair task; and *secondly*, the securing of the punctual payment of the wages earned. A suitable return for the wages paid was invariably insisted on unless the recipient was altogether unfit to labour. A task, light at first in the case of weak persons, was prescribed and, after warnings, enforced by a system of fines first on the digger and, if that did not prove to be effectual, on the carriers also. Recourse might also be had to a penal ration of cooked food or, in extreme cases of recusancy or malingering, to removal to a workhouse. In regard to payments of wages it was found, during the Bundelkhand famine of 1896, that payments twice or three times a week to the labourers were more convenient for all concerned than daily payments. But in 1897 daily payments were preferred. The reason is that in 1896 the numbers on relief were comparatively few: they worked nearer their homes; the grain-dealers knew them better; and their credit was not altogether exhausted. Moreover in 1896 a large staff of trained Public Works subordinates was available for employment within a limited area: and upon the honesty of this staff reliance could be placed. In 1897 the permanent departmental staff went but a small way to supply the necessary control: temporary men were engaged regarding whose probity there was not the same assurance: the vastly increased numbers on relief prevented the grain-dealers from giving credit to individuals whom they did not know. All these circumstances combined to render daily payments necessary, and daily payments therefore were generally made from an early stage of the operations.

This system of daily payment to individuals involved an elaborate organization, which is provided for in the rules prescribed by this Government and known as the rules of the 5th December. The general principle was to divide the workers into charges containing about 5,000 persons exclusive of dependants. At the head of each charge was a charge officer of the standing of "náib tahsíldár." The "officer in charge" was responsible for the general management of the charge, including admission and classification of relief workers, payment of wages, supply of food, care of dependants, hospital arrangements, and submission of accounts and returns. Under him were at least two clerks, one of whom was capable of keeping accounts in English. There were also two work agents (sub-overseers), employed on professional matters, such as laying out and measuring work. In organizing the "charge" individuals were grouped into a "gang." When the pressure of distress increased, and whole families came on the works, the families were kept together and ten or more families made a "gang." This gang was the unit with which the Department dealt, and it consisted (exclusive of dependants) of from 50 to 60 persons, 15 of whom were ordinarily diggers and the remainder carriers. At the head of each gang was a "mate," when possible chosen from the gang. The character of the mates procurable varied in different parts of the Provinces. In the 1st and 2nd Circles and in the Gorakhpur division they were usually men able to read and write, and the presence of "literate" mates lay at the bottom of the slight variation which prevailed between the system of charge control there elaborated, and the system which was maintained in the Allahabad division, where the literate mates were few and hard to find. When literate "mates" were not procurable reliance was placed on gang clerks or *muharrirs* (called also *jamadárs*), of whom there were from five to ten for a charge.

Various improvements in the system of control and payment were devised from time to time and as experience was gained by actual practice: among these may be here noticed an improvement in the muster-rolls introduced by Colonel R. R. Pulford, C.I.E., R.E., Superintending Engineer of the 2nd or Oudh Circle, whereby the names and residence of each individual worker, the quantity of work done by him or by the gang to which he belonged, and the daily payments made to him can be ascertained at a glance, and fraud at once detected and exposed. This system leaves but little to be desired, if, indeed, it can be improved upon.

In organizing and conducting large relief works particular attention was paid to the provision of medical comforts, sanitation, and a pure water-supply. A field hospital was attached to every large work or charge, under the control of a

medical subordinate, whose duty it was to attend to all urgent cases of illness, supervise the sanitary arrangements, and submit periodic reports on the health of the workpeople. The provision of a supply of pure drinking water was everywhere put in the fore-front of the organization, as a matter of supreme importance. It is now a well-established fact that nothing is so productive of disease on works—especially of cholera—as impure drinking water. The first step, therefore, taken in opening a relief work was to take possession of the wells in the neighbourhood (or to make wells if none existed), to disinfect and purify them, and thenceforward to control the drawing and distribution of the water. To this end a special staff organized with reference to the caste and religious susceptibilities of the people was employed, and a plentiful supply of water-carts or water-vessels was procured. Water for drinking purposes was distributed at fixed places selected with the view to the convenience of the workers, the supply being furnished by these water-carts or vessels.

In this connexion the following remarks by Mr. Palmer, Superintending Engineer, Allahabad Circle, are of much interest:—

"The experience of the present famine and latter part of the preceding one affords the highest presumptive evidence of the value of permanganate of potassium as a disinfectant in cholera. During April 1896 we were attacked by cholera, and could not in any way get rid of it except by marching the people from place to place till it died out. We felt all the time that we were not combating it, but simply running away till it was tired out. Under this difficulty I consulted Professor Hankin of Agra on the subject, and he immediately furnished me with instructions on the use of permanganate of potassium, which were issued to all on the 18th April 1896; but the permanganate did not come to hand till May. In the succeeding epidemic of May 1896 the permanganate was used somewhat perfunctorily and without any understanding of its importance, or much belief in its efficacy, on the part of the Officers-in-charge and the Visiting Inspectors: its use, however, extended. The disinfection of wells is strongly insisted on in the Public Works Department Rules issued in December 1896, and enforced general attention to the point. The first March epidemic in Allahabad was earlier than expected and caught us in the midst of a struggle with other difficulties, and without a large enough supply of the drug at hand. A supply of 1,700lbs. of permanganate was at once ordered (ready made up in 5lb. boxes of two-ounce packets) and obtained with difficulty: meanwhile the epidemic raged in just the same ungovernable way as last year. In April we got the drug well distributed at all points and the disinfection of wells going on everywhere, apparently contaminated or not. After this there was no more mere blind running away from cholera, but we were able to fight it, and we did so with early success in every case excepting the attack in Hamírpur. All officers on the relief works got to thoroughly believe in the efficacy of the drug, and much attention was given to its use. Many zamíndárs asked for packets of it for use in wells which were not near our works, and many others asked us to disinfect their wells for them. Under the name of *lál dawái* this drug is now familiar in

every hamlet of the Bundelkhand districts and is largely believed in. It has been often shown how impossible it is to ensure disinfection, very picturesquely shown by Professor Hankin in many cases; but there is no reasonable doubt that in permanganate of potassium we have a most valuable ally in combating these baneful choleraic epidemics. Altogether we used up about 1,950lbs. of the drug; and the small practical point of having it ready made up in two-ounce packets, packed 40 in a tin box, was found to be of the greatest assistance in facilitating its use. The simple directions now are, to go on putting in half a packet at a time till the water retains a faint pink colour for four hours; and to repeat the dose every week, preferably on a Sunday."

As the Intermediate system of relief works to which already reference has been made more than once forms a new and important feature of famine relief administration, it is desirable at this point to describe the circumstances under which it was devised and the causes which led to its early adoption in districts not suffering from very acute distress and on the commencement of the rains in all the remaining districts.

In the shape originally adopted, work under the Intermediate system was distributed among piece-workers or gangers, who were, in effect, petty contractors paying the labourers fixed wages and themselves remunerated by rates which allowed sufficient margin for their own labour and expenses. The works were, in fact, conducted on the ordinary system of Public Works with the small substituted for the large contractors, and provision made for securing the employment and fair remuneration for labourers requiring relief. Though possessing certain advantages, this early system was found to fail in one particular. The ganger, or middleman, had a direct object in employing only the most efficient labour, and in practice it was found impossible to always prevent the exclusion of weakly or inefficient workers who could not render a reasonably full task. The persons excluded were generally those who stood most in need of relief. Those who least needed assistance were able to earn much more than a subsistence wage, while those who most required it were sometimes unable to earn anything.

A modification was therefore introduced at first in a tentative form, in certain localities, by which the middleman was excluded and the work given out direct to the labourers by the official staff, who also measured up the work done and distributed the payment. This arrangement put an end to the complaints which existed against the system in its first form.

The objects aimed at in the modified form of Intermediate works were—

(1) to exclude from relief works those who could find employment elsewhere or were not dependent on such works for their subsistence;

(2) to get rid of so many of the dependants and useless workers as were a source of danger and demoralization, and whose friends, included in the preceding category, were able to support them ;

(3) to secure a better outturn of work for the money expended.

The first object was gained by the imposition of a more stringent labour test and by the principle of payment by results, subject to a maximum wage. Special attention is invited to this matter of a maximum wage. At page 130, Volume III, of the Report of the Indian Famine Commission, a doubt is expressed whether it was possible to obviate the objection raised to the system of piece-work labour in that it permitted a practised or professional workman to earn more than need be allowed him as relief. The experience now gained shows that the objection can be obviated by the imposition of a maximum wage combined with careful maintenance and check of muster-rolls. The maximum wage may be regulated with reference to the individual labourer or to the family.

The limitation on possible earnings, while securing this first object, tended also to prevent competition with private employment or ordinary Public Works.

It may be added that the Intermediate system, as worked by this Government, though imposing a maximum wage limit, does not include any provision for the payment of a minimum wage irrespective of task. This minimum wage is prejudicial to economy and discipline; it cannot, indeed, be dispensed with when famine is acute. But it should never be permitted except in connexion with the task and gang system prescribed by the Code : and even then should be qualified by the enforcement of the penal ration or removal to the poorhouse in case of malingerers.

The second object was furthered by permitting the able-bodied members of a family to earn enough to support their dependants as well as themselves. And here it may be noted that work was so regulated on week days, as to permit the labourers to earn so much extra during those days, as would support them and their dependants, without work, on Sundays.

On the third object noted above no explanatory remarks are called for; it is self-explanatory.

Further experience of the working of this Intermediate system led to two modifications of the scheme as first defined. Families coming on the works brought young children who were unfit for labour, but could not be separated from their relatives. It was observed in some localities that the condition of such children was bad, owing to neglect or indifference on the part of their parents. This phenomenon was not

confined to Intermediate works or due to any defect of system. It was first observed on the Famine Code works, where the children received a money dole sufficient for their support. It was even noticed in the case of children for whose maintenance the parents had gratuitously received similar money doles at their own homes. One of the unhappy effects of this protracted scarcity has been to weaken the ties of domestic duty and parental affection, and to lead parents to consume themselves the relief provided for their children who were not required to work. Where this state of affairs existed, the plan was adopted first on Code works of supplying young children with cooked food instead of a money dole. On Intermediate works, where the necessity arose, discretion was given (and often acted on) to Divisional Officers to authorize distribution of cooked food to young children and to add one pice to supplement the diet of nursing mothers. This was no doubt a departure from the original principle; but as these children could not be removed from their parents and placed in poorhouses or on village lists, there was no alternative but to either acquiesce in their maltreatment or to provide them with a daily meal.

It was further discovered that the standard task originally laid down, though suited for persons of ordinary physique, pressed hardly on persons who were infirm or in reduced condition. When such persons were employed to any substantial extent with effective workers, the outturn of work and the earnings of the whole party were reduced—a result which pressed unfairly on those who had themselves rendered a full task. Permission was consequently given to form these weaklings into separate gangs and prescribe a reduced task for them. No other change in the system was found necessary, though occasionally the proportion of carriers to diggers was exceeded where it became necessary to find employment for a disproportionate number of applicants of the former class.

Though the Intermediate system was undoubtedly effectual in keeping down the numbers on relief works, yet it is not possible to quantify the exact reduction attributable to that cause alone. The reopening of field labour had caused many to leave the works before the Intermediate system was introduced, and the same cause continued to operate after its introduction. At the same time there are instances of works being abandoned and not resumed as soon as the system of payment by results was enforced. The information before Government showed that numbers left to seek other employment who would have remained under the Code system, and that many more were deterred by the same consideration from returning after the completion of the *rabi* harvest. Persons, for instance, who were content to resort to works in the neighbourhood of their homes and earn a subsistence wage by a

few hours' labour, would not undertake piecework, which required a fair day's work for a fair wage.

It may be observed that districts under the Intermediate system have kept wonderfully free from cholera during the summer. The outbreaks have been few and mild. Among the large numbers on Code works in the very distressed districts the cases of epidemic cholera have been more numerous, persistent, and fatal. The cause is to be found in the better physique of the people in the districts in which the Intermediate system prevailed, in the absence of the weak and sickly "dependants," and consequently in the less crowded state of the works, which rendered easier the preservation of the water-supply from pollution.

Generally it may be said that this Intermediate system was not suitable for districts where the distress was most acute. In such tracts it was necessary to arrange works which would provide a moderate fixed task and a bare subsistence wage for each applicant. The piecework system was unsuited for such conditions. The Intermediate system was accordingly restricted to those districts where distress was less severe and less extended. These comprised all districts, except the four Bundelkhand districts, South Allahabad, and Hardoi. Only in the case of a small portion of Unao, bordering on Hardoi, was it found desirable to revert again to the Code system in those districts in which it was abandoned.

It is necessary now to revert to the sequence of events. Early in December the general orders already mentioned as the outcome of experience gained in the Bundelkhand famine were supplemented by the issue of more detailed instructions, which, though based generally on the Famine Code, differed from it in the method of computing wages, in simplifying the classification of workers, and in the methods of enforcing task work. These instructions (for the basis of which the Lieutenant-Governor was indebted to Mr. Palmer, Superintending Engineer, Allahabad Division) took the shape of rules, divided into sections, which, as the headings noted in the margin will show, dealt with the management of relief works in detail. These rules include instructions drawn up by the Government Bacteriologist and Chemical Examiner, for the purification and disinfection of wells as a means of checking epidemics of cholera. They include also a ready reckoner for the calculation of wages. These rules as issued have, it is believed, been adopted in some other Provinces as the basis of the Public Works relief organization there.

I.—Establishment.
II.—Tools and baskets.
III.—Funds and supply of coin.
IV.—Drinking water.
V.—Food.
VI.—Field hospitals.
VII.—Hutting.
VIII.—Conservancy.
IX.—Organization of relief labour.
X.—The task; setting out work, and getting it done.
XI.—Wages.
XII.—Reports and accounts in the field.
XIII.—Checking work, numbers, and payments.

It was from the first recognised that these rules, based as they were chiefly on experience acquired in part of one

Province, would be liable to modification in order to suit the diverse conditions of other parts of the North-Western Provinces and Oudh. It was accordingly laid down that while certain general principles of universal application which the rules embodied should not be altered without the express sanction of Government, yet that a reasonable discretion was allowed to executive officers on the spot in adapting the rules on other matters to particular or local requirements. Although through the famine there was no hesitation in adapting the rules to circumstances as they changed, owing to the advent of the spring harvest, the change in the season, outbreaks of cholera or other circumstances, still the only substantial deviations of importance introduced, consisted in the method of payment and in an improved form of gang register to which reference has already been made.

But while the Government thus gave a very large measure of discretion to the officers on the spot, it insisted on the submission of immediate information as to what had been and was being done. The District Engineer, so soon as he had compiled the return (Form III, Famine Code) which he is required to forward to the Collector weekly, submitted a note directly to the Chief Engineer detailing the number of persons employed, the expenditure incurred, the work done, the rate of wages paid, the number of works open, and other particulars. An abstract of this information for the whole province, together with the notes themselves, was submitted weekly to the Lieutenant-Governor by the Chief Engineer personally, and instructions taken in regard to any matters which appeared to require attention. Where a doubtful point required explanation, the District Engineer was addressed direct, usually by telegram, and in other cases the Superintending or Divisional Engineer was addressed. This procedure saved much time; because as the Superintending or Divisional Engineers were constantly moving, any periodical returns requiring their intervention would probably, in the ordinary course, have reached Government many days after the District Engineer's notes were actually received. A further, and a very great, advantage was the diminution in office work, no periodical returns of this nature being necessary from Divisional or Superintending Engineers. The tendency as the famine increased in intensity was to insist on these notes being more and more full and complete, thus enabling the Government to judge whether the pressure at the time was being adequately met, whether one district or division could spare assistance for another, whether sufficient provision was being made for the future, and above all whether the expenditure was being kept within reasonable limits.

The preparatory measures already described were completed by the 5th of December, well in advance of

the pressure which followed. They were devised to meet the exigencies of a famine which it was foreseen would be severe, but the extent and duration of which was necessarily uncertain. The Government in its famine policy had three aims. The first aim was to ensure that all destitute persons should be relieved: the second that they should be compelled to do all the work of which they were capable, partly as a test of their requiring relief, and partly to obtain value for expenditure incurred: the third aim was the strict limitation of the relief administered or the expenditure incurred to the amount necessary to save life. There were two main tests of distress—a high task, and a low subsistence wage combined with a distance test. In the districts which had not suffered in the preceding year high tasks were enforced. In those acutely distressed districts which had passed through a famine in the preceding spring and summer the condition of the people was so low that a high task could not be performed, and here, at first, reliance was placed on the subsistence wage combined with the distance test. In other words, people had not only to complete the task entitling them to the subsistence wage, but they had to show that they were really in need of relief by seeking it at some distance from their homes. Later on, after the *rabi* or spring harvest had replenished grain stocks to some extent, the "Intermediate system" of works, which has been explained, was introduced and had the effect of a fairly high task very rigidly enforced. But at all times and under both systems the task exacted was all that could be obtained in the conditions under which it was necessary to grant relief. The high proportion which carriers (women and children) would bear to diggers was foreseen in the rules; but in judging the Public Works system of famine relief during 1897 on the basis of the quantity of earthwork executed per unit and its cost, it must not be forgotten that a substantial part of the Provinces had passed through a severe famine in 1896: that the condition of the population then was very enfeebled: that during the *rabi* harvest, and to a lesser extent from that time up to the close of the relief works, the people, especially the diggers employed on relief works, consisted largely of the old and infirm, those capable of doing a full or more than a full day's work having found employment elsewhere in harvesting, where they could earn more than a subsistence wage. While food grain was selling for less than 10 seers (20lbs.) per rupee, the maximum wage was seven pice for a digger or $1\frac{3}{4}$ anna. When the price of food grain fell to 12 seers (24lbs.) per rupee, the maximum wage was lowered to $1\frac{1}{2}$ anna per day, while adult carriers got $1\frac{1}{4}$ anna and children proportionately less. No wage in excess of that admissible under the rules was ever permitted. So that persons in good physical condition, who could earn

more than a bare subsistence wage elsewhere, found in the relief works no attraction. It was only when a whole family came and worked together that a fraction over the bare subsistence wage could be earned by the group.

Whilst every endeavour was made to select for execution only works of a permanent character and of distinct public utility, those works or portions of works which could not be carried out by relief labour were deliberately left undone. For instance, where unmetalled roads were made—and they were the class of work which were most generally carried out—no bridges were built. In order to render these roads completely useful, bridges will, no doubt, be necessary; but the Lieutenant-Governor declined to permit funds provided by the Imperial Government for famine relief to be expended on work for skilled labourers, who were not distressed and who could find their ordinary employment elsewhere. The works carried out are therefore less complete than they would have been had the principle restricting employment to persons really distressed been less scrupulously followed. But so well has the work been done that in response to inquiries made recently as to the sum necessary to repair the damages caused by the late heavy rains to these famine roads, estimates for no more than Rs. 130,488 have been sanctioned. This gives an average of something more than Rs. 39 a mile. In order that the famine roads may be permanently useful, they must be bridged, and estimates for bridges are now being prepared. The bridges will be constructed from provincial or district funds.

The works carried out, with the exception of some canal works, were mostly roads, tanks, and wells with a few miscellaneous works. The great Sarda Canal project, which was first suggested as the backbone of relief work in Oudh, was after careful inquiry both in the office and in the field not undertaken. It was found that this great project called for more mature consideration than could, in the throes of the present emergency, be given to it. It seemed to involve engineering difficulties as well as a danger of waterlogging the country, in which the water level was found by extensive experiments to be much nearer the surface than had been supposed. Moreover, the opposition of the landholders and the vast expenditure the work would necessitate rendered it impossible to undertake it as a famine measure without delay or further consideration.

The only railways on which work was executed were the extension of the Oudh and Rohilkhand and the Bengal and North-Western Railways, which had been in progress before the famine set in. The reasons why no fresh railway projects were undertaken were these. As stated in Article 18 of the

North-Western Provinces Famine Code, railways are, as a rule, unsuitable as famine relief works, owing to the very small percentage of the cost which is spent on unskilled labour. The most suitable works for relief purposes are unmetalled roads, tank, canal, and drainage works; it is only after these are exhausted or when it is clear they will not suffice to afford all the employment necessary that railways, in which about four-fifths of the expenditure does not serve relief purposes, should be undertaken. The Government of India, having regard to these considerations, enumerated four railways, marginally noted, on which work might perhaps be commenced, and authorized this Government to make arrangements with the Bengal and North-Western Railway Company to commence one or more of the several extensions or branches of that system which had been previously proposed. But with one exception no progress could be made with these projects. The alignment of the Agra-Delhi chord line was so doubtful that work on it could not be undertaken during the famine, while the Government of India eventually found themselves unable to sanction the commencement of the Gháziabad-Moradabad or Shikohabad-Mainpuri-Farukhabad line. The Hardwár-Dehra line was begun; but this railway does not pass through famine districts.

(1) Gháziabad-Moradabad.
(2) Shikohabad-Farukhabad.
(3) Agra-Delhi chord.
(4) Hardwár-Dehra branch.

In regard to the extensions of the Bengal and North-Western Railway, the construction of the Azamgarh-Sháhganj connection was sanctioned; but work could not be begun before the rains had set in. It was intended to carry out the Gorakhpur-Captainganj-Gandak Railway by famine relief agency, the Directors of the Bengal and North-Western Railway Company agreeing to eventually take over the line. But the surveys were not ready, while in the Gorakhpur district the other works in the programme were found more than adequate for the emergency.

Certain projects for light railways or tramways were also considered; but as the proposed alignments passed through regions which required no relief works, the projects were not pressed.

In Chapter II of this narrative it is stated that except in Bánda, where a few quarry works remained open in August 1896, all Department of Public Works relief works in Bundelkhand had been closed by the middle of the preceding month of July. These quarry works continued during August to attract a few labourers, but it will be convenient to regard these insignificant relief operations as falling within the period of the local famine of 1896; and to date the commencement of the general famine relief operations from October 1st. If this be done, the progress of relief operations controlled

by the Department of Public Works during the general famine may conveniently be divided into four periods :—

I.—From the 1st October to the 30th November 1896, which was largely a time of preparation, though by the end of November nine districts had been declared to be distressed and regular relief or test works under Public Works control were in progress in 11 districts.

II.—From the 1st December 1896 to the end of February 1897, when works were expanding in all districts, the culminating point being the last week in February.

III.—From the 1st March to 15th April, during which famine works were in active progress, though the numbers on relief works were, compared to the second period, much diminished, owing to the harvest operations in progress and to the general introduction of the modified Intermediate system in districts where distress was not most acute.

IV.—From the 15th April to the 30th June, when relief operations again expanded, owing to the completion of the harvesting, and to the continued pressure of prices which, owing to causes already noticed, had not fallen to any marked extent.

V.—From the 1st July till the 15th September, when operations became gradually contracted and when only selected works, such as *kankar* collection and stone quarrying, could, owing to the rains, be carried on. All famine relief works under the Public Works Department were closed on the 15th September.

The numbers of persons on relief works under the control of the Public Works Department were as follows on the last Saturday in each month :—

Month.	Famine Districts.			Scarcity Districts.			Grand Total.
	Workers.	Dependants.	Total.	Workers.	Dependants.	Total.	
October 1896...	25,545	4,719	30,264	44	...	44	30,308
November „ ...	89,453	20,867	110,320	468	2	470	110,790
December „ ...	195,685	52,114	247,799	12,223	1,642	13,865	261,664
January 1897...	727,134	180,345	907,479	41,035	3,404	44,439	951,918
February „ ...	1,005,303	253,954	1,259,257	58,821	7,872	66,693	1,325,950
March „ ...	607,840	144,322	752,162	4,465	...	4,465	756,627
April „ ...	671,676	115,563	787,239	1,841	...	1,841	789,080
May „ ...	869,243	180,790	1,050,033	11,636	1,023	12,659	1,062,692
June „ ...	339,388	71,235	410,623	6,166	986	7,152	417,775
July „ ...	76,509	14,778	91,287	1,224	...	1,224	92,511
August „ ...	19,737	4,058	23,795	*Nil.*	*Nil.*	*Nil.*	23,795
15th September 1897.	6,266	1,002	7,268	*Nil.*	*Nil.*	*Nil.*	7,268

The largest number employed on the same day was 1,064,124 workers and 261,826 dependants, or a total of 1,325,950, more than nine-tenths of the dependants being children under seven years of age. The largest number employed on any one day not being necessarily the same day was as shown below. The figures are given with the object of indicating the greatest pressure in each circle:—

1st Circle	...	...	94,154
2nd Circle	...	...	451,000
3rd Circle	...	...	143,471
3rd Additional Circle	...	...	777,016

The first period of the famine was mainly preparatory; but at the end of November the following nine districts had become distressed: Allahabad, Hamírpur, Bánda, Jhánsi, Jalaun, Jaunpur, Rae Bareli, Sitapur, and Hardoi, while several other districts were under observation. In the 3rd Additional Circle, in which over one-half of the persons on relief works in the Province were employed, the Public Works permanent staff was familiar with the system to be followed, having learnt the lesson in Bundelkhand in the previous spring and summer: and there was no difficulty there in commencing works wherever and whenever required. The tools and plant which had been procured for the famine in the earlier part of the year were more than ample for the present requirements. In other districts the staff generally had not had the advantage of previous experience; but they were, so far as possible, leavened with experienced men, they soon settled down to the work, and no difficulty was found in providing work as required, especially as in the beginning the influx of distressed people was gradual. Afterwards the advent of people to the works was more difficult to deal with, being marked by rushes, numbering many thousands, at one time and place. To provide a sufficient staff for such conditions the plan was adopted of appointing subordinates as supernumeraries to charges in operation, in order to enable them to acquire the requisite experience. Having been taught, they were drafted for employment at all points of pressure.

The second period of the famine, 1st of December 1896 to the end of February 1897, was that in which the greatest strain was felt by the Public Works Department. The number of distressed districts rose to 19 and the number of persons on relief works increased daily, corresponding additions being from time to time made to the subordinate staff. The greatest difficulty was experienced in connection with the sudden rushes of large number of distressed persons to works in particular districts and parts of districts, to which allusion has already been made. For example, in the Allahabad district there was a rush of nearly 60,000 people in a few days. This caused an intense strain, the nature of which may be judged from

the following passage from the report of Mr. Palmer, Superintending Engineer of the Allahabad Circle:—

"The organization had to register these vast numbers of people; form them into gangs and parties; find and keep them in work; keep them going with tools and baskets; measure their work; pay them daily; draw and distribute their drinking water, and disinfect every well they approached; continuously force them to observe the simplest rules of sanitation; provide a number of them with shelter; run up field hospitals; attend to their wants and shift them to new ground in epidemics; and, finally, to bury or burn the dead. They were in such vast numbers, and so large a proportion had temporarily broken with their village life, that it was necessary to look after them in every detail. In addition to these duties a large proportion of the children had to be fed; and at one time over 40,000 children were receiving two cooked meals a day, prepared and distributed at 283 different places scattered over an area of over 15,000 square miles."

Still the system proved stronger than the strain upon it.

To control the vast multitude (which, as already stated, reached 1,325,950 people in the end of February), to direct the professional and general management of the works, to regulate payments, and to supervise the administration of gratuitous relief to dependants and the maintenance of sanitary precautions, the staff, including officers of the rank of Upper Subordinates, consisted of 136 officers, departmental and military, classed as follows:—

Chief Engineer	1
Superintending Engineers	4
Divisional Engineers	8
District and Assistant Engineers	44
Military Officers lent by the Commander-in-Chief ...	20
Upper Subordinates	26
Visiting Inspectors	33
Total ...	136

The subordinate agency when at its greatest strength consisted of the following officers who worked under the controlling staff mentioned above:—

77 Lower subordinates.
652 Work agents (answering to Lower subordinates).
274 Náib tahsíldárs (Officers-in-charge).
104 Ditto (not Officers-in-charge).
142 Hospital assistants or compounders.

The smallness of this controlling staff is noteworthy. It will appear later on that the cost of establishment was only Rs. 3,77,844, or less than 3 per cent. on the amount of wages paid.

The period, 1st March to 15th April 1897, marking the continuance of the spring harvest, exhibited a diminution in the numbers of persons on the works in all districts except in some of the Allahabad division; and in most districts the decrease was permanent. The chief incidents of this period were the dispersal of the relief workers in the Allahabad

district into small charges of 500 to 700 persons, owing to the cholera epidemic, which has already been referred to, and the introduction of the "Intermediate system" of works into all districts except Bundelkhand, Allahabad, and Hardoi.

The period between the 15th April and the advent of the rains in June was marked by a vast increase in the numbers on relief works. The employment afforded by the spring harvest ceased towards the end of April: and people who were dependent on labour for their subsistence, and who had saved but little from employment in gathering a very short harvest, flocked back to the works. The pressure on the establishment was renewed, and in the end of May nearly reached the pitch it had attained in the end of February. But this period produced no new developments calling for adaptations or adjustments of system or rules: the events were repetitions of previous experience, although reproduced under infinitely more trying circumstances of climate and general health.

Towards the end of May it became necessary to provide for the advent of the rains, and on the 27th May general orders were issued by Government touching the principles which were to be observed when the rains commenced. With the object of reducing all inducements to persons to remain on relief works after the rains had commenced, instructions were issued to stiffen rates and increase tasks when labour in the fields once more became practicable.

The rains began in the third week of June and produced an immediate effect on the number of labourers, which, in anticipation of the advent of the monsoon, had previously shown a tendency to fall. On the 19th June the number of labourers and dependants was 942,000 in round numbers; on the 26th June the number had fallen to 417,775. Owing to the unfortunate suspension of the monsoon rains during the first fortnight of July, to which reference has already been made, the numbers rose again, and on the 10th July stood at 465,161; but on the re-establishment of the monsoon about 12th July the numbers again rapidly fell: so that by the end of July they stood at 92,511, and it was possible to close the departmental relief works in 19 out of the 36 districts which were distressed or under observation. About the same time it was found possible to calculate the wage rate in the most distressed districts on the basis of a price current of 12 seers of food grain per rupee instead of 10 seers as previously, and to reduce the staff materially.

During the period from the 1st of August to the 15th September works remained open in 17 districts, and consisted mainly of *kankar* collection and stone quarrying, the number on the last Saturday of August being 23,795 and on the 15th of September 7,268 persons. After the Lieutenant-Governor had visited the distressed divisions in July, orders were issued

to close all works on the 15th of September, which were duly carried out.

It was at one time stated, though not originally in connection with these Provinces, that relief works attracted labourers from railway works. In the North-Western Provinces and Oudh railway works were during the prevalence of the famine in progress in the districts marginally noted. In the first four districts named no relief works of any description were undertaken during the famine. In the three remaining districts the maximum number of persons—men, women, and children—employed at any time on relief works never exceeded 46,000 out of a population of 5½ millions, and were usually very much below this figure. Obviously these figures could in no case lend much support to a charge of competition with private or other enterprise: and a minute examination of the facts shows that they lend no support whatever. The Gorakhpur district, of the three, furnished the greatest number (33,000) of relief labourers; while none of these were employed in the vicinity of the railway works. In Azamgarh, so long as railway works were in progress, special care was taken not to open relief works in their vicinity, and the Railway Resident Engineer, at the height of the pressure (in May) admitted that, as a matter of fact, no labourers had been attracted from railway to relief works. In Gonda the numbers on relief works were always insignificant. If private employers failed to obtain all the labour they wanted, the reason was that the rate of wages they offered failed to follow the great rise in the prices of food. If any railway in these Provinces experienced a similar difficulty, the difficulty was due to the competition of other railways. Ordinary labourers could not get a subsistence on the works at the normal rates paid by the Railway employers operating in the North-Western Provinces and Oudh; though, as a prominent Railway Manager said, the Luniah (professional labourer) could earn a subsistence "at extra good lift and lead rates." The result was that the ordinary labourer was not attracted to the railway works, while there was an unusually large emigration of the professional class in October and November, long before relief works were started, to the Assam-Bengal Railway. The contract rates in famine districts for earthwork on railways should have been increased if the railway desired to command the labour market; but this increase was not made. The rate paid on relief works in Gorakhpur from the end of March was Re. 1-14-0 per thousand cubic feet, or three annas per one hundred cubic feet only. As in that district 100 cubic feet was the ordinary daily task of a working party of three individuals who were not allowed to execute more than 125 cubic feet in one day as a

(1) Bahraich.
(2) Ballia.
(3) Benares.
(4) Ghâzipur.
(5) Gonda.
(6) Gorakhpur.
(7) Azamgarh.

maximum, it is obvious that the party could earn no more than three annas and nine pies between them. As gratuitous relief to dependants on the works was not then allowed, it is obvious that with grain at 10 to 12 seers the rupee no more than a bare subsistence could be earned on relief works, and that there could be no competition for labourers between relief and railway works.

The fact is that the numbers of persons employed on relief works in districts where railway works were in progress were comparatively insignificant. Of those so employed, only a small proportion (less than one-sixth) could in any case have earned on railway works a living wage; while the proportion of the sixth who might have conceivably been employed on railways had, whilst working on relief works, to be content with a wage of three annas and nine pies per day per family, usually consisting of five people. It is repeated that in such circumstances there could have been no competition with private employers.

The expenditure on the works carried out under the circumstances and on the system described in the preceding paragraphs in connexion with the general famine from 1st October 1896 up to the close of the Departmental relief operations on 15th September 1897 was as follows:—

	Rs.
Works, including wages of relief labourers, cost of work establishment and expenditure on contingencies	1,16,77,295
Gratuitous relief—	
I.—To dependants	8,27,038
II.—To relief labourers for allowances on Sundays and other days when labour was suspended	9,62,968
Establishment	3,77,844
Tools and Plant	6,04,230
Total ...	1,44,49,375

The following figures show the expenditure in each circle, and permit an opinion to be formed of the relative pressure of the distress in each:—

	Rs.
First Circle	7,32,949
Second Circle	31,80,213
Third Circle	12,18,503
Third Additional Circle	93,17,710

The total number of persons relieved, reduced to units supported for one day, was 179,744,948 or a daily average of nearly one million for six months. The gross cost per person relieved was therefore 1 anna 3·4 pies per head, no credit being taken for the value of

Men	46,754,823
Women	59,019,687
Working children ...	39,266,996
Dependants, mostly children under seven years...	34,703,442
Total ...	179,744,948

the work done or the value of tools and plant, a large part of which will be gradually sold, and some recoveries thereby effected.

In calculating out the average daily *wage* paid, a deduction must be made from the total sum paid under the head of *works* on account of expenditure on contingencies, and the cost of work establishment. The average daily wage resulting falls at 13·3 pies per head or Rs. 2-1-3 per mensem.

The average cost of the gratuitous relief to dependants emerges at 4·5 pies per head per day, or 11 annas 3 pies per mensem.

Attention has already been called to the exceptionally low proportion which the cost of establishment bears to the total expenditure. This is due to the policy which this Government steadily pursued of working almost entirely with Native agency, and trusting to precise rules, constant supervision, and exact procedure controlled by European officers for the maintenance of fair dealing and strict discipline.

The works, which may all be classed as "Major," comprise 3,274 miles of road constructed or remodelled—a mileage which is more than three times the distance of Calcutta from Bombay. In addition 1,463 reservoirs (some very large) and tanks were constructed or excavated, and these also may be regarded as major works, the tanks having been constructed in groups. Moreover many useful miscellaneous works were completed which are enumerated in the Superintending Engineers' Reports printed in the appendices to this narrative. The roads constructed or raised were, as a rule, either feeder roads to railways or roads which it had been some years previously determined to construct or improve as part of a general scheme for developing the inter-district communications of the North-Western Provinces and Oudh. They should be all regarded as of a permanent nature and of distinct public utility. The reservoirs constructed, and the tanks deepened or otherwise improved will in all cases be of use, and in some cases of great value, to the community. They must also be regarded as permanent improvements of their kind, in some cases of general and in all others of local utility. In Bundelkhand and Allahabad, where this class of work has been most extensively carried out, tanks are especially valuable, being there extensively used for purposes of irrigation. In all cases the reservoirs and tanks are an important addition to the district resources, not only as being useful for irrigation and watering cattle, but also as tending to keep up the water-level in the village wells, which are usually not far from the tank. In both Allahabad and the Bundelkhand districts there is in the hot weather a greater or less deficiency in the water-supply, so that works tending to its improvement were very desirable.

The quantity of work carried out is shown in the following figured statement:—

	1st Circle.	2nd Circle.	3rd Circle.	Additional 3rd Circle.	Total.
	Cubic feet.	Cubic feet.	Cubic feet.	Cubic feet.	Cubic feet.
1. Earthwork in roads,	177,351,471	410,283,143	125,367,894	340,561,599	1,053,564,107
2. Ditto in reservoirs, tanks and canals.	525,220	57,043,612	81,056,569	440,863,046	579,488,447
3. Stone, broken, in some cases also carried.	*Nil.*	*Nil.*	164,213	1,550,000	1,714,213
4. Gravel excavated ...	*Nil.*	*Nil.*	18,152	1,875,000	1,893,152
5. Limestone nodules collected.	409,999	209,956	912,780	*Nil.*	1,532,735
6. Bricks excavated from old Forts, &c.	*Nil.*	729,307	*Nil.*	*Nil.*	729,307

The total quantity of work done is therefore, reducing the heavy stone and gravel work to the denomination of earthwork, about 1,680 millions of cubic feet. Having regard to the number of labourers exhibited in the penultimate page, the outturn of work done by each group of one digger and three carriers (Sundays and non-working days being excluded) would be 52 cubic feet daily. If it be borne in mind that this average includes persons engaged on sanitary, conservancy, and miscellaneous duties, that 28 per cent. of the workers were children, and that the diggers as well as the carriers were generally of poor physique, this outturn will not appear inadequate.

In reviewing famine expenditure estimates are usually given of the cost which would probably have been incurred in executing, by ordinary labour in an ordinary or non-scarcity year, the work actually done during the famine year. Into all such estimates considerable uncertainty must enter because much of the work done in relief of famine is never undertaken or done in ordinary years by the same classes of people, or in the same quantities, or at the same season of the year, or under similar conditions of exposure to inclemencies of climate or the attacks of disease. As the Superintending Engineer of the 3rd Additional Circle says in his report—

"The work ordinarily done by the Public Works Department is comparatively small in quantity and is done by the temporarily surplus labour population during the season suitable for most effective digging or else when labour is otherwise unemployed: and the ordinary Public Works Department's rates are based on these conditions. If earthwork were required in large quantities—in quantities even remotely approaching those we are dealing with—to be carried out throughout the hot weather, it would be impossible to get it done for the usual Public Works rates. I doubt whether any reasonable addition to the ordinary rates would enable us to get this quantity of work done in an ordinary year in these districts. But putting that aside it is certain that a rate of not less than Rs. 4 per 1,000 cubic feet would have to be given for the work; and probably that rate would not get any large proportion of the work completed."

Having regard to these considerations the Chief Engineer (with whom this Government agrees) is of opinion that the following statement exhibits with reasonable fairness the

cost at which the work actually done during the famine might be done in an ordinary or non-famine year:—

	1st Circle.	2nd Circle.	3rd Circle.	Additional 3rd Circle.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.
Estimated cost of work if carried out by ordinary labour in an ordinary or non-famine year.	5,30,000	15,20,000	7,50,000	40,00,000	68,20,000

The extra cost of the work done which should be charged to famine as expenditure on relief proper and on sanitary precautions is, therefore, about 48 lakhs of rupees. The value of the work done has therefore been 59 per cent. of the total expenditure incurred, while if the cost of the special sanitary precautions taken on the works be deducted, the per-centage will exceed 62 per cent.

The circumstances of the various parts of the North-Western Provinces and Oudh vary so much that figures giving for the Provinces as a whole a general average of the quantity of work done per head or the cost per 1,000 cubic feet must be of little value. But the averages for each Public Works circle are more instructive. They are exhibited in the following statement which gives the cost per 1,000 cubic feet of earthwork calculated on the total expenditure of 116¾ lakhs under the head "Works":—

	1st Circle.	2nd Circle.	3rd Circle.	Additional 3rd Circle.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Rate per 1,000 cubic feet of earthwork, dressing included, Famine Code system.	3 9 5	6 2 7	5 12 5	9 2 5
Rate per 1,000 cubic feet of earthwork, dressing included, Intermediate system.	3 5 5	3 13 11	4 0 2	5 14 8

The comparatively high scale of rates in the additional 3rd Circle is accounted for by the very reduced condition of the Bundelkhand peasantry who had passed through a serious famine in 1896, and by the circumstance that the black cotton soil of that region when baked with the sun resists the pick or shovel almost as stone does.

In conclusion, it may be mentioned here that neither the accounts prescribed in the Famine Code nor the ordinary Public Works accounts give the information which is necessary for statistical purposes, and that one important administrative lesson clearly taught by the late famine is the necessity of determining, in the first instance, what information is necessary for statistical or other purposes, and so arranging the initial accounts that the heads of expenditure and details of numbers of persons employed shall be separated in such a manner as to permit the information wanted being readily obtained. This will be provided for in the new edition of the Famine Code which is now being prepared in the light of the experience of the last two years.

CHAPTER X.

Relief measures carried out by District Officers and Private Agencies. The Indian Charitable Relief Fund.

SECTION I.—*Minor Relief Works.*

THE foregoing chapter describes in necessary detail the system of large relief works carried out under the control of the Public Works Department. But in addition, and subsidiary to these large projects under purely professional management, many small works of various classes controlled by the District Officer and his staff were also undertaken for the relief of distress. These latter works were generally known as village works, being specially intended for the relief of certain classes of the agricultural population in the vicinity of their villages. Such projects are chiefly, if not exclusively, useful to the people of the neighbourhood where they are undertaken, and they serve local rather than general public interests. The excavation of minor village tanks, the construction of small embankments, the improvements of village communications, and the removal of insanitary defects in the village site, are their chief purposes.

The Famine Code contemplates that these smaller works should be utilized in the early days of scarcity. But during the late famine, for reasons already stated, it was not found expedient to adhere to this principle. Large works under the control of trained officers of the Public Works Department were found both more effective as tests and more capable of ready expansion to meet the large and unforeseen demands which characterized the early stages of the famine. Village works, on the other hand, were found more suitable in the advanced season of the year, when the water-supply runs short, when the collection of great numbers of workers in one place is attended with danger of epidemic disease, and when it is desirable to find employment close to their homes for persons who, for one reason or another, are unable to join the large relief camps. It was for these reasons, for example, that the Public Works Department abandoned the great relief works in the Allahabad district in favour of groups of smaller undertakings.

But it is not with village works managed by the Department of Public Works that we are concerned in this chapter; but with village works controlled by District Officers without Departmental intervention. A programme of such projects was held in readiness in every district from the beginning, and a few works of the class were begun at an early stage here and there, in the affected districts, either to meet special or local urgency, or—an important reason—to test the sufficiency of the arrangements which would be required

later; but as a rule the works were carried out after the famine had fully declared itself.

For reasons both of administration and economy, it was the policy of Government to associate, as far as possible, the local landholders in the management of these village projects. The experience gained in the Bundelkhand Famine, described in Chapter II of this narrative, showed this policy to be advantageous. Accordingly in 1897 landed proprietors were encouraged and invited to contribute towards the expenditure, as well as to participate in the management, of works by which they themselves and their tenantry would be benefited. To secure such co-operation grants of money free of interest, but partly recoverable within two years, were made to landlords for carrying out village relief works calculated to improve the agricultural condition, the water-supply, and the general sanitation of their villages. Rules were drawn up (which will be found in the Appendix volume) to regulate these partly recoverable advances and the works to be constructed from them.

The dominant principle guiding the selection of these works was that they should be suitable for the employment of relief labour, while being of utility to the village community. They were permitted only in localities where relief was required; and due provision was included in the rules regulating them, for the employment and the remuneration at fair wages of the classes in the village who required relief. The works were estimated for and laid out by a civil works Inspector and were kept under inspection while in progress. The landholder undertaking the work was bound to furnish accounts and pay the labourers daily.

Under these restrictions, and subject to the control of the District Officer, the selection and management of these works was left to the landholder. He received two-fifths of the estimated cost on the commencement of work; two-fifths when it was half finished, and the remaining fifth when the final measurements showed that the project had been completed in accordance with the estimates. The landholder entered into an engagement to repay within two years a proportion of the advance, which varied from three-fourths in the case of the least distressed villages or individuals, to one-fourth in the case of the most distressed.

The sums disbursed in the shape of these partly recoverable advances aggregated Rs. 4,88,109, a substantial portion of which will ultimately be repaid by the local proprietors to whom the money was advanced. From this expenditure were constructed 1,147 tanks and 271 embankments designed like the tanks to collect and store water for irrigation purposes, besides supplementing the supply of drinking-water for the villagers and their cattle. Advances under

this system were not made for the construction of masonry wells, as such works were not suitable for the employment of unskilled labour. For the construction of masonry wells, advances under the Statutory rules were given. Besides the tanks and embankments, village roads were repaired and some works of sanitary improvement carried out, such as clearing and draining village sites or filling up insanitary excavations. The works afforded employment to 8,629,788 persons stated in units for one day.

The total amount of earthwork done in works of this class is returned at 147,034,550 cubic feet; the rate falls at Rs. 3-5-1 per 1,000 cubic feet, which is cheaper than the cheapest Intermediate rate of the Public Works Department. The daily cost of each person relieved was 10·9 pies, which is about two-thirds of the average cost per head on the great relief works managed by the Public Works Department. The greater economy is doubtless due to the unwillingness of the managers to employ inefficient labour, to which reference will presently be made.

Works of this class had considerable attractions because they gave employment to labourers who could live in their own homes instead of migrating with their families to relief camps. Such conditions would naturally attract persons who would not submit to the severer test and who only needed a little help whereby to eke out an otherwise insufficient livelihood without throwing themselves altogether on State assistance. These were persons of a rather better class than the ordinary day labourer, who, however hardly pressed, would be deterred by pride or by household duties from seeking the more distant and more public relief works. The managers of village works were found to give preference to the better castes and to look more to securing economy of working than to making provision for relief. It thus came to pass that weakly and inefficient labourers were found to seek distant State relief works though village works were in progress in the immediate vicinity of their homes. From one point of view this indicates a defect in the system as a method of general relief: from another point of view it signalizes an advantage and a self-acting principle, which restricts the relief to a particular class for whom large relief works are unsuitable. The facts, however, serve to justify the preference shown by this Government for the large projects conducted by trained officials under strict rules, while they indicate that the system of village works controlled by local unofficial agency serve a very useful purpose as adjuncts to the large relief works. They afforded assistance in an economical and suitable way and under special conditions to classes of persons for which these latter works would have been inappropriate.

Closely akin to the class of works just described are small projects carried out by District Officers entirely at State

expense, in the most severely stricken districts, when the landlords were too impoverished to take advances on the terms stated above, or on any terms involving repayment. In the character of the projects, their utility and their objects, no distinction can be drawn between them and the village works constructed out of partly recoverable advances. In the selection, too, of these projects, and in their control and supervision, the District Officers sought and obtained the assistance of the local landholders and other leading residents of the localities where these works were undertaken, and as in Bundelkhand in 1886 this agency proved a useful auxiliary to the limited official staff available for the purpose.

The works constructed in this way include 324 tanks, 24 embankments, and other minor irrigation works. They afforded employment to 2,825,281 persons stated in units for one day, at a daily cost of one anna six pies per head, and represent 57,864,639 cubic feet earthwork at a total expenditure of Rs. 2,69,061: being a rate of Rs. 4-10-5 per 1,000 cubic feet.

Though less economical than the works in which the local landholders were personally interested because sharing the cost, the results do not compare unfavourably with those already reported for the large projects under professional management in the Allahabad division, where these works were nearly all situated. It will be remembered that in this division the rate for earthwork under the Intermediate system, excluding establishment and contingencies, rose to Rs. 5-14-8 per 1,000 cubic feet.

Under this head also may appropriately be treated the extensive works carried out by His Highness the Mahárája of Benares in that portion of his Family Domains situated in the Mirzapur district in which famine prevailed. When the Local Rates Act (III of 1878) became law, the Mahárája was (at his own request) relieved from the payment of the rates on landed property imposed by that law, on the understanding that he should on his part accept the liability for all famine relief operations which might at any time become necessary in his Family Domains. This undertaking has now been loyally discharged by the Mahárája, who placed the control of all relief operations for the Family Domains in the hands of the Government, and furnished the funds necessary for the purpose. The system of relief in the Family Domains, which, though carried out by the Mahárája's own officers, was controlled by the Deputy Superintendent with the co-operation of the Mahárája's son, the Honorable Kuar Aditya Narayan Singh, followed the principles prescribed for the adjacent districts, and involved the expenditure of Rs. 1,24,559 on relief works. (There has also been expenditure on gratuitous relief to which reference will be made later on.) These works consisted exclusively of small

embankments to intercept and retain surface water for irrigation purposes—the form of work which is found most practicable and useful in the hilly part of the Domains where famine prevailed, and where the rocky soil is unsuitable for the construction of wells. The work afforded relief to 1,286,010 persons, stated in units of one day, at a daily cost of about one anna seven pies each.

Closely associated with the various relief measures organized by the State or at its expense are the operations carried out by the Court of Wards for the relief of tenants of estates under Government management and paid for out of the revenue of those estates. The functions of the Court of Wards in these Provinces are exercised by the Board of Revenue, and the obligation which rests on a landholder to assist his tenantry in times of distress naturally received full recognition on the State-managed properties. Unfortunately a large proportion of these estates are too heavily encumbered to meet any special call upon their finances.

The relief works carried out by the Court of Wards took the shape of improvements to the estates concerned, either in adding to the facilities for irrigation, repairing village roads or paths, removing insanitary defects, extending drainage, improving estate buildings or increasing the agricultural resources of the various properties. An abstract of the projects shows that they included tanks, wells, embankments, roads or pathways, drainage or irrigation channels, works promoting sanitation or conservancy, and other miscellaneous projects.

The varied character of the improvements renders it impossible to formulate by measurement the outturn of the work, or to state with strict accuracy the number of persons employed. But the returns which are forthcoming show that 1,120,356 persons were relieved on these works at an outlay of Rs. 1,12,902.

The large and flourishing estate belonging to the minor Rája of Balrámpur in the Gonda district was conspicuous for the assistance extended to its tenantry, of which, stated in units of one day, it employed 626,918, at a cost of Rs. 43,573, or one anna one pie per head daily. Some of the encumbered estates which had no surplus funds available took advances from Government to defray the cost of relief works, and others assisted their tenants by standing security for them. These works were carried out by the different Estate Managers and their staff under the control and supervision of the District Officers.

To sum up the results of the relief afforded by these minor works which have now been described, it may be said that 13,861,435, or nearly 14 millions of people were relieved for one day, at a cost of Rs. 9,92,186. The average cost per head was one anna and two pies.

Before parting from this branch of relief measures, it is right and appropriate that the Government should acknowledge the assistance furnished in the shape of numerous works which were carried out entirely at their own expense in various parts of the Provinces by private gentlemen, chiefly of the landowning classes, in order to supply employment for destitute labourers. This ancient and characteristic form of charity calls for recognition here. Though a useful auxiliary to the State or State-assisted relief works, yet it is naturally not possible to formulate with any precision the cost of works so executed, or the extent to which they afforded relief. The best estimates available go to show that they cost their promoters Rs. 3,27,758 and that they relieved about four million people for one day.

SECTION II.—*Gratuitous village relief, poorhouses, and State kitchens.*

Next after the operations of the Public Works Department by far the largest volume of relief was administered through the outdoor or village relief system, poorhouses, and State kitchens. The organization of the system of village relief has already been described in detail, and the place which poorhouses and State kitchens occupied in the general scheme has also been stated in Chapter V above. It is needless, therefore, to repeat the description here; or to do much more than exhibit the statistical and financial results of these great departments of the relief system. The following tabular statement displays the numbers who were in receipt of outdoor relief or were inmates of poorhouses on the last Saturday in every month from the commencement of relief operations in October 1896 to their close:—

Month and Year.	Number on outdoor or village relief.	Number in poorhouses or in State kitchens.
October 1896	7,340	13,532
November „	8,787	21,251
December „	30,435	39,951
January 1897	232,662	57,286
February „	263,950	51,435
March „	252,982	30,974
April „	262,470	31,107
May „	288,339	38,947
June „	330,256	42,837
July „	357,576	48,770
August „	334,248	34,180
September „	197,395	10,230
October „	605	.....

The number of units or persons gratuitously relieved for one day by Government under the outdoor relief system was 76,601,544; while the number of persons similarly relieved for one day in poorhouses and State kitchens was 12,272,416. The total thus gratuitously relieved for one day by Civil (as distinguished from Public Works) Officers was 88,873,960.

The cost incurred in connexion with poorhouses and State kitchens, all charges included, amounted to Rs. 10,48,922, the average cost per head of the inmates thus falling at 16·41 pies.

The total cost of outdoor relief amounted to Rs. 35,54,555, the average expenditure per head being 8·90 pies.

Besides the gratuitous relief administered at the cost of the State, similar relief was distributed under the control of officers of Government in the Family Domains of the Mahárája of Benares and in estates managed by the Court of Wards. The expenditure in the form of gratuitous relief in the Family Domains amounted to Rs. 41,055; while in the Court of Wards' estates Rs. 59,612 were similarly spent (the Balrámpur Estate contributing Rs. 41,929 out of this total). An accurate tally of the number of indigent people relieved has not been kept; but it may be reasonably put at 1½ million units for one day.

This exhausts the various channels of purely State activity: and it is now possible to present a summary of the statistical results for both the smaller famine of 1896 and the great famine of 1897.

The statistics of expenditure and relief during the Bundelkhand famine of 1896 have been already given in Chapter II. They brought, it will be remembered, the account down to the end of August 1896. September 1896 was a transition period. Famine, though imminent, had not been declared, and the small measures of relief still carried on in a few districts, which had suffered severely in the preceding summer, were more in the nature of test than organized relief. Throughout the whole Provinces the number of persons (units for one day) assisted by Government in that month was but 381,840, and the expenditure Rs. 28,869. The total cost of the smaller famine of 1896 may therefore be stated as Rs. 12,09,022, and the number of people thereby relieved as 19,881,840 (units for one day).

Taking the 1st October 1896 as the date on which the general famine began and systematic relief was again fairly launched, the numbers* relieved by the State from that date till the end of the famine were as follows:—

* Including persons relieved in the Family Domains and in Court of Wards' estates.

By the Department of Public Works	... 179,744,948
By Civil Officers—	
(*a*) On works	... 13,861,435
(*b*) In poorhouses and by outdoor relief	... 90,373,960
Total units for one day	... 283,980,343

The expenditure, according to the Department of Accounts, under the head of famine, including Rs. 3,38,127

of outlay incurred in the Family Domains of the Mahárája of Benares and in estates under the Court of Wards, amounts to Rs. 2,03,04,817, giving an average daily cost of 13·7 pies for every person relieved. But to this should be added various charges due solely to famine, but which under the rules of the Financial Department were to be entered under other departmental heads. It is uncertain how far this method of accounts may have obscured the actual cost of the famine; but the defect, if any, will be small as the items so far traced amount only to Rs. 1,74,401 from the 1st October 1896 to the end of operations. The addition of this sum brings the total outlay for all forms of relief from 1st October 1896 to Rs. 2,04,79,218 and the daily cost of each person relieved to 13·8 pies.

If to these figures of cost and numbers relieved during the famine of 1897 be added the corresponding figures for the relief operations of 1896, it will appear that 303,862,183 or in round numbers 304 millions persons have been relieved for one day at a gross cost of Rs. 2,16,88,240, or 1·14 annas per head. Converted into sterling at current exchange, the cost falls at £1,400,000 or one and one-tenth of a penny per head.

SECTION III.—*Operations of the Indian Charitable Relief Fund.*

In the course of the previous narrative various references have been made to the operations of the Indian Famine Charitable Relief Fund, and to the advantages which this Fund has conferred on these Provinces during the continuance of distress. Some reports of the working of this colossal charity have already been presented to the public by the Chairman and Vice-Chairman of the Central Executive Committee of the Fund, and it is understood that when the operations are brought to a close the Committee of the Fund in these Provinces will give an account of its stewardship. But without anticipating the full details which will probably be contained in that account, it is desirable in this place to state very briefly the general outline of the history of this most beneficent bounty.

In accordance with the initiative taken by His Excellency the Viceroy at the public meeting held in Calcutta on January 14th, 1897, a public meeting, at which the Lieutenant-Governor presided, was held in Lucknow on the 25th of the same month, to form a provincial organization to co-operate with the Committee already formed in Calcutta. A General Committee of the Fund in these Provinces was elected and an Executive Committee appointed to administer the Fund under the Presidency of the Chief Justice, Sir John Edge. This Executive Committee was subsequently subdivided into two branches, one for the North-Western Provinces, with Sir John Edge as Chairman, and one for Oudh, under the Chairmanship of the Judicial Commissioner, Mr. Deas.

The Executive Committee at once took steps to bring about the formation of District Committees of the Fund for the purpose of raising subscriptions locally and, in the districts where this was necessary, of instituting and controlling measures of relief. In many districts, particularly those in which the larger cities lie, there were already in existence Relief or Charity Committees, whose objects coincided with those of the Indian Famine Relief Fund. These were utilized as District or Local Committees of the Fund.

A question which at once presented itself for solution was through what agency should the various forms of relief intended to be given from the Fund be distributed. Two alternatives presented themselves: the first was the creation of an agency independent of the Government organization already employed on the administration of relief at the expense of the State; the second was the utilization for the purposes of the Fund of the Government organization already in existence. It was decided to adopt the latter course more especially for the distribution of relief in rural tracts, but at the same time to make the fullest use of the various Missionary agencies and other charitable bodies, which had their centres of work in the great cities and to a less degree in the smaller towns, but were rarely at work outside such areas.

It is unnecessary here to give details of moneys received by the Provincial Committee of the Fund and its District Committees. Briefly it may be stated that from the beginning of operations up to the 31st October 1897, the total receipts of the Committees of the Fund in these Provinces amounted to Rs. 51,43,453. Out of this the sum of Rs. 46,68,763 was the contribution remitted by the Central Committee and Rs. 4,71,945 was the amount of the subscriptions raised in the Provinces; the remaining items of receipt were chiefly the proceeds of the sale of articles made by artizans and others whose relief took the shape of wages for work done.

The objects of the Relief Fund were thus defined by the Government of India at the time when subscriptions were first invited :—

"Government fully accepts general responsibility for saving the lives of the people in tracts in which famine prevails; and it is essential that private charity, while working side by side with, should not interfere with or overlap the operations which are organized for this purpose. There is, however, ample scope for its exercise in supplementing these operations, in mitigating suffering, and in relieving distress which falls just short of absolute destitution. Especially, private contributions might usefully be expended on the following objects:—

Firstly, *in supplementing the subsistence ration which alone is provided from public funds, by the addition of small comforts, whether of food or of clothing, for the aged or infirm, for the patients in hospitals, for children, and the like*

As guardian of the public purse, and in view of the magnitude of the calamity, Government is obliged to limit its assistance to what is absolutely necessary for the preservation of life.

Secondly, *in providing for the maintenance of orphans.*

Every famine leaves behind it a number of waifs who have lost or become separated from those who should be responsible for their maintenance. It is necessary to provide for these till they are of an age to support themselves.

Thirdly, *in relieving the numerous poor, but respectable, persons who will endure almost any privation rather than apply for Government relief, accompanied as it must be by official inquiry into, and by some kind of test of the reality of the destitution which is to be relieved.*

The feeling of the sacredness of the *parda* or domestic privacy is intensely strong in India; and it is most difficult for any official organization to reach, or even to ascertain with certainty the existence of distress of this nature.

Fourthly, *in restoring to their original position, when acute distress is subsiding, those who have lost their all in the struggle, and in giving them a fresh start in life.*

The peasant cultivator may often thus be saved from losing his holding through sheer inability to cultivate it, and from sinking to the position of a day labourer.

The efforts of the Provincial Executive Committees were carefully directed towards the accomplishment of these four objects. On the first three of these objects the total sums expended out of the Fund up to the 31st October 1897 amounted to Rs. 12,29,916, of which Rs. 9,07,157 was paid out in the North-Western Provinces and Rs. 3,22,759 in Oudh. On the fourth object—which in the opinion of the Lieutenant-Governor was from the beginning the most important, seeing that the Government had from the outset charged itself with the prevention of starvation—the sum spent was Rs. 35,38,403, of which Rs. 24,93,792 pertained to the North-Western Provinces and Rs. 10,44,511 to Oudh. Including a charge of Rs. 11,664 for the working expenses of the 46 Committees existing in the Provinces, the total sum expended by this great and bountiful organization up to 31st October 1897 therefore amounted to Rs. 48,28,486. On that date these numerous Committees had in hand a balance of Rs. 3,14,966 which was in a large part in process of distribution for the purchase of seed for the spring sowings.

Out of the remaining balance, and with the assistance of a further special contribution expected from the Central Committee, provision has still to be made for the maintenance for some years to come of the orphans and waifs whom the famine has sent adrift: this being one of the declared objects of the Fund.

It is not possible at present to state the exact number of persons who were relieved through the agency of the Fund. Detailed reports and statistics from every district are now

being received and examined by the Provincial Committee, and a complete statement of relief is being compiled. But from the periodical returns, which furnish the only information at present available, an approximately accurate calculation may be made of the total number relieved for one day. For the first three objects of the Fund the numbers reduced to units for one day are these—

I.—Number of persons in receipt of Government relief who obtained "additional comforts" for one day ...	7,289,217
II.—Number of orphans relieved for one day, towards whose maintenance the Fund contributed ...	215,063
III.—Number of respectable poor gratuitously relieved for one day	21,801,764
Total ...	29,306,044

Besides these, 416,031 different families shared in the distribution of Rs. 35,38,203 for the purchase of plough-cattle and seed grain and other necessities of their calling. The average donation to each family thus appears to be about Rs. 8-8-0. But a certain number of the payments under this head were to labourers for tools, to weavers for yarn, and so on; and as these payments were all of small amounts, the average payment for plough-cattle and seed grain only would be considerably higher, probably over Rs. 10 per family. If the average family be taken at five persons, the number of persons who benefited by this form of distribution will exceed two millions.

The statement of the objects of the Indian Famine Charitable Relief Fund, which has been set out above, shows that the Fund was not established with the idea of displacing or dispensing with the Government relief. The relief given at the cost of the State had never been confined within definite limits. As has already been mentioned in the course of this narrative, the necessity of the sufferers had been accepted by the Government as alone setting metes and bounds to the assistance to be given; this principle had inspired the design of the relief measures and had guided their execution. The action of the Fund came, therefore, as supplementing and not as superseding the operations of the Government; but in that sphere it had an enormous effect in alleviating the lesser hardships which existed, while the worst effects of the famine were being removed by the Government relief. Undoubtedly, however, the greatest result of the Fund has been the widespread efficacy of the gifts made for the purpose of "restoring to their original position those who had lost their all in the struggle and giving them a fresh start in life." Overwhelming testimony has been received to the excellent effects which the Fund working through this channel has produced. The tale of this great bounty

will remain with the people as an abiding memory of the large-hearted charity of the English-speaking public.

Besides the bounty offered by the Indian Famine Charitable Relief Fund there have been other manifestations of charity from outside India, such as the distribution of grain by charitable America; the distribution of clothes sent by the Marchioness of Dufferin and Ava; the distribution of money by Lord Radstock's Fund, called "Christian succour to India." And besides all these there has been a free and generous distribution of charity by the well-to-do landed proprietors and merchants throughout the country. It is not possible to quantify or gauge the extent of this last mentioned charity; but it cannot be doubted that it has had a great effect in mitigating the effects of the famine: and it therefore merits grateful recognition in this place.

CHAPTER XI.

Food supply, Prices, and the effect of high prices on Crime.

In the earlier part of this narrative it has been shown that from the outset it was the policy of the Government to leave the food supply entirely to private trade and to rigidly abstain from all interference with its operations. It would be superfluous in this place to array the overpowering arguments in favour of this policy, which strictly follows the principles laid down by the Indian Famine Commission. Its best justification will be found in the practical success which has attended it.

When prices rose to the extreme level which they attained in the autumn of 1896, representations were made to the Lieutenant-Governor by public bodies, associations, and even by Government officials, who considered that the State could usefully and effectively undertake to regulate prices by engaging in the import business or by controlling the public sale of grain at beneficial rates. An instance of such representations has been already quoted. This Government, however, from first to last adhered to the principle of non-interference. In one or two instances in isolated tracts where there was some doubt whether the resources of the petty village traders would be equal to the task of importing the grain required for consumption on relief works and in remote villages, discretion was given to local officers to assist such traders if necessary with money advances; but this discretion was little used. Private trade everywhere and always proved equal to maintaining and distributing an adequate supply of food grain even in the most distressed and most isolated tracts. There can be no doubt that this would have been impossible but for the extensive railway communications which now exist in all parts of these Provinces, whereby the wheeled traffic and pack-cattle were set free to spread the grain among the villages from the nearest railway stations. A generation ago (in 1867) Mr. Girdlestone, summarizing the lessons of previous famines, insisted upon the futility of attempting to supply the deficiency of the harvests by importation. He quoted figures to prove that the cost of moving as much as 400,000 tons into the distressed tracts would be absolutely prohibitive, while Mr. (now Sir John) Strachey gave reasons for holding that the total carriage of the Provinces would not suffice to convey one-tenth of the 800,000 tons required to feed the Rohilkhand division alone. Since those distinguished gentlemen wrote a revolution has taken place in the condition of internal trade. People no longer in famine times migrate or move to food; food is now moved to them. The railway traffic returns now show

that for nine months alone, from October 1896 to June 1897, the rail-borne imports of food grain were 645,628 tons and the exports 306,377, while this vast and beneficent trade movement was effected not only without difficulty or apparent effort, but with great pecuniary advantage to the State.

Of these imports nearly 325,000 tons came from Bengal, the greater part being Burma rice carried from Calcutta.

Besides the usual traffic returns furnished by the Director of Land Records and Agriculture a special record has been maintained since the 30th January 1897, showing week by week the imports and exports of food grain by rail for each district of the United Provinces. Both of these sets of returns are printed as an Appendix to this narrative. They display certain discrepancies, due to the difference in the time which they cover, to the different systems on which they are prepared, and possibly to some difference in classification. The Director's returns are quarterly and prepared by large territorial blocks, and do not show transfers from one district to another within the same block. The Railway return is weekly, and shows the imports and exports of each district irrespective of the place of despatch or distribution. Both are confined to rail-borne traffic.

During the Bundelkhand famine in the summer of 1896 the net imports of food grain into the affected districts amounted to 27,500 tons. The balance required for consumption during the period was supplied by local stocks, which were thus much depleted. In the last quarter of 1896 the net Provincial imports came to about 168,500 tons, of which more than half was received by the Allahabad division and over a quarter by Agra. The Benares block, including the Benares and Gorakhpur revenue divisions, was the only other large importer. At this particular time the Meerut division, in spite of its prosperous condition and its good harvest, gave little assistance to the distressed parts of the Provinces and on the whole showed a net balance of imports. The only exporting division was Rohilkhand, which sent a substantial amount of grain to Meerut and to the Panjáb. It may be inferred that the greater prosperity of Meerut enabled its people to retain their produce either as a precaution against threatened distress or in hope of higher prices later on; while the more necessitous peasantry of Rohilkhand were compelled to part with a portion of theirs. The vast bulk of the net provincial imports came from Calcutta and other places in Bengal. The Panjáb supplied practically nothing; but the Central Provinces, in spite of their own distress, sent 16,600 tons; and the Bombay Presidency and Port nearly 8,000.

In the first quarter of 1897 the Provinces received a net import of about 1,92,000 tons, of which over 70,000 tons went to the Allahabad division. Rohilkhand in this period was obliged to import about seven times the amount it had parted

with in the previous quarter, drawing its supplies from Bengal, the Panjáb, Oudh and Meerut. The Meerut division again appears as an importer to the substantial amount of about 25,000 tons. The Bulandshahr district alone in this division was up to this an exporter of grain, and that in comparatively small quantities. It might have been expected that these districts, which had enjoyed good harvests, would, under the attraction of very high prices, have exported some of the surplus stocks which they undoubtedly held. It does not appear that any considerable quantity left the division by road. The only movement of this description ascertained to have taken place was some export from marts in Aligarh to Gwalior, stimulated by State advances made to Gwalior cartmen, who found profitable employment in carrying grain by road from Háthras and other marts outside Gwalior territory. The explanation seems to be that the peasantry of the Meerut division, who had suffered much in previous famines, held up their produce till the prospects of the future should be assured. This was in fact done everywhere; but the Meerut people could afford to do it on a larger scale than others. There was a general apprehension abroad that the cycle of bad seasons had not ended and that it would be prudent to hold all surplus grain from one harvest till the next had been gathered. Even the usual supply did not therefore come into the local markets, and imports were required to provide for the townspeople and for that section of the population which has to purchase its food. Certain staples also, such as gram, of which the local production is inadequate, could only be supplied by importation. This explanation, which has been tested by local observation, gains further support from the large export from Meerut which set in during the second quarter of the year. As soon as the magnificent spring harvest of the division had been secured, every district in the Meerut division commenced to send away grain in large and increasing quantities. During the second quarter of 1897 the returns for the division showed a net export of nearly 73,000 tons, of which about two-thirds had gone to the needy districts of these provinces and a large amount to Calcutta, Rájputána, and Panjáb.

During the remaining months of the famine the Meerut division continued steadily to dispose of its surplus, and was able out of its plenty to contribute to the wants of those less fortunate tracts which were obliged to seek their food and seed grain outside their own borders.

During this second quarter of 1897 the Provinces, reinforced by the spring harvest, had become more than self-supporting. The outside supply fell off and the export rapidly increased till the quarter ended with a net export of 21,245 tons. The Allahabad division continued to absorb food, but it now obtained its supplies largely from the more favoured parts of the

North-Western Provinces and Oudh. A considerable amount of Burma rice continued to pass in through Calcutta; but, on the other hand, a large movement of grain set in towards Bengal and the seaboard, and the Central Provinces began to take back the supplies they had sent during the two previous quarters. The Gorakhpur division was now exporting largely; and many of the Oudh districts, where the spring wheat had proved unusually good, were disposing rapidly of their surplus. The movement of grain continued to be considerable during the next three months, when the Provinces sent away a net balance of about 14,000 tons. The great bulk of the supplies available in the well-stocked districts found their way to the more destitute parts of the province where the highest prices prevailed. During the whole period the Meerut division continued to export largely; while the canal-irrigated districts of the Agra division began to part with their stocks in July when the prospects of the autumn crops became favourable, and this movement increased as those crops were reaped. The Gorakhpur division maintained a brisk export through July; but the business slackened towards the middle of August as the local stocks became depleted and the new harvest had replenished other markets. By the beginning of September the Gorakhpur district had begun to import grain. Rohilkhand wavered between exports and imports; only the district of Bijnor continued to draw its supplies steadily from outside till the early autumn staples were ready. The districts of the Lucknow division during these three months imported steadily, except Sitapur and Kheri, whose superior harvests enabled them to dispose of a large amount of produce. The Fyzabad division also showed its return towards prosperity by the steady, though moderate, balance of its exports during these months.

The Benares division continued a steady importer even after an excellent autumn harvest would have enabled it to sell largely. This circumstance cannot be attributed to any deficiency of its stocks or produce, and unless its grain was removed by river traffic and so escaped registration (which is probable), it must have accumulated large stores.

The Allahabad district continued all through to import large quantities of food, much of which was re-exported from Cawnpore to the distressed districts of Bundelkhand. This movement began perceptibly to slacken in September, when the early crops had ripened and food became available locally. The Provinces as a whole recovered rapidly during this period.

In reporting to the Governor-General in Council on the general condition and prospects of the Provinces in the end of November 1896, the Lieutenant-Governor made the following observations:—

"In regard to the question of food supplies and private trade, the only measure which the Lieutenant-Governor and Chief Commissioner has been able to suggest was the reduction of railway freights on food stuffs

consigned to these provinces. All that could be done in this way has been done by the Government of India, and no further measure seems practicable, unless a departure be made from the principle of non-intervention with private trade. But the Lieutenant-Governor is strongly averse from such a departure and has publicly expressed his aversion. It is true that the prices of food grains throughout these Provinces at the present time are phenomenally high and that the list of prices current present many of the features, notably that of approaching equality between the prices of the coarsest and the best food grains, which characterize famine times. But trade at the present time is active. Without pretending to accuracy on the question of food stocks available in the Province—a matter on which, indeed, accuracy is unattainable—the Lieutenant-Governor believes that there is an ample supply for three or four months; and even should this supply not receive the full accretion from the *rabi* crops which is to be reasonably expected, still he thinks that private trade may be fairly trusted to make good the deficiency. At all events, there is nothing in the present condition of things which induces Sir Antony MacDonnell to recommend any interference with the free play of private trade."

These anticipations were fully realized.

The figures already given and those printed in the Appendices to this narrative deal exclusively with rail-borne traffic. The only road or river traffic at present systematically recorded is that inconsiderable traffic which enters from Nepál and Thibet. The railway traffic shows with sufficient accuracy the trade between the entire Provinces and other parts of India; but the present returns take no account of the extensive road traffic which is the largest distributing agency between district and district. It has been ascertained, for instance, that a large and steady movement of grain went on by road from Cawnpore and Allahabad into Bundelkhand, and no doubt drained off a large portion of the net rail-borne imports shown against the former districts. Observations made at Kálpi, where the road from Cawnpore to Jalaun crosses the Jumna, showed that the road imports at that point were not far short of twice the amount brought into the whole Jalaun district by rail; while at a crossing higher up the river the imports are reported to have much exceeded those which entered by the Kálpi route. The road imports into Bánda and Hamírpur were also very extensive and probably very much in excess of the rail-borne supplies. It is impossible, therefore, in the absence of any record of road traffic, to say how far each of the distressed districts was fed by imported grain.

During the spring and summer of 1896, prices throughout the Provinces generally reached a level which had been attained in the past only during times of famine. But still, even in the Bundelkhand districts where distress prevailed, the price of food grain did not rise above 21lbs. or 22lbs. for the rupee for the better staples, while coarse grain was procurable at 30lbs. or 32lbs. In the middle of September, when the apprehension of a general failure of the crops began to spread

Notes—(1) The black lines represent the average price of wheat, and the red ones that of the cheapest grain for the time being in eight marts of N.-W. Provinces and Oudh, viz., Jhansi, Cawnpore, Benares, Lucknow, Meerut, Bareilly, Gorakhpur and Agra.

(2). The fine lines denote the prices for the years 1896-97, and the bold ones those of the normal year 1891-92.

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the average rates throughout the Provinces as a whole were 20½lbs. of wheat and 27½lbs. of coarser grain per rupee. As the weeks passed without rain prices rose rapidly. In the middle of November, when the loss of the autumn harvest had been established beyond hope of retrieval and the prospects of the spring sowings were at their worst, the average prices had risen to 15lbs. of wheat and 20½lbs. of the cheapest grain per rupee. Nor was this the rate in famine districts only, but the average deduced from prices current in the leading markets throughout the Provinces. The normal prices, ascertained for the purposes of the Famine Code, were 29¾lbs. per rupee for wheat and 40 or 41 for the cheapest of the coarser grains. The price lists printed in the Appendix volume will show how little prices varied between the worst and the best districts. The difference cannot even be measured by the cost of carriage. Sometimes the rate of a particular grain will be found quoted higher in a well-stocked Meerut district than in a market of afflicted Bundelkhand. Prices were in fact artificial and highly sensitive, and were influenced by considerations which it was often impossible to ascertain or gauge.

The 15th November 1896 marks the highest level reached by prices. The favourable rain which fell at the end of that month entirely altered the prospects of the spring crops, and the demand for seed grain being satisfied, prices began to fall. The relief was slight, but it served to restore confidence, which the steady rise of the previous two months had shaken.

December, with many variations, saw on the whole little or no improvement. In January 1897 the prospects were better, and by the end of the month prices had slightly relaxed. Wheat had in many places exceeded 18lbs. to the rupee, and on an average of the leading markets stood at 17½lbs. The coarser grains, however, showed little tendency to a relaxation of price, with perhaps the exception of common rice, which was influenced by the large importations which had set in from Burma. But the improvement was not generally maintained. The high winds which blew during February caused a good deal of apprehension and anxiety concerning their effect on the outturn, which reflected itself at once in prices, and February ended no better than it had begun. By the middle of March, however, this panic had worn out; it had become evident that the crops on all the better lands were turning out well, and by the end of March a decided fall in prices was manifested, which naturally showed itself chiefly in the main staples of the spring harvest. Some of the autumn grains on the other hand began to show signs of exhaustion. Wheat now averaged 20lbs., and in many places sold for 22lbs., per rupee. Barley, now the cheapest of the coarse grains, reached 25½lbs. per rupee, and in a few of the better-stocked markets went up to 29lbs. and 30lbs. April brought slightly easier prices; but after that month the tendency became

retrogressive. Wheat rose slightly till the middle of June, and made another small slight advance in August, and thenceforth showed little tendency to relax till after the demand for seed grain in October had been satisfied.

The coarse grains wavered in price through June and July as the prospects of the harvest rose and fell. In August they began to decline as the new grain approached maturity, and by the end of September were decidedly easier. There was no longer any scarcity of food in the country, although the market quotation showed the quantity procurable for one rupee to be no more than 30lbs. But the market was no longer a gauge of the quantity of food available. Throughout the villages the early millets and maize could now be obtained at a reasonable rate and in sufficient quantities for local consumption, though they had not found their way in bulk to the central markets.

The leading features in the history of prices during the famine period may be briefly stated. The first was the high level to which prices attained and the persistence with which they remained at that level. The second was the extreme sensitiveness of the market to every passing influence, the oscillations however being within narrow limits, and the close and very persistent approximation in price between wheat and the cheapest of the coarser staple food grains. This characteristic has been observed in previous famines, but was never so marked as on the present occasion. The outturn of the autumn harvest in 1896 brought no relaxation, and the extensive imports left prices unaffected. The large addition made to the food-supply by the spring harvest of 1897 effected a much smaller improvement than there was reason to anticipate. It was confidently expected that when the prospect of a good autumn harvest in 1897 was assured a sharp fall in prices would at once set in. But this expectation was not realized. Though crops of perhaps unrivalled excellence have been now assured, and though food has now become abundant in the rural tracts, yet the rates in the larger markets, by which the prices current are ruled, gave way slowly and up to the end of October had not reached a point which taken by themselves would indicate the return of plenty. Making every allowance for the casualties of preceding seasons, for the extensive failure of the autumn crops in 1896 and the short spring harvest of 1897, and for the scarcity prevailing in other parts of India, it would still be unsafe to ascribe the phenomenally high prices of 1896-97 altogether to depletion of stocks and exhaustion of supplies. In the very distressed districts where the crop failure has been continuous and severe the phenomenon is intelligible. But it can be scarcely said that throughout the country generally the character of the late harvests has been such as to explain the extraordinary and persistent enhancement of prices which occurred.

It may be that the slow-acting influences of currency and trade have contributed at this epoch a certain stringency to prices that might have been expected at an earlier stage in financial history, and it may be that such stringency has come to stay. But passing over this speculative aspect of the question there is something in the relation of prices to stocks during the famine period which remains unexplained.

The estimate already given of imports and exports and the movement of prices make it reasonable to believe that, taking the Provinces as a whole, the food supply in existence never fell below the requirements of the people. Though in some tracts the local resources were undoubtedly deficient, yet in other parts there were surplus stocks which the very high prices that prevailed would, under ordinary conditions of trade, have drawn towards the depleted districts. As soon as such trade movement set in, the Provinces ceased to import, and commenced even to send away grain to other Provinces. It may be inferred that prices were kept up at least as much by an anticipation of still worse scarcity to come as by the pressure on stocks which existed at the time. Popular opinion imputed this to the action of the large holders in central markets, anxious to hold out for still higher prices. As in Judæa of old, this led to vehement feeling:—"He that hideth up corn shall be cursed among men; but a blessing on the heads of them that sell." But all the facts and probabilities point the other way. They go to show that the stocks in the hands of traders were abnormally low, and that such grain supplies as existed were largely retained in the possession of the cultivators and those petty dealers whose transactions do not extend beyond their own villages. When the deficiency of previous seasons was followed by the failure of the rains in 1896, a belief gained general prevalence that the country was on the eve of a famine of great intensity and duration. Every cultivator retained all he could from the produce of his fields to meet the wants of his own family and relations in the coming time of trial. Prices are regulated by the stocks in the hands of traders, and they kept up because the markets were starved by the retention of produce in the hands of the non-trading classes.

This explains why, with each successive harvest adding to the supplies, prices failed to show any adequate relaxation.

It explains why village prices after a successful harvest were much cheaper than the prices in central marts.

It explains why the canal-irrigated districts, in spite of excellent crops, continued to import grain till the bountiful yield of the spring crops found the cultivators' granaries still stocked with the produce of a previous harvest.

It accords with the circumstance, already noticed, that the prosperous peasantry of Meerut were able to hold up their grain while the more necessitous people of Rohilkhand, Oudh and Gorakhpur were compelled to part with much of theirs.

Some further confirmation of these suggestions may be found in the character of the people who resorted to relief works. The vast bulk of them were drawn from the landless classes, day-labourers, and workmen who were not themselves holders of land. The cultivating classes formed a small proportion of the relief workers. Doubtless the high prices they had previously got for their produce increased their power of resisting the pressure of hard times.

If this explanation is correct, if the rural population were both able and willing to husband their resources through such a period of deficient harvest, and if they have begun to lay by in times of prosperity and high prices (the latter largely the result of improved communications with great markets), then it must be recognised that they have shown a spirit of providence, as they have certainly this year exhibited a power of resistance to pressure of scarcity, hitherto unknown in these Provinces.

Reference has more than once been made in the course of this narrative to the law-abiding and patient spirit displayed by the body of the people at a time when the temptations and the opportunities for crime were great. This spirit is reflected in the crime returns of the period.

Crime in its bearing on famine and famine relief may be divided into two heads: *first*, the crime which is associated with turbulence, violence, public disorder, or concerted outrages in which whole classes of the community are associated; *second*, that simple or ordinary crime which is the natural outcome of privation and distress. The prevalence of crime of the first category would indicate a failure of relief organization and of administrative measures to secure the protection of property. The prevalence of crime of the second kind is an indication, and can be used as a gauge, of the extent of distress. Crime of the first class was conspicuously moderate in its character and dimensions during the famine period in these Provinces. Cases of rioting and unlawful assembly were less frequent than in ordinary years. Arson is a crime which experience shows to be attendant on famine and indicative of public disorder. In the earlier months of the famine, when relief measures were in the initial stage, the attention of Government was aroused, as already stated, by a suspicious excess of such cases in some districts. This excess diminished with the growth of public confidence in the relief measures.

Another class of crime indicative of disorder is dakáiti and robbery. Crimes of this class were much more numerous than usual during the famine period; but very many of them were merely "technical dakáities," free, to a greater extent than usual, from the aggravated features which would have indicated a general spirit of turbulence. They consisted commonly of isolated cases of plunder of grain carts or stores by knots of hungry and unarmed villagers. Robberies and dakáities by armed, organized or professional gangs were unusually rare.

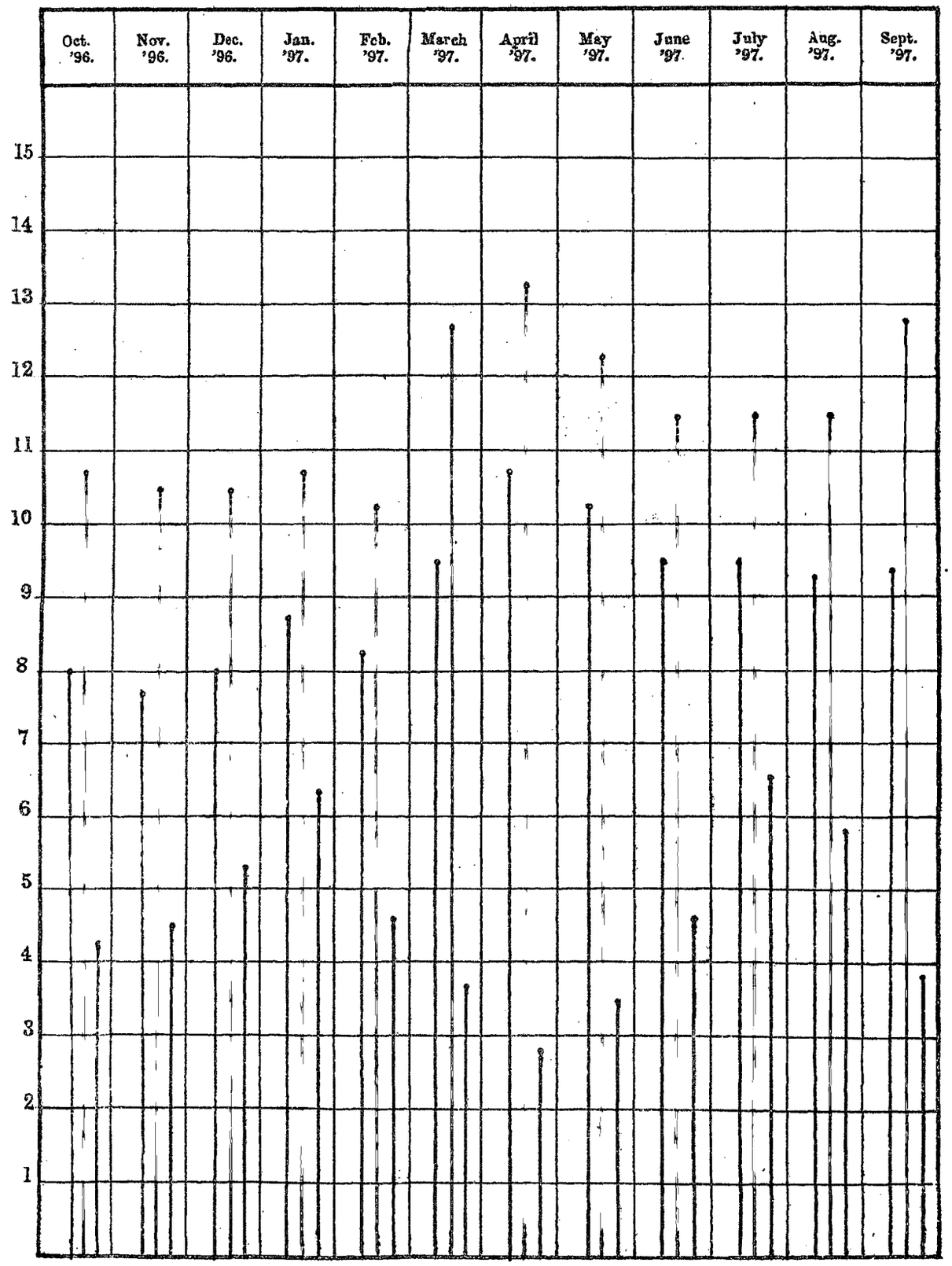
The chief increase of crime occurred under the head of those offences which are classed as theft or house-breaking according as they are committed outside or inside a dwelling. The reported cases of theft and house-breaking during the twelve months exceeded by 38 per cent. the previous year's return. But even this high total will not perhaps be thought excessive as the record of this sort of crime among a population of nearly 46 millions suffering from famine or famine prices. A large proportion of these crimes were of a very trivial description, such as pilfering or snatching of grain or other food, or field thefts when the standing crops were ripe. Petty offences of this class, committed under the pressure of hunger, were naturally and properly treated by Magistrates with exceptional lenience and generally punished by merely nominal sentences; while organized and violent crime was sternly repressed. A return of reported offences during the famine months (printed in the Appendix) shows that general crime, though of increased volume, moved on the ordinary lines. It rose as usual in the winter months, when field labour is slack, reaching a maximum in January, which was followed by a very sharp fall. The movement was accentuated by the special conditions of the year. The great extension of outdoor relief in January 1897 had its response in the extraordinarily rapid decline in crime, the fall being most marked in the crime classed as theft and burglary. The decrease continued through March and April, when the spring harvest brought both food and employment. During May crime remained stationary in some districts, but showed in others a tendency to rise which was accentuated in June and July. This movement is usual; but here, again, it was exaggerated by the desertion by the people in those months of the relief works which had afforded so much support to the labouring classes. By August the early crops were reaching maturity, and crime tended to resume its normal dimensions. By the close of the famine in September there was little to notice beyond the ordinary fluctuations and the natural results on the crime rate of continued high prices.

It may be observed that the increase of ordinary crime was not confined to the distressed districts, but was

shared by districts where there had been no general failure of crops and no distress among the rural population. No doubt the pressure of high prices, which fell heavily on all who had to purchase their food, stimulated crime even where there had been no crop failure or want of usual employment. The relief measures went far to equalize the conditions affecting crime in all districts.

There has been simultaneity, if not a closer connexion, between the movement of crime and the movement of prices throughout the year. The accompanying diagram shows that as prices rose in October and November the volume of crime increased with them and in the next two months remained large, while prices maintained a high level. As prices fell in March, crime decreased rapidly and reached its minimum in April, when prices also were at their lowest. Thereafter crime increased as prices again became more stringent and did not begin to sink till the early staples of the autumn harvest became available in the villages at the end of August. The correlation is not always exact, as other disturbing influences were at work. But the general identity of the movement is clear.

Diagram showing the average price of wheat and cheapest grain (seers per rupee), and incidence of crime per 10,000 of population, from October 1896 to September 1897.



Wheat ... ... ———

Cheapest grain ... ———

Crime ... ... ———

NOTE—A rise in the *blue* and *red* lines indicates a fall in prices and *vice versâ*.

CHAPTER XII.

Public health during the Famine period.

In the foregoing chapters the condition of the people, the prevalence or absence of disease, and the variations of public health have been noticed at different points. But the matter has more importance than that which it possesses as part of the general narrative of the progress of events. The health and vitality of the people during the famine period form one of the most direct and conclusive indications of the sufficiency and success or the deficiency and failure of relief measures. The vital statistics have throughout been regarded and utilized in this way by this Government. They were carefully scrutinized not merely month by month, but in a special fortnightly return which all Civil Surgeons were required to submit, through the Sanitary Commissioner, dealing with the general health of the people as evidenced by the mortality, the attendance at hospitals and dispensaries, the condition of people on relief works or in poorhouses, and of those admitted to jails, and by the nature or the extent of epidemic disease. This fortnightly return was supplemented by a monthly report from the head of the Medical Department on the working of the various relief hospitals and the condition of their inmates and of the persons in poorhouses or on relief works. These returns formed a valuable guide to Government in gauging the degree of success which attended the working of relief operations and in determining the necessity for any change in its measures.

The death-rate is the best test of the sufficiency or insufficiency of a relief organization. It is now possible to apply this test generally to the operations which were carried out in the North-Western Provinces and Oudh during 1896-97.

The special arrangements for medical relief have been set forth in a memorandum by the Inspector-General of Civil Hospitals which is printed in the sequel to this report. Every considerable relief work or group of works was provided with an hospital and the necessary professional staff and appliances. Every poorhouse had also its hospital under professional control, and one or more medical subordinates were exclusively attached to the more important poorhouses. The services of five Military Surgeons and four Military Assistant Surgeons were enlisted, while the special civil medical staff amounted in the time of greatest pressure to 319 officers of all grades. The mortality among relief workers and their dependants is shown to have been extremely moderate.

In poorhouses the deaths were more numerous; but, as already explained, these institutions were really in the nature

of infirmaries. They were the receptacle of all the waifs and strays, the broken-down vagrants, the cripples and diseased, and those who lived by the exhibition of their infirmities. Here were to be found all those cases of emaciation, deformity, and wasting disease which have come to be popularly regarded as types of a famine-stricken population. In the poorhouses, too, might be found those persons who persistently neglected or refused the means of relief till they were picked up in a prostrate condition and carried to the nearest relief centre. When restored to strength and drafted to works, they would usually abscond and again wander aimlessly till strength failed. The famine produced many instances of persons who had to be saved more than once in spite of themselves. Naturally the mortality in poorhouses in severely distressed tracts was high.

The comparative freedom from illness, especially of an epidemic character, in the relief centres, and the low death-rate must be ascribed to the measures taken to secure sanitation and a good supply of pure water and to check epidemic disease on its first appearance. This matter has already been briefly treated in connexion with the operations of the Public Works Department; but as it is believed that the sanitary organization on this occasion is an entirely novel feature of relief administration it may be well to state in more detail the shape which this organization took. The rules under this head and the manner in which they were carried out are thus summarized by the Sanitary Commissioner in a valuable memorandum which accompanies this narrative:—

"'Wells likely to be used for drinking water by labourers on relief works should be examined and, if found pure, should be guarded from contamination for a week before required, and the water-supply arrangements perfected before the labourers arrive. Foul wells should be absolutely closed. Should cholera break out, the wells should be disinfected at intervals of two or three days with permanganate of potash until the labourers are split up and drafted off to other works.

"'From the labourers, Bráhmans should be selected to draw water from the wells for Hindus, and Kahárs to distribute it. The vessels employed in drawing and distributing the water should be ordinarily of metal, and scrupulously clean. Kerosine tins have been found to be most useful and acceptable.

"'A superior medical officer should inspect periodically (1) the relief labourers on relief works not of the Article 65*(a)* class; (2) the sanitary and medical arrangements in connection with such works; and (3) poorhouses and hospitals.

"'The Famine Code (section 85) provides for the erection of latrines. These should usually be on the trench system, and provided with grass screens.

"'A line of flags and posts should be placed all round each relief work, and 300 yards from the same, and great care should be taken that no nuisances are committed within the area enclosed by such flags and posts.

"'Medical officers in charge of hospitals and relief works should very carefully watch for the occurrence of any cases of relapsing or famine fever, and immediately isolate any such cases.

"'Provision for the immediate isolation of cases of cholera, small-pox or other epidemic disease should be made at each work. Grass huts, which can be subsequently burnt, will usually be the best form of isolation hospital.'

"These orders were carefully carried out. As a rule latrines at the headquarters camp on a relief work were on the trench system, and posts and flags were placed round the constantly-shifting bodies of men on road works. Where works were of a more permanent character, as for instance the digging of a tank, trenches were used. The areas were usually kept very fairly clean. Probably, however, the most efficient measure was the careful custody of the drinking supply. Particular pains were taken that people did not dip their own *lotas*or vessels into the wells, but received the water from the hands of specially-appointed water-carriers, both Hindu and Muhammadan. Along the relief works water was conveyed in water-carts for the use of the labourers. In some localities the drinking water was thus carried from a considerable distance. All doubtful wells or sources of supply were kept closed under a guard. When disease broke out, or a move was contemplated, search parties went in advance to select the sources of supply and protect them. Such search parties had also to ascertain that epidemic disease did not exist in villages in the locality to which the workers were moving. Sometimes irrigation wells in the fields were cleaned out, disinfected, and used in preference to the masonry wells, as being less likely to have been polluted. Disinfection of wells with permanganate of potash was not practised only when disease was present; it was commonly adopted if any doubt whatever existed as to the character of the supply. There is no doubt as to the utility of such a proceeding; only experience showed that to be efficacious it must be practised every three or four days.

"Where works were vacated on account of cholera, the small huts of infected gangs were burnt and not allowed to be carried on to the next camp. Disposal of bodies was carried out by specially-appointed men.

"The character and condition of the food was watched. Where necessary, local officers increased the appointed ration in particular cases. Hurtful grains, such as "khesári" dál, were excluded from the works, and vegetables and antiscorbutics were regularly supplied.

"The same principles were carried out in poorhouses and hospitals. As regards the former, rules are laid down for their conduct in the Famine Code; but as the result of observation it was considered desirable to supplement them by suggestions which were accordingly prepared and issued by Government.

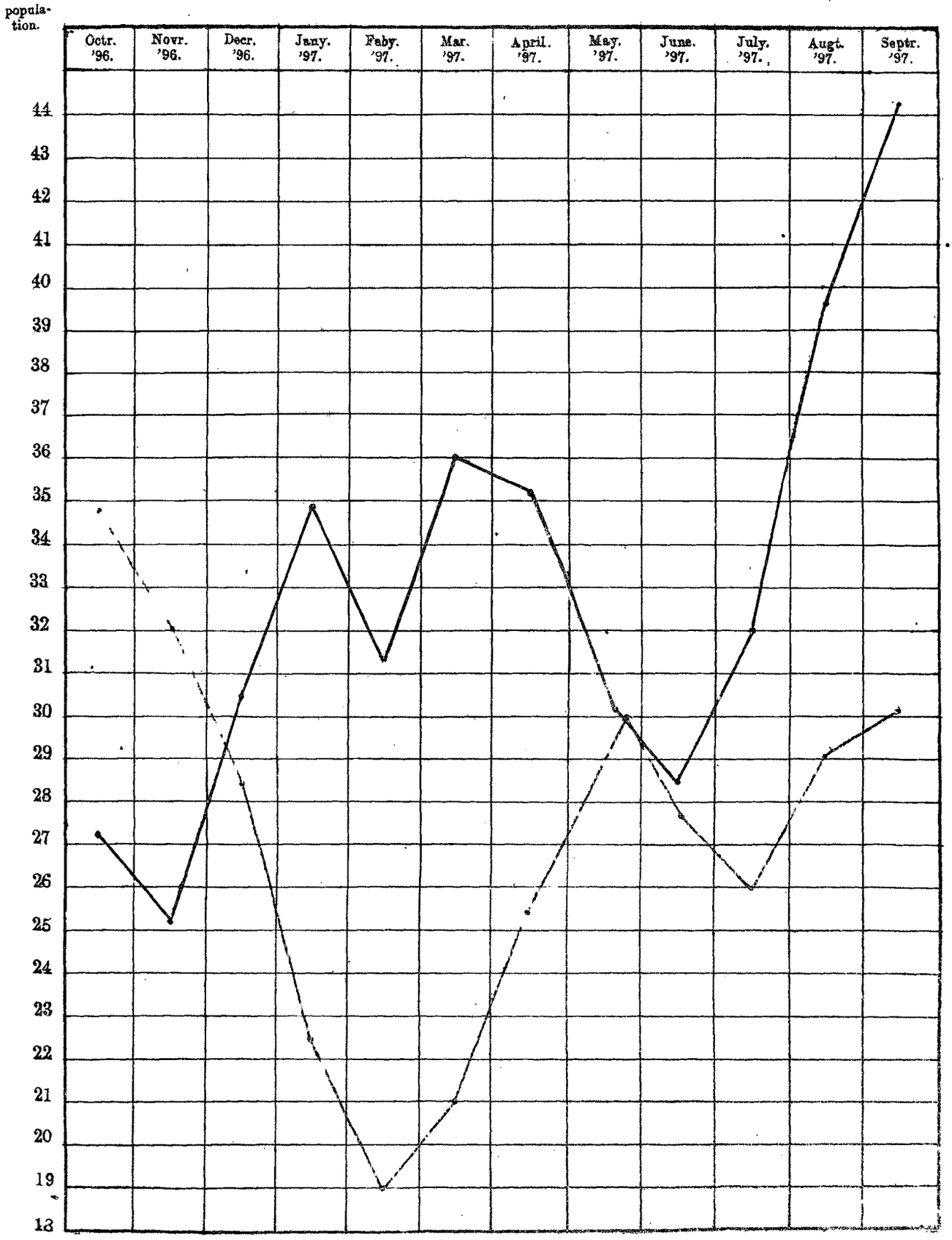
"These arrangements, which were settled and agreed upon before the institution of relief works, worked without difficulty, and the people soon fell in with the scheme. The Sanitary Commissioner, the Special Famine Medical Officers, the Civil Surgeons of districts, and the Deputy Sanitary Commissioners visited and inspected the works and camps at intervals, and the Public Works officers in charge of the gangs selected and appointed the subordinates from among the workers. Weekly reports were submitted to the Sanitary Commissioner's office by the Special Famine Medical officers, and Civil Surgeons and Deputy Sanitary Commissioners also reported as occasion required. Upon these reports instructions—telegraphic or otherwise—were issued where necessary. On the occurrence of serious disease or other emergent matter, copies of reports were sent by the Secretary to Government in the Public Works Department, to the Sanitary Commissioner, who was authorized to issue instructions direct to members of that Department to avoid dangerous delay. Throughout the whole course of famine relief measures no friction whatever occurred between the Public Works and Sanitary officers on the works; and it is largely to the assistance and co-operation of the former Department that the success of the sanitary arrangements was due.

"To ensure early recognition of distress in any locality, special arrangements were made. The health and condition of the general population was reported on fortnightly to this office by all Civil Surgeons, and from these reports a general statement was compiled and submitted to Government. District Officers also telegraphed the death-rates of their districts month by month.

"A circular letter was issued to all District Officers early in the year, requesting that measures might be taken so that all births and deaths in poorhouses and on relief works should be carefully recorded."

The great benefits derived from the use of permanganate of potash have already been mentioned in connexion with the operations of the Public Works Department. Its use rarely if ever excited any apprehension or opposition on caste grounds. Its efficacy was so popularly recognised, that in some cases village proprietors applied for a supply to use in their own wells. It undoubtedly proved a most useful agent in checking disease.

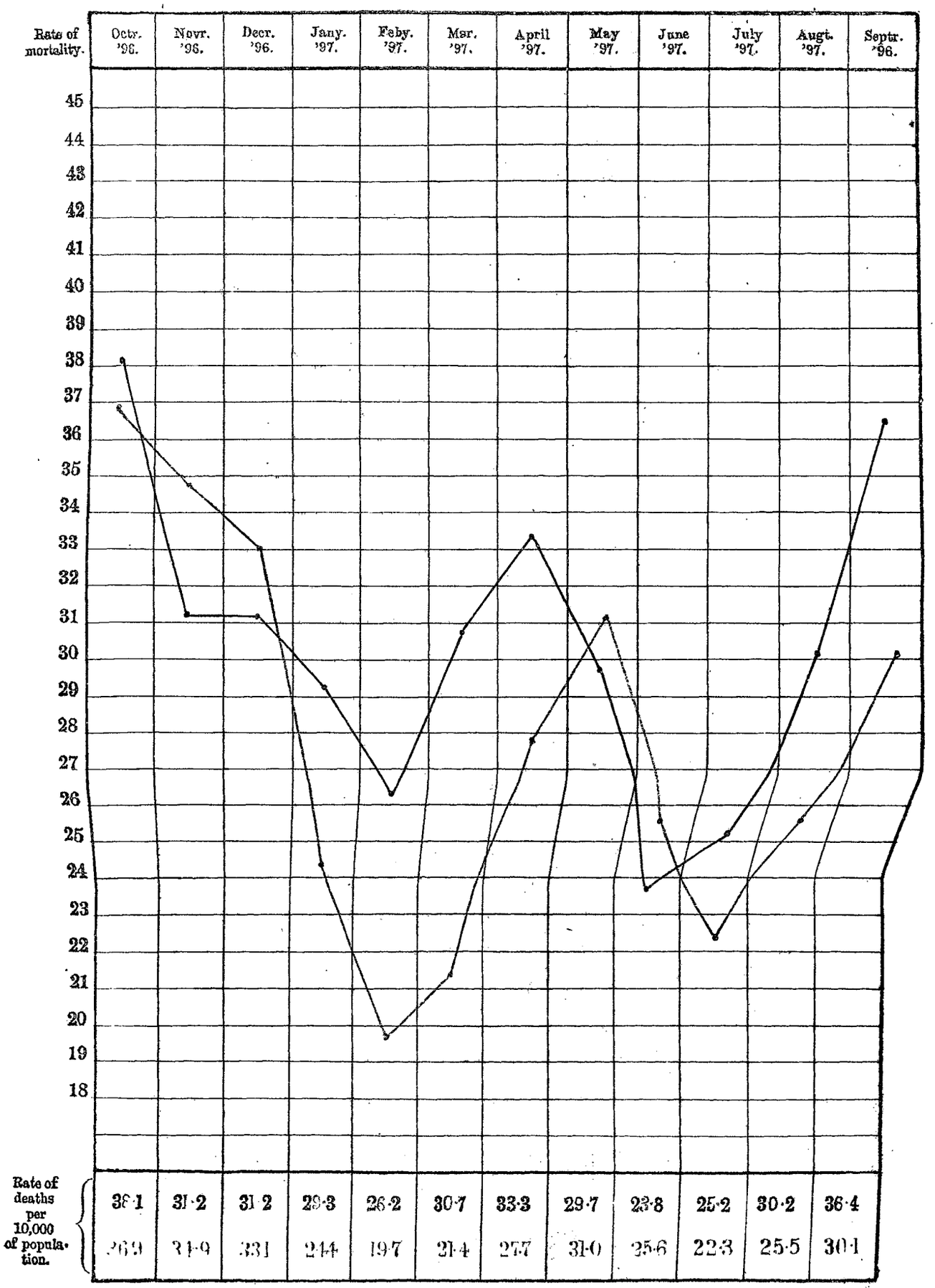
Mortality in famine districts in famine period as compared with decennial mean in same districts.



Famine period in black. ———

Decennial mean in red. - - - -

Diagram showing the mortality in Scarcity districts in famine period, compared with decennial mean in same districts.

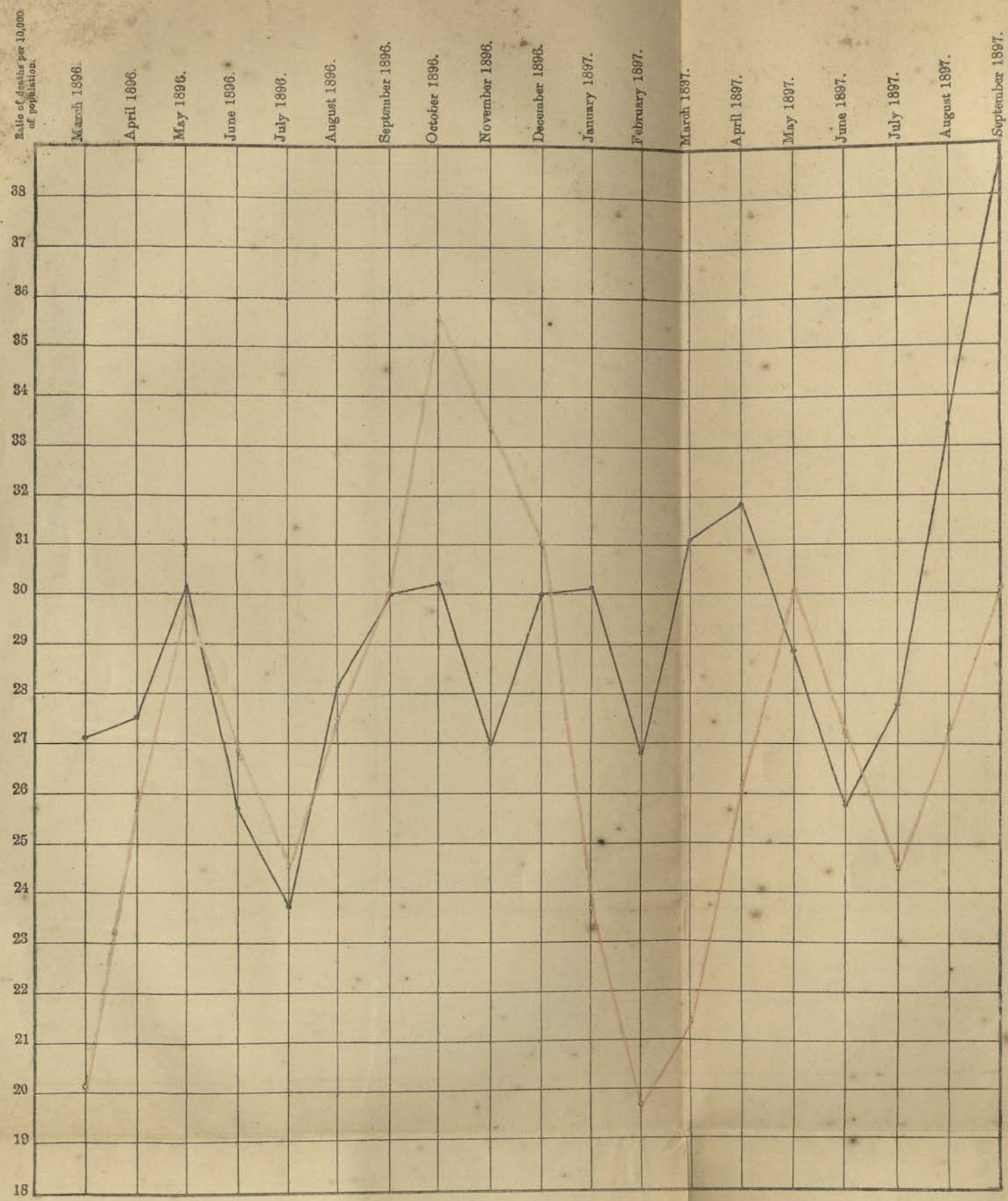


Rate of deaths per 10,000 of population.	Octr. '96.	Novr. '96.	Decr. '96.	Jany. '97.	Feby. '97.	Mar. '97.	April '97.	May '97.	June '97.	July '97.	Augt. '97.	Septr. '96.
	38·1	31·2	31·2	29·3	26·2	30·7	33·3	29·7	23·8	25·2	30·2	36·4
	26·9	31·9	33·1	24·4	19·7	21·4	27·7	31·0	25·6	22·3	25·5	30·1

Famine period in black. _____

Decennial mean in red. _____

Diagram showing Provincial Death-rate, North-Western Provinces and Oudh, from March 1896, to September 1897 with average based on figures of previous ten years.



The black line indicates the actual death-rate. ———

The red line indicates the normal death-rate. - - - - -

Outside the relief works and poorhouses the condition of the people generally can best be judged by the recorded death-rate which will presently be given for each month. The mortality is usually in almost direct relation to the severity of distress otherwise known to prevail. It was not to be expected in tracts of country where the failure of crops had been so great and continuous as to force one-third, one-half, or even a larger proportion of the population to seek State relief, and where the grain markets had only been kept stocked by imports, that no abnormal mortality would occur. Where considerable numbers of the people had been reduced to short rations and forced to subsist largely on the less nutritious articles of diet, eking out their supplies by the use of herbs, fruit, and wild produce, it was inevitable that the diseases always attendant on famine should be manifested.

The accompanying diagrams compare in a graphic manner the rise and fall of the death-rate month by month during the famine period for the Provinces generally, and also for the famine and scarcity districts. Starting in September 1896 with a death-rate slightly below the decennial mean, the advantage was maintained in that month and increased throughout October both for the whole Provinces and for the famine districts. The mortality usually falls in November, and the year 1896 was no exception. In fact the fall in the provincial rate was rather greater than usual, and in the famine districts it was almost normal. In December, however, the conditions were reversed. Instead of the usual decrease the death-rate rose slightly throughout the Provinces though still remaining below the decennial mean. The enhancement, though not considerable, was most marked in the famine tracts. The figures for the scarcity districts remained stationary. In January the death-rate, which ordinarily would have fallen sharply, remained almost steady for the Provinces as a whole, while in the scarcity districts there was a fall; but the famine group of districts displayed a further rise; these abnormal movements brought the provincial incidence a little above the average. These months were cold and wet—conditions which must inevitably tell on the large crowds encamped on relief works. Pneumonia and allied diseases were responsible for many deaths. In February more favourable climatic conditions were established. This is the month in which the provincial mortality ordinarily sinks to its lowest point. The usual fall took place in the famine and scarcity tracts as elsewhere, and in about the normal proportion. Still following the normal movement the death-rate in March rose everywhere, but more sharply than usual. For the Provinces generally it stood in this month at 3·11 per mille against a decennial mean of 2·13. In the famine districts the proportion was 3·60 to 2·13 and in the scarcity districts 3·07 to 2·14. In April there was

some improvement. Much the same districts were affected; but there was some recovery in the worst areas, and the death-rates began to fall back towards the normal level. The provincial death-rate rose as usual in this month; but the rise was much less than normal, while in the famine tracts there was an actual decrease. In the scarcity tracts there was a slight rise. The provincial rate was now 3·19 against a mean of 2·62: for the famine districts the corresponding figures were 3·52 and 2·57, and for the scarcity districts they were 3·33 and 2·77.

During May these conditions were repeated in a more marked form. Instead of the increase which usually characterizes this month, the provincial mortality fell appreciably: the fall being most decisive in the famine and scarcity tracts. The spring crops had replenished the food supply in the hands of the rural population, while the return of the warm and dry weather rendered the conditions of life more favourable to those affected before by cold and wet. The provincial death-rate was now below normal, and even in the famine districts rose but a shade above it. The same conditions were maintained in June.

There was no excessive mortality anywhere in July, but fever began to reassert itself with the development of a strong monsoon, and there was cholera among the villages where it could not be treated as effectively as it had been treated in the relief camps, which the people had largely abandoned and were now being broken up. The death-rate (2·78) rose a little above the mean (2·45), and was heaviest in the most distressed tracts. August and September are always less healthy months than July, and this year saw the usual upward movement of the death-rate, but in a pronounced form. The very continuous and prolonged rains of these months in 1897, though extremely favourable to agriculture, were fruitful in malaria. Fever became extremely prevalent and naturally swelled the death-rate among a population weakened by long privations. In August the normal mortality is 2·73 per mille: it rose this year to 3·34 and in the famine tracts, where fever was very acute, it reached. 3·96. In the scarcity districts the rise was not so marked By September the early autumn crops were ready, food supplies had become abundant, and relief operations were being rapidly wound up. In spite of the general prevalence of a bad type of malarial fever the provincial death-rate rose only to 3·86 against a decennial mean of 3·01. In the famine districts, where the conditions were most adverse, the mortality reached 4·42 per mille. In the scarcity districts the figures rose from 3·02 in August to 3·64 per mille in September.

This autumnal fever is of almost yearly appearance; its severity varies with the rainfall: being more severe when the rainfall of August and September is heavy than when it

is light; and past experience has shown that it assumes an unusually fatal form when it comes in the train of a famine. The outbreak was therefore expected, and as soon as it appeared steps were taken to meet it by the distribution of medicines on an extensive scale. Large quantities of quinine were supplied in convenient doses to all the affected districts and distributed among the people by every available agency—free to the poorest classes and at cost price to those who could afford to purchase. Enquiry showed that the fever was not of the "famine" or "relapsing" but of the ordinary malarial type; it was not confined to the poor, but fell on all classes alike, and on all with equal effect. There are obvious limitations on the extent to which medical relief can be brought to everyone, and on the efficacy of such relief. But within those limitations the same efforts were made to avert disease which had been made to avert famine, and the mortality, though high in the most malarial districts, fell short of rates recorded during unhealthy seasons when there was no famine to aggravate the conditions unfavourable to life.

In all districts fever is assigned as the principal cause of death. This heading is very general, and probably includes most cases of pneumonic and lung diseases, so fatal to people of reduced stamina (especially the very young and very old) employed on relief works and elsewhere.

The general result was that, whereas the normal mortality in the Provinces for the decennial period previous to 1896 was 33·04, during the 12 months of famine prevalence in 1896-97 it was 36·30, giving an excess mortality of only 3·26 per mille.

An abstract of the monthly returns will show at a glance how far the mortality of the famine period rose above the ordinary death-rate in any month:—

	Entire Province.		Famine districts only.		Scarcity districts only.	
	Actual death-rate.	Normal death-rate.	Actual death-rate.	Normal death-rate.	Actual death-rate.	Normal death-rate.
October 1896 ...	3·09	3·56	2·74	3·49	3 81	3·69
November „ ...	2·70	3·34	2·52	3·23	3·12	3.49
December „ ...	3·01	3·10	3·06	2 86	3·12	3·31
January 1897 ...	3 07	2 37	3 49	2·25	2 93	2·44
February „ ...	2 68	1·97	3 14	1·91	2 62	1 97
March „ ...	3·11	2·13	3·60	2·13	3·07	2·14
April „ ...	3·19	2·62	3·52	2·57	3·33	2·77
May „ ...	2·89	3·04	3·05	3 01	2 97	3 10
June „ ...	2·58	2·72	2 84	2·79	2 38	2 56
July „ ...	2·78	2·45	3 20	2·61	2·52	2·23
August „ ...	3·34	2 73	3 96	2·92	3·02	2 55
September „ ...	3·86	3 01	4·42	3·03	3·64	3 01
Total ...	36·30	33 04	39·54	32·80	36·53	33 26

The death-rate, it will be seen, rose on the whole but little above the normal average in the famine months up to July, that is for 10 months it was only 29·10 per mille in the Provinces, or 1·80 per mille above the normal. But the death-rate increased in August and September, the

malarious season. Taking the whole periodof 12 months of famine prevalence, the death-rate of 36·30 per mille may be compared with the mortality during the same period in 1893-94, when the provincial death-rate was 38·05 per mille.

The Government attaches much weight to these figures, because it can claim that in them will be found the proof that the relief organization of this famine has accomplished the object for which it was called into existence and the justification of the large expenditure which that organization has involved. That in the 12 months during which general famine and scarcity prevailed, along with the diseases which follow in their train, the death-rate should only have risen above the mean rate by 3·26 in every thousand of the population is a testimony to the success of the measures taken to secure that no section of the community should be without the means of subsistence. There can unfortunately be no doubt that some part of the abnormal mortality, however small it may have been, was due to disease induced by insufficient or unsuitable diet, and it would be rash to assert that no one during this year of trial perished from absolute want. Even this mortality would have been lessened, if not averted, had the victims roused themselves to seek or accept in time the relief which was accessible to all. The Sanitary Commissioner has thus described some of the causes which helped to swell the death-rate. Elsewhere in this narrative will be found some account of the difficulties experienced by relief officers in saving people in spite of themselves.

"Of deaths from real starvation I believe there were very few. Two factors, both very difficult to deal with, frequently operated in bringing about what might be termed an avoidable mortality. The first was the pertinacity with which the people clung to their homes even when relief works where established comparatively near. This was especially the case as regards the hill people in the south of Bundelkhand and the Allahabad district. Such people usually came on the works so reduced by chronic privation that they were unable to digest and assimilate food; and an ordinary meal often brought on dangerous, and even fatal diarrhœa. A second factor was the characteristic tendency to try and save a little money out of whatever they received. The Famine Code rations being based on what was required for fair subsistence, left little margin for such economies; and it was frequently found necessary to issue rations in lieu of wages to children and others, where the parents persisted in endeavouring to hoard up their trifling gains."

The number of deaths ascertained to be due to starvation have been recorded month by month. They amount in all to 25 deaths between September 1896 and October 1897. Each of these cases was investigated. In each the victim proved to be a wanderer, usually unknown, sometimes a migrant from some

Foreign State, who preferred a life of vagrant mendicancy and perished within reach of relief.

But though the relief measures, it may be claimed, succeeded in maintaining life, yet the reduced vitality of the people appears in the diminished birth-rate in the period which commenced nine months after the famine had set in. The statistics, set forth in full by the Sanitary Commissioner, show how the birth-rates in the distressed tracts fell off in 1897, reaching the portentously low level of ·75 per mille in Bánda in June—a sure indication of low physical condition in the previous October.

It is to be confidently anticipated that this low birth-rate will be continued throughout 1898, if not still later—a result for which some compensation is to be found in the increased provision which will thereby become available for fewer mouths. Thus the coming years should witness some improvement in the general physique and well-being of a population which will have lost in the infirm, the leprous, and diseased, but gained in well-nourished infants.

The Sanitary Commissioner draws particular attention to the small mortality from epidemic cholera usually so fatal among large collections of people and in communities reduced by privation. It is impossible to attribute this to any other cause than the extraordinary attention paid to sanitation and in particular to securing a pure water-supply on all relief works and in poorhouses. So far from these congregations of people proving centres for disease, it was often found that the disease originated in the villages and spread from them to the works. Where, in spite of the precautions detailed by the Sanitary Commissioner, cholera made its appearance, as it repeatedly did in certain districts, it was on each occasion successfully met by prompt transfer of the workers or poor-house inmates to another locality, by isolation of the infected gangs, and by the protection and disinfection of the new water-supply. Over and over again were outbreaks of cholera suppressed by these measures on the appearance of the first few cases—measures, it may be added, which were only possible and effective because, on prevision of the likelihood of disease, they were preconcerted by the local officers. The success so attained is due to the skill and devotion to duty in combating these epidemics, shown not only by the officers of the Sanitary and Medical Departments, but by officials of all classes, both European and native, who were concerned in the relief operations. In each outbreak a European officer was on the spot generally within a few hours, and remained till the necessary measures had been carried out and proved effective. Several of the staff, European and native, have lost their lives in the resolute discharge of this duty: the unprecedentedly small mortality among the workers is their best epitaph.

CHAPTER XIII.

Some reflections on measures of precaution against future Famines.

THIS being the first important famine which has visited these Provinces since the Famine Code was compiled in its present form, it was inevitable that alterations and modifications in various portions of the Code should be suggested by the new and very extended experience now gained. This narrative has touched more than once on circumstances which necessitated some new departure from the procedure or policy of the Code; and as these changes have been approved by results it is desirable that they should be embodied in the Code for future guidance. Steps have already been taken in this direction. In all matters of administrative policy or executive detail, then, the lessons of the famine will find their proper expression in a new and revised edition of the Code, and no further reference to them need be made in this place.

But there are other matters not of detail, but of larger moment, upon which the experience of the last two years has also thrown some light and suggested reflection. Some of them are matters which lie at the root of the prevention as well as the alleviation of famine, and in regard to them the Lieutenant-Governor desires to record some observations before bringing this narrative to its close.

In the forefront of all agencies which subserve the alleviation or prevention of famine stand Railways and Irrigation.

This narrative will have failed in its purpose if it has not made clear how large a part railways have played in recent years in the maintenance and distribution of the food supply, without which all the other relief measures would have been of no effect. The questions then naturally occur whether the experience of the famine period has shown any weak points in the railway system; whether any parts of the Provinces have been found insufficiently protected by railways; and if so, what is the order of urgency in which the protection should be supplied.

It cannot be said that the experience gained during the last two years calls for any substantial modification in the programme of railway construction which had been antecedently approved. So far as can now be seen, only three protective lines of railway, or rather the extension and linking up of existing lines, remain to be constructed: these are—

(1) the Ghāziabad-Moradabad-Rāmnagar line ... 150 miles.
(2) the Bareilly-Budaun-Soron line ... 60 „
(3) the Shikohabad-Mainpuri-Farukhabad line ... 80 „

The first of these will establish communication between the Rohilkhand and Kumaun Divisions and the great Railway systems which converge on Delhi. The portion of the line between Gháziabad and Moradabad will be of great use in developing the Meerut and Moradabad districts, and will tap important and fertile tracts of country. On the Moradabad side of the Ganges it will be a protective line, and on the Delhi side a much-needed collecting agency.

From Moradabad or some other suitable point of the existing systems to the important mart of Rámnagar at the fort of the Garhwál Hills, railway communication is very much wanted. Such a line would pass through a country hitherto unopened, while it will be of the utmost service to all the great extent of hill country which the existing sub-montane railways are quite unable to serve.

Communication in the Kumaun division is so difficult, and carriage so costly, that neither the railway from Najíbabad to Kotdwára, now completed, nor the railway to Káthgodám give any substantial help to the portions of Garhwál and Kumaun which would be supplied from Rámnagar. In the Himálayan districts, with a population fast growing in density and harvests entirely dependent on a rainfall which is not stable, imports of grain have of late years been often necessary to prevent or alleviate distress. This import is rendered expensive at any season of the year by the nature of the country to be traversed between the existing railway system and the marts at the foot of the hills, while in the rains it is almost impossible for the same reason. A railway line connecting Rámnagar with the existing system would therefore make a great difference in the price of grain to the natives of Garhwál and Kumaun.

The second extension mentioned would link up the narrow gauge systems on the north and south banks of the Ganges. It would have a high protective value on a large tract of country which caused anxiety this year, though the distress in it was much less than it was in the famine of 1877-78. The necessity of protection for this area will be recognised from the fact that, with a population of 400 to 500 to the square mile, only 7 per cent. of the crops are irrigated, and that the rainfall, which averages only 33 inches, is liable to much fluctuation.

The last railway project mentioned passes partly through a country protected by canals; but when it penetrates into the Farukhabad district, it traverses country which suffers from drought. The line, therefore, would be partly protective and partly distributive, and should be remunerative.

It is not considered necessary to enumerate among the railways, whose construction is needed, the various branches and extensions of the Bengal-North-Western system which have been recognised as necessary. These are the

nexus of lines intended to supply the doáb of the Ganges and Gandak, and to complete the connexion between North Behar and Gorakhpur. As it is understood that the necessity of these extensions is admitted, it is needless to dwell here upon their advantage.

When the railways now enumerated are completed, it may be fairly said that all the substantial wants of these Provinces in the way of railway communications will have been satisfied. Of course there will still remain a large field for steam tramways and perhaps light railways through the richest tracts, especially where irrigation assures a crop in all years. But these will be distributing and remunerative lines. They are not essential for protective purposes. On the whole, then, it may be said that but little remains to be done towards completing the compulsory railway programme for the United Provinces.

If the field for railway construction is gradually contracting, so also are the possibilities for the construction of useful and remunerative canals. It may be accepted as an established fact that when the Fatehpur Branch of the Lower Ganges Canal now under construction is completed and working, there will be no more water left for any considerable extension of the canal systems drawing their supplies from the Ganges and Jumna rivers. In the opinion of the Irrigation Department of this Government, the only sources of water-supply which will then remain to the Irrigation Engineer in these Provinces seem to be the following :—

Name of river.	Source and character of water-supply.
Sarda river	Snow fed: 6,000 cubic feet per second generally available.
Ken river	The Bundelkhand hills, which form the northerly and lowest terrace of the Vendhyan system.
Dhasan river	
Tons river (Allahabad)	Large, deep channels, with large flood volumes and low dry weather discharges; storage possible, with high weirs.
Rámganga river	
Small hill streams in Balrámpur, Gonda district, and possibly in Bahraich.	The outer Himálayas. Large flood volumes; low dry weather discharge.
Small hill streams in Gorakhpur and Basti.	
Small hill streams in Garhwál-Bhábar ...	
Small rivers in Bareilly district and neighbourhood.	

There are of course many more rivers in the plains of the North-Western Provinces and Oudh; but none has any considerable volume in years of drought, and the water level is generally too much below the surface of the country to allow of the construction of an economical canal.

The Sarda River project.—The Sarda river is the only river in the Provinces, after the Jumna and Ganges, which affords a sufficient and permanent supply of water: the construction of a canal system fed by it has for many years been under discussion, and several projects have been actually prepared. The original project for the Sarda canal, to cost about six crores, provided irrigation for all the Oudh districts (except

Kheri) lying between the Gogra and Ganges, and also for parts of the districts of Allahabad, Mirzapur, Benares, Jaunpur, and Azamgarh in the same doáb.

This project, however, was vehemently contested by the great talúqdárs and other landlords of Oudh, their substantial objections being that irrigation was not wanted in Oudh, that if introduced it would generate fevers; and that the intervention of the Canal official between them and their tenants would cause difficulties. In their opposition the landlords were supported by some influential and experienced officials. The opposition prevailed; and the project was dropped for a time. It was resuscitated in 1880, when drought threatened, and a modified estimate was prepared, which provided for the irrigation of the Gogra-Gumti doáb only, including the districts of Sitapur, Bara Banki, and Fyzabad and parts of Lucknow, Sultánpur, and Azamgarh. This project, which was estimated to cost 3¼ crores, was postponed indefinitely in 1883.

In October last year the failure of the crops threatened to be greater in Oudh than elsewhere, and the question of undertaking the Sarda canal as a relief work came again under discussion. The magnitude of the work, however, was so great, while the injury to the country, if a mistake were made, would be so far-reaching, that the Lieutenant-Governor decided not to enter on this great undertaking as a famine relief work without careful preliminary inquiry. But, in view of the possibility that the famine might continue for longer than a year, Sir Antony MacDonnell considered it desirable to come to some decision on the question whether a canal could be advantageously made or not. Accordingly Mr. M. King, Superintending Engineer, was deputed to enquire into the merits of the project, and he spent four months of the cold weather in doing so. Mr. King's report has not yet been finally considered; but it may here be said that, in his opinion, Sitapur, Hardoi, Lucknow, and Bara Banki are the only districts of Oudh into which canal irrigation could be profitably introduced. The facts to be deduced from Mr. King's report are, on the one hand, that the water-supply from the proposed canal would be for these four districts practically unlimited, that a canal could be made for about 4¼ crores, which would possibly return 5 per cent. on the outlay;* and that these districts would be protected from the effects of drought, their wealth greatly increased, and about 265 square miles of shallow tanks reclaimed for *rabi* cultivation.

*The question of return is very uncertain.

On the other hand, the report shows that there are serious, though probably not insuperable, difficulties attaching to the project, arising from the high spring level of subsoil water, nature of subsoil, and drainage. The construction of

the canal continues to be viewed with disfavour by a large, though a decreased, proportion of landowners and cultivators and there is some doubt whether adequate water-rates could be realized.

The matter is still under the Lieutenant-Governor's consideration; but the facts which have been established by Mr. King's inquiries show the prudence of the decision which rejected the work as a famine relief measure.

The Ken River project.—This project, which affects a portion of the Bánda district only, was prepared in 1876-77, and again examined in 1896, with the conclusion that it should not be taken up until the Betwa Canal had shown better results. Since then the Betwa Canal has irrigated about* 85,000 acres between September 1896 and February 1897; and as the Ken project seems likely to cost about the same as the Betwa Canal cost, but to give decidedly better results, it is the Lieutenant-Governor's intention to depute an officer next cold weather to revise the Ken project and bring it up to date. It might perhaps be carried out as a protective work for about 40 lakhs, and be capable of irrigating about 80,000 acres of spring crops, besides saving a considerable area of autumn crops if the rains fail in late August and September.

* Of this, 31,000 acres only got a first watering; but the crops were brought to maturity by timely rain.

The Dhasan River project.—The supply of the Dhasan (Hamírpur district) fails entirely in dry seasons, and reliance would therefore have to be chiefly placed on storage. Three projects were proposed in 1869, the most practicable of which provides for 600 cubic feet per second throughout the year, at a cost of 25 lakhs. In the case of a very dry season, however, the reservoir would be emptied by the end of March, as happens with the Betwa canal. Considerable additions to the estimate of 1869 will be required, and there is little doubt that it would cost as much as the Betwa or Ken, *i.e.* 40 lakhs. The project is a possible one, but not so good as the Ken river project.

The Tons River project.—A canal from the Tons river in the Allahabad district was prospected for, and some levels taken last cold weather. It would water a tract of some 96,000 acres (culturable area) south of the city and station of Allahabad. There is sufficient supply in the river to irrigate, with a little aid from storage, about half of this area in a dry spring season, besides giving help to the autumn crops if the rains ceased early. But the river, which is of the same character as the Betwa and Ken, is liable to very heavy floods, and the cost of the head works would probably be almost prohibitive considering the limited area commanded. The canal would not cost less than 25 lakhs.

The Rámganga River project.—Several projects were proposed about 1869 for a canal from the left bank of the Ganges, which was to assist one from the right bank of the Rámganga. There was also a project for a canal from the left bank of the latter river. These were for the irrigation of the Bareilly, Bijnor, Moradabad, and Budaun districts. They were finally abandoned in 1876 because (among other reasons) there is not sufficient water-supply at times for the existing Ganges canals; because the spring level is generally near the surface, and temporary wells can be made cheaply in many places; and because canals from the Rámganga would cost a very great deal in comparison with the results they would be likely to produce. From this it is apparent that the prospect of irrigation from the Rámganga is not hopeful.

There remain the possibilities of irrigation from small hill streams; but it is unnecessary to consider these in detail. Such irrigation, though beneficial to the lands served, must, without very costly reservoirs, always be on a small scale; moreover, the water level near the hills is generally near the surface; and the irrigation from these streams can have but slight effect on the general food supply, while it raises intricate questions of private rights which often militate against effective and prompt action.

It may be added, however, that this source of irrigation has not been neglected by Government, wherever it can control the course of the streams, as in the Kumaun Tarái. Even further away from the hills—as in some of the Rohilkhand districts—small rivers are more or less utilized for irrigation under Government control. From time to time a river is taken up and the system of irrigation improved; but, it is repeated, the improvement in this direction can only be in a small way.

To recapitulate. The Sarda scheme, which is one of great magnitude, has been lately enquired into and reported on, and is under consideration. The Ken project, costing about 40 lakhs, seems likely to be a useful protective work, and the estimate will now be brought up to date. The Dhasan project will be further examined should the construction of the Ken canal be put in hand. The Tons scheme is too expensive for the small area commanded. The Rámganga schemes give no promise of success. There are no other considerable sources of supply; but improvements and extensions, in a small way, will continue to be made in submontane tracts.

The preceding observations show that, in the Lieutenant-Governor's opinion, there is not, if the great Sarda canal scheme be excluded, much scope in these Provinces for further extensions of canals. Without prejudging the conclusion he may come to on a further careful and leisurely examination of the case, Sir Antony MacDonnell is not

sanguine that the Sarda project will be practicable. If not, then the best hope for an extension of irrigation lies in the construction of wells. Sufficient reference has already been made to the great benefit which in a single year has resulted even from temporary wells. From masonry wells, which command a perennial water-supply, the advantage is increas-ed manifold. It should be the declared policy of the Administration to promote the construction of those wells. The construction of them should be actively encouraged by the grant of liberal advances. It has been alleged in some quarters that the state of the law of landlord and tenant discourages the making of wells—of all agricultural improvements the most necessary and the most within the tenant's reach. This is a matter which calls for examination with a view to the removal of obstacles to investments of capital which cannot fail to be beneficial to both landlord and tenant.

During the last two years the incidence of the Government assessments of land revenue upon the cultivated area has constantly engaged the Lieutenant-Governor's attention. It has been stated in some quarters that the condition of the cultivator has been, of recent years, changed for the worse by reason of excessive increases in the Government revenue, and that his power of resisting the pressure of adverse seasons has been proportionately diminished. In the following chapter reasons will be given, based on the experience of the present and previous famines, in favour of the view that, generally speaking, in these Provinces the cultivator's power of resistance has not decreased within recent years, but has improved. Still it was desirable to ascertain whether, in the Bundelkhand region especially, the acuteness of the distress might not, to some extent, have been aggravated by local and exceptional circumstances connected with the land revenue assessment.

From the personal experience of settlement operations on a large scale which the Lieutenant-Governor has had since his assumption of office in these Provinces, he is satisfied that the principles upon which the Government share of the assets of landed property is assessed are reasonable and sound, and that the various settlement authorities in carrying these principles into effect act fully up to the spirit of their instructions. But it may have happened that settlements concluded several years ago, during the cycle of prosperity, have become harsh and onerous in the adverse seasons, which have recently visited the Provinces. It is with the view of ascertaining whether, in any particular locality, the assessments of the past have fallen out of harmony with existing conditions that the Lieutenant-Governor has directed a special inquiry to be made. This special inquiry is now being conducted in the Bundelkhand region. It will, if necessary, be extended to other tracts in which the famine has been most acute; and its objects will

be to discover what the exact condition of things is and whether within recent years there has been any agricultural depression which can be fairly attributed to other than merely climatic causes. Should this inquiry bring to light that the assets of landed property have seriously decreased, either permanently or owing to temporary causes, and that the Government demand presses heavily on any estates, then a suitable remedy will be applied.

Only one word more remains to be said in this brief summary of questions which have, during the recent relief operations, attracted the Lieutenant-Governor's attention. The lesson which, above all others, famine experience teaches is the necessity for timely preparation. It is impossible, therefore, to exaggerate the importance of maintaining, from year to year, a careful watch on the character of the seasons, on the nature of the harvests, and on the condition of the people. Opportunity for insisting on this matter was recently taken by the Government of these Provinces in connexion with an interesting note on agricultural depression recently submitted by the Director of Land Records and Agriculture. It is the practice for District Officers to submit annually reports regarding agricultural prosperity or deterioration which are or should be based on the facts recorded in the agricultural registers maintained by the local kanúngos or revenue supervisors. Commenting on the shortcomings of such reports, the Government made the following remarks:—

"It is desirable that steps should be taken to derive full advantage from the information that is contained in these reports, or that should be found in them if they were properly compiled. They should, in the opinion of the Lieutenant-Governor and Chief Commissioner, embody the experiences of the individual districts during the years to which they refer. The history of past years shows that the climatic conditions of the province vary considerably from year to year, and yet that all these variations have been generally experienced at some time or other within a cycle (the length of which has been differently estimated by various authorities), after which they repeat themselves. In other words, an accurate account of the agricultural condition of the province and its individual districts for that cyclical period will afford instances of all the various forms of depression affecting a district, either as a whole or in part, to which that district is ever likely to be subject. If, then, these records of the annual history of a district for the whole period of such a cycle of years be compiled with accuracy and intelligence, and so collated as to form a connected and intelligent account of the agricultural history of the district for that period, we should have for all time a valuable and useful guide for Government and for the district officials to the weak points in the agricultural prosperity of each district, and more especially regarding the manner, the extent, and the precise localities in which it is affected by climatic variations. With this object in view it is not sufficient that these records of a district's vicissitudes should be found in annual reports. They should be carefully examined by the Director of Agriculture; where from any cause they are defective, the defect should be rectified at once; the significance of the records of one year compared with its predecessors should be noted; and after every five years all the reports should be collated and

the inferences or results set forth in a clear light. Thus a manual of the agricultural conditions of each district might, in time, be compiled, which would be invaluable to Government and to all officers to whose charge the district is entrusted in future.

"The two great dangers to which the agriculture of this country is exposed are undoubtedly flood and drought. The evils resulting from either one of these calamities have the effect of blinding the observer for the time being to the disastrous effects of the other. There are in most districts portions in which floods are the more serious evil, and to which a dry year brings relief; there are other portions in which drought has the more serious effect for evil; and yet again other parts, such as the *bhur* tracts, which suffer almost equally from excesssive or from deficient rain. It is, on the other hand, fortunate that what is a serious evil in some portions of the province carries with it some compensating advantages in other parts. But with a careful and intelligent account of the effect of the climate on every district and its component parts, an account based on actual experience extending over a cycle of years, it is hardly possible that any climatic danger could overwhelm a district and take by surprise those who are responsible for its administration without their being prepared for the evils they would have to face and guided as to the measures they should take to counteract them."

It is believed that the adoption of the system indicated in the preceding extract will place a District Officer in a position to know well beforehand what he has to expect, and thus enable him to advise the Government as to the future, and to take these timely precautions which prevent surprise and thereby rob a famine of something of its terrors.

CHAPTER XIV.

General considerations regarding the condition of the people, and the power of resistance to distress displayed by them. Conclusion.

ALL inferences as to the economic condition of the Provinces must no doubt be qualified by the extent and effectiveness of the relief system; but discounting this, the belief may fairly be entertained that the agricultural classes were not without resources which enabled them to oppose on this occasion an unwonted resistance to an unprecedented pressure. For this belief many reasons can be given. In the first place, this famine period was free from that general lawlessness and disorder which characterzed the famines of the earlier part of the century. Without labouring a comparison or insisting on conclusions from statistics which are often too imperfect to admit positive conclusions, it may be said that the narratives which have been preserved of the earlier famines down to the famine of 1837-38*—both before and immediately after the introduction of British rule—leave no doubt as to the social conditions which prevailed at such times. Each story is one of rapine, plunder, and desolation: the strong preying on the weak, the effacement of law and order, and the wholesale abandonment by the people of the tracts of country in which famine existed. The contrast between the past and the present is wanting in minute detail; but the broad lines are clear and unmistakeable.

* The official record of this famine states as follows:—

"The beginning of trouble in 1837-38 was marked by a spirit of lawlessness and freebooting throughout the country. Neither the stores of the merchant nor the grain in transit was safe from attack. The starving people forgot all rights of possession, and violently laid their hands on their neighbours' supplies. In almost every district a larger police force had to be entertained, and this item added in no small degree to the burden of Government."

Again the history of the earlier famines shows them to have been invariably accompanied by migration on a large and organized scale from the distressed tracts. As soon as the crop failure and the exhaustion of food supply were declared, a movement of the population set in towards those parts of the country where either the information or the traditions of the people led them to expect that food and work could be found. Such records as exist of famines which occurred in the last century or in the early part of this century show that whole tracts of country were thus left desolate by the withdrawal of a large part of the population, and that the affected districts took years to recover from the loss of their population.

This feature of famine times was conspicuously noticed as late as 1837. In 1860-61, and again in 1868-69, extensive movements of the population were observed either in the

shape of migration from one part of the Provinces to another, or of emigration from the affected parts of these Provinces towards the country lying outside, or the immigration from Foreign States of people attracted either by the greater prosperity or by the existence of relief measures in this territory. Even in 1877 there was much migration and wandering of the people within the Provinces, and there was a very noticeable movement of emigrants from Native States into or through certain British districts. In strong contrast with this characteristic of previous famines was the entire absence during 1896-97 of any organized movement among the people, or even of desultory wandering on any noticeable scale.

The foregoing narrative has, indeed, shown that a substantial number of emigrants from Native States found their way to the relief works and poorhouses of parts of these Provinces; but even here there does not seem to have been any concerted or considerable movement of the population of these States. It is true that on this occasion there was no general failure of fodder, and therefore that incentive was wanting which leads pastoral or agricultural communities to wander in search of pasturage for their cattle. This, however, goes but a small way towards explaining the unusual stability displayed by the population on this occasion. A fuller explanation is to be found in the measures of Government which encouraged the people to settle quietly in their homes under the assurance that they would receive such protection and support as the resources of Government could extend to them. Undoubtedly this tranquillizing influence had very great effect; but with full consideration for all these exceptional circumstances, it is probable that, unless there had been some very substantial improvement in the economic conditions of the Provinces, the migrations in search of food and labour, which characterized earlier famines, must have been repeated, even though on a diminished scale.

Another argument in support of the growing substance and wealth of the people is to be found in the rapid recovery of agriculture, which characterizes recent famines. This recuperative power has been of gradual, not sudden, growth. In the absence of agricultural statistics it is impossible to formulate a precise comparison; but from such general accounts as exist some inferences may be drawn.

The contemporary accounts of the condition of the country show that the famines of 1783 and of 1803-4 were followed by waste and desolation, which ensued from the exhaustion of agricultural stock and agricultural labour.

Colonel Baird Smith, a competent investigator, has ascertained that—

"the famine of 1837 so affected the agricultural prosperity of the affected districts that the stamp of this terrible famine remained uneffaced in the

Agra division by the lapse of two-and-twenty years, and that the State received from that division less revenue by an aggregate amount of Rs. 1,32,85,000 than it would have done had it been possible by any expedients to have warded off the catastrophe."

In 1861 the recovery was more rapid, but the country affected in the North-Western Provinces (about 10,000 square miles) was comparatively small and the adjacent regions had good crops.

In 1868 these Provinces "felt only the fringe of the famine" and naturally soon recovered from its after effects.

In 1877 the famine, it is true, was not preceded by years of scarcity;* but the distress was severe while it lasted. Its effects were not so much manifested in the spring sowings, which followed it immediately under favourable conditions, as in the *kharíf* sowings of the following year. These showed a decrease of 3 per cent. under the normal cultivation. There was therefore some deterioration.

* "The seasons of 1874, 1875, and 1876 were favourable in the North-Western Provinces and Oudh, and the harvests of those years were considerably above the average. The stocks depleted by the drought of 1873 and the drain to Behar (in 1874) were thus replenished, and became abundant and cheap, prices being lower than they had been for more than 20 years."—*Indian Famine Commission's Report, page* 191.

It would be too early to attempt an estimate of the future effects on the Provinces of the trial, the severest within the century, through which they have just passed; but it is possible to observe the unprecedented rapidity with which agriculture is recovering as soon as natural conditions permitted its resumption. The great failure of the autumn harvest of 1896—itself preceded by several bad years—was succeeded in 1897 by a *rabi* which gave only 60 per cent. of a normal outturn. Yet there is, throughout the Provinces generally, no trace of the desolation and loss or deterioration of cultivation or exhaustion of agricultural labour which followed those earlier famines. On the contrary, the Director of Agriculture, reporting on the 9th November 1897, says—

"The area under the *kharíf* (autumn) harvest is now calculated to be 3½ per cent. above the normal, and there has been virtually no crop failure anywhere. The outturn is (with the exception of two doubtful districts) given as from 14 to 16 annas, and several District Officers go up to 17 and 18 annas. An exceptionally fine harvest has been secured over all the Provinces in an abnormally full area.

"The cane crop, as already mentioned, is above the average except in parts of Rohilkhand, where a 13 and 14-anna crop is estimated. For the *rabi* (spring) harvest it would be premature to make any forecast, though by all accounts a fully normal area is being sown."

This statement of the existing condition of agriculture goes to show that the people have resumed the usual tenor of their lives with energy, undemoralized by the hardships or the incidents of the preceding year. The only circumstance which has come to the Lieutenant-Governor's notice tending to suggest deterioration is the cultiva-

tion in certain tracts of a larger area with oil-seed instead of the more valuable wheat, owing to the dearness in the price of wheat for seed and the comparative cheapness of the oil-seed. But even this circumstance affects only the most distressed part of the Allahabad division and it needs confirmation : on the whole there would seem to be no substantial deterioration, and this fact would seem to indicate an improvement in the resources and in the resisting power of the population.

Any estimate of the economic effects of different famines is necessarily obscured by the success of relief measures in modifying or averting those effects. It is constantly necessary, therefore, in comparing the condition of the period during and after the present and past famines, to remember that relief was, upon the present occasion, distributed in a complete and effective form, for which no previous parallel can be found in these Provinces. What would have happened had relief measures not been initiated before distress appeared and developed as it expanded, must remain largely a matter of speculation. To this modifying influence the further qualification must be added, that modern improvements in communications and the canal irrigation have completely altered the economic conditions in these Provinces. Reference has already been made to the effects of the system of irrigation in protecting the country from drought and promoting cultivation. The influence of improved communications has been even more important and more general. Railways have opened new markets, made the surplus of one region available to supply the deficiency of another and stimulated the cultivation of more valuable staples. Cultivators have obtained a certain market and an enhanced and stable price for their produce. Grain which, in seasons of plenty, used to rot in the fields or perish by waste or deterioration before it could be consumed, has become a profit to the producer and an addition to the general resources of the country, in which more of it seems to be consumed than used to be the case or than can be attributed to the mere growth of population. Ignorant or short-sighted alarmists find in these movements of trade proof that the resources of the country are being dangerously exhausted by the new facilities for carriage. The experience of this famine—a famine of slow growth, wide extension, and great severity, and therefore a crucial test of the subject under notice—has shown that large stocks of food are still kept in reserve in accordance with immemorial practice, and that the same facilities which permit the export of a surplus enable the consumers in times of scarcity to supply deficiency by import.

All observers are combined in thinking that the high prices of recent years, together with the increased facilities for transport, have enabled the cultivating classes to derive much profit by the sale of their surplus produce. This has

added to their wealth, and enabled them to improve their general standard of living. How long this improvement will last, how long the surplus which makes it possible will continue to be produced, depends on the growth of population, the progress of agricultural improvement; the maintenance of moderate taxation, and finally on the advance of general enlightenment. Into speculations on these interesting subjects the Lieutenant-Governor will not now enter; but he has faith in the future, in the people, and in the equity and resourcefulness of British statesmanship.

But, if we may hopefully regard the prospects of agriculture in these Provinces, there is another and a less pleasing aspect of the case. Beyond the cultivating classes there is a large and growing section of the community who subsist by day labour, whose wages have not generally risen with the rise in prices. It would be incorrect to say that this class has appreciably shared that improvement which the cultivating classes owe to extended irrigation, better communications, and higher prices.

During the present famine the vast bulk of the recipients of relief were persons of the labouring class. Cultivators or their families were found in fewer numbers upon relief works, and scarcely ever entered the poorhouses. Even the gratuitous village relief was very largely bestowed on the helpless families of day labourers and artizans. The form in which pressure upon the cultivating classes chiefly manifested itself was in the unusual share which they themselves and their families took in field work, for which they had been accustomed to employ hired labour. In those districts which escaped crop failure the pressure fell almost exclusively upon the town population, to whom the high prices of agricultural produce brought only distress. Yet even in such tracts the general prosperity which prevailed enabled such classes, largely artizans, to find employment and subsistence without recourse to State or charitable relief.

The general conclusion, then, which the Lieutenant-Governor is disposed to draw is that the cultivating classes, whether tenants or proprietors, have displayed in this famine a command of resources, either in the shape of capital or credit, and a power of resistance, which have not been paralleled in any previous period of scarcity; but that this improvement has not been materially shared by the labouring classes. The labouring classes would probably have suffered more severely than before but for the extensive and elaborate measures organized by Government to assist them.

Perhaps some encouragment for the future may be found in a movement, which has set in, of labour from the congested districts in the eastern part of the Provinces towards Assam and Eastern Bengal, which have become accessible by

the extension of railways. If relief is not found in emigration of this sort it is difficult to see from what direction relief is to come. For industrial enterprises are of slow growth, while the waste tracts within the Provinces suitable for cultivation are no longer considerable, and further extensions of canal irrigation are limited by the appropriation of all the chief sources of water-supply.

CONCLUSION.

THE story of the famine has now been told. The foregoing narrative has explained how the disasters of four successive years so reduced the resources of the people that in the worst afflicted tracts famine asserted itself in the summer of 1896: it describes how the failure of the rains in 1896 intensified that famine, and extended it over large tracts that had so far struggled against the adversities of the seasons: it sketches the organization created to bring relief in suitable shape to all classes of the famine-stricken population: it tells how the famine grew in extent and acuteness through the winter months of 1896-97, and how the relief was developed to meet the increasing distress: how the spring harvest of 1897 lightened the pressure in all but the worst districts, and how the advent of the rains brought about new conditions favourable to the people, but necessitating new dispositions to meet them: it shows how the pressure slowly relaxed as the field of agricultural labour reopened with the progress of the rains, and how it disappeared as a bountiful autumn harvest replenished the food stores of the Provinces and rendered it possible to wind up by cautious steps the various relief measures which had for many weary months been the sole resource of hundreds of thousands of destitute people. The operations of the Department of Public Works have been described with the necessary technical detail, and the other agencies which co-operated in the work of relief have been portrayed and their results exhibited. The question of prices and food supply has been examined; the movement of crime has been measured, and the law-abiding character of the great mass of the people has been acknowledged; the possible extensions of the Railway and irrigation system have been glanced at, and the need of preparation and foresight in connection with seasonal changes and agricultural gain and loss has been adverted to.

Some effort has been made to illustrate the social and economical condition of the people, their resources and their power of resistance to natural calamities, by comparison with previous famines and their consequences to the community; and, finally, the state of public health during the famine period has been stated and cited as the test and crown of the great and complex organization whose object was to preserve human life.

The statistical results of the various forms which the relief measures took have been duly exhibited, and it is not necessary to repeat them here in detail. But by way of final summary it may be said that the famine and scarcity extended with various degrees of intensity over an area of more than 72,500 square miles with a population of 34½ millions. Beyond this lay an area, co-extensive with the Provinces, within which the pressure of high prices fell heavily on all, and particularly on the labouring classes.

The relief measures, which commenced in Bundelkhand in March 1896, continued till the middle of October 1897. The number of persons who received support for one day amounted to 304 millions of people in round numbers, or if the relief given from the Indian Charitable Relief Fund be included to about 334 millions, a total which is nearly equal to the population of the United Kingdom, of India and the Colonies.* This is equivalent to a daily average of 1,688,000 persons supported for six months. The cost to the State (all charges included) amounts to two crores and 17 lakhs of rupees or £1,400,000 at the present rate of exchange. Each person supported represents a daily charge to the revenues of 13 pies or ·07 of a rupee.

*The Statesman's Year-Book for 1897 gives the population of the United Kingdom of India and the Colonies as 347,278,469.

The indirect loss in the remission of land revenue has been already stated at 60 lakhs of rupees. The famine has also had injurious effects in various other sources of revenue, such as Excise, Stamps, and Income Tax. It will not be possible to state the loss in these departments until the year's accounts are balanced; but the probability is that it will be covered by about 25 lakhs.

Thus the direct and indirect cost of the Famines of 1896 and 1897 to the Government of India may be put at about three crores of rupees, or two million pounds sterling at current rates of exchange.

In 1896 the death-rate for the United Provinces was 33·32, and for the 12 months—October 1896 to September 1897—during which the famine prevailed, the rate was 36·30 per thousand of the population. The similar rate for the previous decennial period was 33·04.

In these few figures is concentrated the history of a series of great calamities mitigated by efforts which taxed all the resources of the Government and all the energy, skill, and devotion of its officers. They represent much suffering borne with submissive patience and quiet endurance by the people, and great difficulties overcome, under Providence, by the unwearying toil, the humanity, and the patient resolution of a great body of workers.

It is, perhaps, too soon to make a proper estimate of the political effect of the measures by which Government

exerted itself to save its subjects from the effects of this famine. Some officers report that there are no noticeable manifestations of gratitude. Other officers, and these not the least observant, give an entirely different opinion, and say that the feeling of gratitude is deep and widespread among all classes. An observant European officer, noticing the confidence with which the children, at first timid, now meet advances, writes as follows: "The utter confidence of the children" (in the Government official) "is a curious and very touching thing to see. Young "lads and children have keen ears and close memories. Their "looks and manners are the surest indication of what "kind of pictures their parents paint in their home talk. The "pictures must be in warm and glowing colours."

A most trustworthy native officer says that in his district the feeling of the people finds expression in the saying that the *Sarkár* has saved them from ruin like that of a *Bharat*. A *Bharat* is that war of universal desolation which is familiarized to the Hindu mind by the great Hindu epic.

It has already been noticed that the ballads of the *Holi* festival, last March, sang, in rude verse, the story of the bountiful charity that was being then dispensed. The songs of the people disclose their thoughts.

The Lieutenant-Governor believes that the relief operations now closed have inspired a feeling of gratitude and confidence; and his hope is that this feeling will grow and endure when the vicissitudes of the struggle are over and the return of prosperity allows the people to fully realize the nature and extent of the efforts made in their behalf during the time of the trial. Of all the measures by which relief was conveyed to those who needed it, the one which most profoundly impressed the people was the system of gratuitous outdoor relief. Outdoor relief at the homes of the people did not merely preserve life and mitigate those material hardships which are inseparable from other forms of relief. It also respected those customs, feelings, and prejudices—half estimable, half pitiful—which are often dearer than life itself to those whom Government undertook to protect. The people were struck both by the benevolence of the motives which inspired this kind of relief, the generosity with which it sought no return, and the immense and elaborate organization created to administer it. They found in it a type and a proof both of the power and resources of the Government and of its humane care for even the feeblest of its subjects.

The very magnitude of the relief operations would make them impressive.

A two-fold duty alone remains for the Lieutenant-Governor to discharge. One is to express the grateful acknowledgments of this Government to the Governor-General in

Council for the constant encouragement, consideration, and support which he has accorded to it in the fulfilment of its task. The second duty is to place on record this Government's appreciation of the services which have secured the success of relief measures during this memorable year. It is difficult for the Lieutenant-Governor and Chief Commissioner to express his sense of the greatness of these services; but he has endeavoured in a separate proceeding to set forth the names and services of those officers of Government and private gentlemen to whom he is most beholden for sustained and effective work. When almost every officer of Government, each in his own grade and sphere, has rendered good service, it is not an easy task, nor one free from suspicion of invidiousness, to single out individuals for special mention. But the excessive severity of the distress in particular districts threw upon the officers posted there an enhanced degree of responsibility and an increased burden of hard work which did not fall to the share of their colleagues in other districts. The officers, thus tried by circumstances of the greatest difficulty and danger, have exhibited a zeal, self-sacrifice, and resourcefulness in meeting difficulties, which have been worthy of the best traditions of their services; and the Lieutenant-Governor tenders to them his special thanks. The most prominent are—

Of the Civil Service of India—

Mr. A. W. Cruickshank, Commissioner, Allahabad Division.

„ H. C. Ferard, Collector of Bánda.

„ D. Calnan, Collector of Jalaun.

Of the Public Works Department—

Mr. C. G. Palmer, Superintending Engineer, Allahabad Division.

Colonel R. R. Pulford, C.I.E., R.E., Superintending Engineer in Oudh.

Of the Medical Department—

Surgeon-Lieutenant-Colonel Thomson, Sanitary Commissioner.

The Lieutenant-Governor desires also to mention in this place the name of Mr. C. W. Odling, the Chief Engineer and Secretary to Government, who during the two famines powerfully contributed to the success of the operations of the Department of Public Works which, under the orders of Government, he directed.

Among the many non-official workers in the great charitable field, the Lieutenant-Governor would take the liberty of specially mentioning the name of Miss Hewlett of the London Mission, whose self-sacrificing labours among the poor at Mirzapur attracted his particular attention.

The names of the native noblemen and gentlemen who have helped the Administration by active personal assistance or in other ways have been recorded with suitable

acknowledgments in a separate minute; but here the Lieutenant-Governor desires to acknowledge the great benevolence displayed during the year by His Highness the Mahárája of Benares.

ORDER.—Ordered that a copy of this Resolution be submitted to the Government of India, Revenue and Agricultural (Famine) Department.

Ordered also that a copy be published in the *Government Gazette*, North-Western Provinces and Oudh, for general information.

T. STOKER,

Secretary to Govt., N.-W. P. and Oudh.

FURTHER PAPERS

REGARDING THE

FAMINE AND THE RELIEF OPERATIONS

IN

INDIA

DURING THE YEARS 1896-97.

No. VI.

(IN CONTINUATION OF [C. 8739].)

NARRATIVE OF THE FAMINE IN INDIA IN 1896-97.

BY

T. W. HOLDERNESS, I.C.S.

Presented to both Houses of Parliament by Command of Her Majesty.

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GOVERNMENT OF INDIA.

DEPARTMENT OF REVENUE AND AGRICULTURE (FAMINE).

NARRATIVE

OF THE

FAMINE IN INDIA

IN

1896-97.

BY

T. W. HOLDERNESS, I.C.S.,

DEPUTY SECRETARY (FAMINE) TO THE GOVERNMENT OF INDIA.

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NARRATIVE OF THE FAMINE OF 1896–97.

1. The account given in these pages of the famine of 1896-97 has no claim to be more than an imperfect sketch put together from incomplete and scattered materials. For a complete review of the subject the reports of the Provincial Governments are required, and some time must elapse before all of these are ready. Famine operations have nearly closed in Bengal, the North-Western Provinces and the Punjab. But in the Central Provinces the relief of distress still occupies the energies of the local administration, notwithstanding that agricultural prospects there are excellent; while in Madras, Bombay, and Burma the protraction of the period of drought till the end of August makes it at present difficult to say when relief operations there will completely terminate. It is thought that a general account of the famine will be of some interest while its events are still fresh, and that a detailed discussion of the measures undertaken to combat it and of the questions of administrative policy which arose from time to time during the progress of these measures may be postponed until more complete information is available.

I.—The cause of the famine.

2. The cause of the famine of 1897 was the early cessation of the autumn rains of 1896. The south-west monsoon was late in establishing itself in June 1896 on the West Coast, and from its first appearance was ill-distributed and fitful in character. Throughout July the rainfall was more or less deficient in Bengal and Central and Northern India, and gave rise to apprehensions. In August the monsoon appeared to have recovered strength, and frequent cyclonic storms gave heavy rain to the Central Provinces, Central India, and Rajputana. Elsewhere in Upper India the rainfall was in defect. Early in September the hopes of an improving monsoon were disappointed. The rainfall was in large defect over by far the greatest part of India, and was in excess only in East and North Bengal, South India, and Lower Burma. During this month irretrievable injury was sustained by the rain crops. In the North-Western Provinces and Oudh the average rainfall in September is from 5 to 8 inches, being lowest in the west and highest in the east. In September 1896 no division of the provinces received more than 1 inch, and in most the fall was considerably less. In the Punjab the fall was under half an inch, except in the north and the hill divisions, against an average of 3 to 5 inches. In the Central Provinces less than half an inch fell in the western and central tracks where the average September rainfall exceeds eight inches. Berar received ·38 of an inch against an average of 6·23 inches. The fall in Rajputana and Central India was equally small. In the Bombay Deccan 1·20 inches fell against an average of 5·53 inches, and in Khandesh ·96 of an inch against 7 inches. In the Madras Deccan the fall varied from 1 to 2 inches against an average of 5 inches. In Bengal and Behar the defect was less, and but for the cessation of the south-west monsoon early in the following month this part of India would have escaped without serious damage. In October virtually no rain fell in the Punjab, the North-Western Provinces and Oudh, Rajputana, Central India, the Central Provinces, or Berar. In the Bombay and Madras Deccan from $\frac{1}{4}$ to 1 inch fell in place of the normal rainfall of 4 to 6 inches. This following the protracted drought of September completed the ruin of the crops over vast areas, and made sowings for the cold weather crops almost impossible without the help of irrigation. In Bengal the October rainfall is in ordinary years larger in amount and of even more importance, on account of the late rice crop, than in Upper India. In most divisions in Bengal proper the average fall in October is from 4 to 6 inches: and in Behar nearly 3 inches. In October 1896 Behar was rainless, and throughout Bengal proper the fall in most divisions was under 1 inch. Orissa received ·09 of an inch against an average of 5·85. The late or winter rice crop, representing half the total cropped area of the Province, sustained great injury. In many places three-quarters of the crop was lost. For the whole of Bengal, Orissa and Behar

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the yield of the rice crop is returned at 9½ million tons against 20½ millions, a loss of more than half the crop.

The early withdrawal of a weak south-west monsoon was followed by a still weaker north-east monsoon, on which the eastern and central districts of Madras chiefly depend. In the central districts only ·36 of an inch fell in October against an average of 5·21 inches; and along the East Coast the deficiency was still greater.

3. Thus the month of October closed with the entire Indian continent face to face with the most wide-spread failure of the rains and the gravest impending famine of the century. From this extreme peril it was rescued by most opportune and unlooked for rain in the succeeding month.

4. In the first week of November scattered showers fell in the Punjab and Southern India, which were followed by continuous heavy rain over the central and southern divisions of Madras. In the middle of the month there was good rain in the Bombay Presidency, and this extended to the Central Provinces, Berar, Mysore, Hyderabad, the North-Western Provinces and Oudh, Central India and Rajputana, Behar and Bengal. Outside the Madras Presidency and the Bombay Deccan the amount of rain registered in most tracts was under 1 inch, but it enabled cold weather crops to be very largely sown on unirrigated lands with fair hope of the seed germinating. In the Bombay Deccan considerably over 1 inch of rain fell, in Mysore over 2½ inches. Thus the effect of the November rain was to confine serious crop-failure in the Bombay and Madras Presidencies to the relatively small and sparsely populated area of the Deccan districts, and to secure a cold weather crop in Central and Upper India—scanty in extent, it is true, and sown under unfavourable conditions, but still sufficient to very materially supplement the depleted stocks of the country. From November the scarcity, though serious, shrank within measurable dimensions.

5. The month of December was as abnormally wet as November. Fairly general rain in moderate amounts, aggregating about 1 inch or less, was recorded during the month in most provinces, enabling sowings to be carried on to the end of the year and greatly benefiting the crops already sown. In the Deccan country and in the Nizam's Dominions the falls were very slight, and in this part of India the crops sown after the November rain as a rule absolutely failed. But elsewhere the month closed with better prospects for the sown lands than were thought possible in October.

6. These prospects were maintained by light to moderate rain in many parts of Upper and Central India during January and February. In the latter part of February and the beginning of March hot winds did a good deal of damage to the crops on unirrigated lands, and anxiety was felt lest they should be completely dried up before maturity. But in the middle of March the approach of the hot weather was arrested by frequent storms. Rain fell in good quantities in North Behar, Central and Upper India, greatly benefiting the ripening cold weather crops and permitting extra crops of early millet to be sown in many places. The Bombay and Madras Deccan continued rainless.

7. In April the cold weather crops were reaped in Behar, the North-Western Provinces and Oudh, the Central Provinces and the Southern Punjab, and agricultural operations throughout the greater part of India ceased for the time, and the absence or presence of rain became of little consequence. In the North Punjab, where the cold weather harvest is later, good rain fell during the month and improved the crops.

8. With April the second period of the scarcity may be said to have closed, as the first period may be said to have closed in October. With May another agricultural year opened, and another phase of the situation commenced. The month was favourable for Bengal and Lower Burma. Southerly winds from the Bay gave good rain in these parts and sowings of early rain crops commenced. But no advance of the south-west monsoon was reported in Southern India, and the first week of June passed before it appeared on the Ceylon coast. In the middle of June more favourable conditions appeared. Rain was received throughout India, and the monsoon winds blew strongly on the west coast and

across Central India. But this strength was of short duration. In the second half of the month the rainfall everywhere fell off, hot winds began to blow, and hot weather conditions seemed to be re-established. This period of great anxiety lasted into July. In the first week of July a marked improvement occurred, and by the middle of the month ordinary monsoon conditions were established in Upper India, though the rainfall was light and the Bombay and Madras Deccan received only scattered showers. At the end of the month conditions still further improved, and during August heavy continuous rain fell in Bengal, the Central Provinces, the North Western Provinces and Oudh, the west coast districts of Bombay, Rajputana and Central India, extending in the middle of the month to the Punjab.

9. September opened with excellent agricultural prospects in every part of India excepting in the "dry zone" districts of Upper Burma, the Deccan districts of Madras and Bombay, and portions of the Nizam's dominions. During the first fortnight of the month good rain fell in these excepted areas and agricultural prospects greatly improved. Such of the early sown rain crops as had escaped the drought revived, and sowings for the later crop have been vigorously prosecuted. Over much of the Deccan, specially in the heavy "black soil" tracts a very large area is not sown even in ordinary years until the heavy rains of August and September. There is thus still time for the Deccan by means of a late harvest to retrieve its fortunes, though the return to lower prices and abundant food supplies will be postponed, and relief will have to be administered for a longer period than was anticipated. Elsewhere the September rains have been favourable, assuring not only the fast ripening autumn harvest but also successful sowings for the cold weather crops. The disappearance of famine is now a question merely of weeks.

II.—The areas and populations affected.

10. It is impossible to exhibit in a statistical form with any approach to accuracy the areas affected by the almost universal drought and failure of crops which occurred in 1896-97. If the extreme south of the Peninsula and Lower Burma and such exceptional tracts as the Meerut Division in the North-Western Provinces, the Chenab irrigation colonies in the Punjab, and Sindh be excluded, a bad or indifferent autumn harvest and short sowings for the cold weather crops were chronicled almost everywhere. Where the deficiency was not very great and where past harvests had been bounteous, the agricultural classes have passed through the ordeal with tolerable ease, and in exceptional cases have actually been gainers by the high prices which their surplus grain-stocks have commanded. But everywhere the stress of high prices has been felt by the urban population, by the landless farm-labourers in rural tracts, and generally by all persons in receipt of small fixed incomes. The figures given below which have been compiled from the monthly famine reports of Provincial Governments and Native States refer to those areas only in which distress was so general and pronounced as to require relief operations to be undertaken by the State. In many cases these areas comprise fractions of a "district," the ordinary unit of Indian administration. One-half of a district may have been able to weather the storm without relief works or poor houses and with only such assistance as is afforded to the agricultural classes by temporary suspensions of the land-revenue demand ; while the other half, through greater deficiency of rainfall or absence of irrigation or peculiarities of crops, has required the relief provisions of the Famine Code to be brought into effect. The division into distressed and non-distressed tracts is thus in a measure arbitrary, and the statistical result is to narrow the area affected by the drought. The distinction between severely and slightly distressed tracts is also an uncertain one, and the table below does not pretend to accuracy in this respect. It has more than once happened that a district has passed during the scarcity from the slightly affected to the severely distressed state, and back again to the former class on the harvesting of the cold weather crops. There is no clear criterion of this distinction, and more often than not the distinction is ignored in the provincial returns. In the observations which follow the table an endeavour is made to indicate, so far as the information permits, the areas in which acute or severe distress prevailed.

I.—British India.

Province.	Total area of districts in which distress prevailed.	Total population.	Distressed area.	
			Area.	Population.
	Square miles.		*Square miles.*	
Madras	27,106	3,700,000	15,000	2,000,000
Bombay	48,179	8,013,000	33,000	5,500,000
Bengal	54,771	24,728,000	26,000	11,200,000
North-Western Provinces and Oudh	43,348	19,586,000	[illegible]000	14,000,000
Central Provinces	87,086	10,811,000	2,000	6,500,000
Punjab	19,857	5,366,000	3,000	3,500,000
Burma	10,449	776,000	5,000	500,000
Berar	15,094	2,580,000	5,000	2,500,000
TOTAL	305,890	75,560,000	[illegible]4,000	45,700,000

II.—Native States.

State.	Total area of States.	Total population.	Area affected.	Population of area affected.
Hyderabad	82,698	11,537,000	9,000	1,219,000
Central India.				
Gwalior	13,024	1,944,000	4,200	771,000
Baghelkhand	14,676	1,776,000	14,500	1,778,000
Bundelkhand	9,924	1,424,000	9,900	1,428,000
Rajputana.				
Bhurtpur	1,974	639,000	1,300	440,000
Bikanir	22,340	832,000	18,750	587,000
Dholpur	1,197	291,000	1,200	291,000
Jaisalmir	16,062	116,000	16,000	115,000
Marwar	35,000	2,526,000	6,900	235,000
Tonk	1,705	286,000	750	134,000
Total	198,600	21,371,000	82,500	6,998,000
GRAND TOTAL ...	504,490	96,931,000	276,500	52,698,000

Madras.

11. In the Madras Presidency two distinct areas were affected—the Deccan, and the northern districts on the East Coast known as the Circars. In the Deccan distress was severe over approximately one-half of the Kurnool, Bellary, Anantapur and Cuddapah districts which have an area of 27,106 square miles and a population of 3,700,000. The distressed portion was described in November 1896

by the Madras Famine Commissioner as "a broad band occupying the north-western part of Cuddapah, the taluks of Kurnool immediately adjoining to the north, the northern half of Anantapur and the eastern half of Bellary with some parts of Kurnool adjoining. This tract largely consists of stiff "black cotton" soils which are not usually sown till September, and which in 1896, in consequence of the failure of the September and October rains, were either left unsown or yielded but a scanty crop. The rest of these four Deccan districts also suffered from the defective rainfall of 1896, but owing partly to the predominance of lighter soils and partly to receiving larger amounts of rain, the harvests there were better. In the Circars relief measures have been undertaken over scattered areas aggregating 8,600 square miles with a population of 3,000,000. In these tracts distress was later in declaring itself and was throughout sporadic in type, and the numbers on relief have been relatively small. Employing the terminology of the Famine Commission the distress in the Deccan has been classed as severe and in the Circars as slight.

Bombay.

12. The whole of the Bombay Presidency (excluding Sind) suffered from the premature cessation of the south-west monsoon of 1896, and everywhere a bad or indifferent autumn harvest and short sowings of the cold weather crops were reported. But actual distress was confined to the belt of country lying above the western ghats and comprising the Deccan and South Mahratta districts. The area classified as severely distressed includes the whole of the Bijapur, Sholapur, Ahmednagar and Nasik districts, four-fifths of the Satara district, one-half of the Poona district, one-third of the Belgaum district, and scattered portions of the Khandesh district. The rest (9,000 square miles) of the Khandesh district is shown as slightly distressed. Of the distressed districts the most severely and generally afflicted was Bijapur. In it the autumn harvests absolutely failed over the whole district, and very little land was sown with cold weather crops. In Sholapur the crop-failure on unirrigated lands was equally complete, but in places there is a fair amount of tank and well irrigation which was utilised to the full. In Ahmednagar and Nasik the western portions suffered less than the eastern, and distress was less general and less acute than in Bijapur or Sholapur. In the portion of the Poona district classed as distressed distress was undoubtedly severe. In Satara, Belgaum and Khandesh relief has been confined within relatively small limits.

Bengal.

13. In Bengal the severely distressed area is shown as 26,000 square miles with a population of 11,200,000, but relief operations on a large scale were confined to 11,466 square miles and a population of 7,552,000 in the densely populated province of Behar. Of the remaining area 10,035 square miles with a population of 1,787,000 lay in the hilly and sparsely populated division of Chota Nagpur, the indigenous races of which were exposed to a certain amount of privation from failure of crops and high prices, but succeeded in maintaining themselves without general resort to the relief offered to them. In the Presidency Division portions of the Nuddea, Khulna, and Murshidabad districts, with an aggregate area of 1,568 square miles and a population of 849,000; in the Bhagalpur Division portions of the Bhagalpur district and of the Sonthal Parganas, with an area of 1,921 square miles and a population of 702,000; and in the Orissa Division a small tract in the Puri District, required a limited amount of relief. The effect of high prices and the great deficiency in the rice crop were felt more or less severely throughout the province, and test works were opened from time to time in several other districts. But as they failed to attract workers, the people had presumably larger resources than was imagined. No exceptional mortality, it may be remarked, occurred in Bengal. Even in Behar, in parts of which severe distress prevailed, the death-rate has been normal throughout the year.

The North-Western Provinces and Oudh.

14. In the North-Western Provinces and Oudh, the severely distressed area is shown as 35,000 square miles with a population of 14,000,000, and the slightly distressed area as 16,000 square miles with a population of 9,000,000. The only portions of the province where relief operations were not required were the Meerut Division in the west, the hill districts of the Kumaun Division, and the districts of Ghazipur and Bahraich in the East. But even in these tracts the harvests were

below the average. In two well marked areas distress was exceptionally severe. The first included the districts of Banda, Jalaun, Hamirpur, Jhansi, Allahabad (part), lying south of the Jumna, and known as the Bundelkhand districts of the Allahabad Division. This tract is geographically part of the rugged hill country of Central India. With a precarious rainfall, few facilities for irrigation, a poor and unskilful population, and indifferent methods of agriculture, these districts have often been visited by famine. They had passed through one such year when the rains of 1896 failed. Judged by the extent of crop-failure and by the complete exhaustion of the resources of the people, the recent famine equals in intensity any previous famine in this region. The second area of severe famine included central and southern Oudh, distress being exceptionally severe in the district of Hardoi. Outside these two areas there was severe distress in the Azamgarh and Gorakhpur districts in the east which border on Behar, and in the lower part of the Gangetic Doab, including part of the Agra Division. The slightly distressed area comprises Rohilkhand, parts of the Agra Division, and Northern and Eastern Oudh. Up to April there was severe distress in the whole of the Agra Division and in East Oudh, but with the harvesting of the cold weather crops the circumstances of the people there greatly improved.

Central Provinces.

15. In the Central Provinces the area returned as severely distressed represents three-fifths of the whole area of the provinces. No district of the 18 into which they are divided is absent from the return. In four districts (Nagpur, Chanda, Wardha and Sambalpur) small areas only were affected; in four others (Raipur, Chhindwara, Bhandara, Balaghat) the affected area varied from one-third to a half of the district. In the remaining 10 districts the whole area was distressed. Taking the Provinces with reference to their geographical divisions, it will be seen that no part has altogether escaped the drought and its consequences. In the Vindhyan districts of Saugor and Damoh, and in the northern or Vindhyan half of the Jubbulpur district, distress was acute among the hill aborigines who had lost their crops of millet on which they chiefly depend for food-grain. There was also considerable distress among the agriculturists in the open country, as their resources had been exhausted by previous bad seasons. In the wheat-growing valley of the Nerbudda, comprising the southern half of Jubbulpur, Hoshangabad, Narsingpur and Nimar, the failure of the autumn crop and a very small spring crop combined with previous bad seasons to create widespread distress. In this fertile tract artificial irrigation is almost unknown. Where the monsoon rains, ordinarily here so certain, fail the cultivator, the loss of crop is necessarily great. The districts of the Satpura plateau—Chhindwara, Seoni, Betul, Mandla, and part of Balaghat—chiefly depend on the early rain crops. In 1896 these failed very generally throughout the plateau and little *rabi** was sown. In this tract, with the exception of the open part of the Chhindwara district where the crops were fairly good, distress was severe, and was heightened by exhaustion of local food stocks, inertness of trade and difficult communications with the lowlands, and consequent great rise in prices. South of the Satpuras the districts of Chanda, Wardha and Nagpur were more favoured with rainfall, the early autumn millets gave a moderate out-turn, and a fair area was sown with wild weather crops. In these districts there was comparatively little distress. There remain the three districts of Sambalpur, Raipur, and Bilaspur, in the Chhattisgarh division, and the Bhandara district in the Nagpur division, in all of which rice is the chief crop. The Sambalpur district and the southern half of the Raipur district had a fair rice harvest, and the cultivators also possessed large stocks from previous years which have been exported throughout the scarcity at great profit to the holders. The northern half of the Raipur district, the whole of the Bilaspur district, and three-fourths of the Bhandara district were severely distressed.

Among the circumstances which have made the famine in the Central Provinces exceptionally severe and widespread are the large aboriginal population, the exhausting effect of two previous bad years, the preponderance of rain crop cultivation, and the absence of large perennial irrigation systems like those which are so beneficial in Upper India. The very immunity from drought which this part of India has enjoyed in the past and the abundance of the average rainfall make drought here especially disastrous.

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* *Rabi* is the vernacular term for the cold weather crops; *kharif* for the rain crops. In Bengal the early rain crops are known by the name *bhadoi*.

16. In the Punjab the distressed area is returned at 13,000 square miles, with a population of about 3½ millions, but relief on an extensive scale has been confined to the Hissar district. In this district very little of the rain crops or of the cold weather crop came to maturity, the cattle died in large numbers from want of grass and water, while the resources of the people had previously been exhausted by a very bad season in 1895–96. The other districts (Rohtak, Karnal, Umballa, Delhi and Ferozepur) in which relief was required lie in the south and south-east of the province. In all these the autumn and the cold weather crops yielded little, except on irrigated lands. In the Rohtak district the rain crop was half an average one, and the area under cold weather crops was less than one-third of the average acreage. There was no rain here from September to January, except a few showers in September. In the Ferozepur district the unirrigated area sown with cold weather crops was only 193,000 acres against an average of 701,000 acres. By utilising to the full every means of irrigation the cultivators secured 487,000 acres of wet crop against an average of 351,000 acres. But this extension of irrigation did not make up for the loss of crop on the dry lands, though it enabled the district to tide over a drought of exceptional severity. Between April and 31st October only 3 inches of rain fell in this district, the average being 14 inches. The November showers were slight and December was rainless.

The Punjab.

17. In Burma the area affected comprised the whole of one district (Meiktila) and parts of two others (Yamethin and Myingyan), which are situated in the "dry-zone" region of Upper Burma. The rainfall of this region is light and precarious, and droughts have frequently occurred in the past. The population is fortunately sparse, averaging about 100 to the square mile, and the male portion is accustomed to migrate to Lower Burma for some months of each year for harvest work. In 1896–97 there was an almost total failure of crops of all kinds. In 1897 also the rainfall up to the end of August was in great defect and the early crops failed extensively. Matters have since improved, owing to opportune and fairly heavy rain, but distress is expected to continue for some months longer. At no time, however, have the numbers on relief exceeded 35,000, and they have now fallen to 18,000. There has been no difficulty about food supplies, as rice has been freely imported from Lower Burma.

Burma.

18. The whole area of Berar is returned as affected, as relief operations were to some extent required in all the districts. But this somewhat overstates the extent or degree of distress. The autumn crops failed generally to the extent of a half, and the less important cold weather crops are estimated to have yielded only a quarter of the average. But the cultivating population of the Berars is exceptionally prosperous and well-to-do, and is able to tide over a single bad year without great distress. The labouring population has been affected by high prices and want of employment, and in the forest region of the Melghat there was severe distress. The numbers on relief have, however, never exceeded 34,000, and as an indication of the prosperity of the province it may be mentioned that the stocks of grain with the cultivating population at the beginning of the scarcity were believed to be fully a year's supply.

Berar.

19. The affected area in the territories of native states is returned at 82,000 square miles, with a population of 7,000,000. It comprised the Bikanir, Bhurtpur and Dholpur States in Rajputana, and in Central India the northern districts of the Gwalior State, and virtually all the States (of which Rewa is the largest) forming the Baghelkhand and Bundelkhand Agencies, and lying between British Bundelkhand on the north and the Central Provinces on the south. The southern States of Rajputana, the States of Indore and Bhopal, and the southern districts of Gwalior, in Central India, were not sufficiently affected to require relief operations, although they also experienced short harvests. In the Deccan the south-western districts of the Hyderabad State, which lie in the angle between the distressed districts of Kurnool and Bellary in the Madras Presidency and the distressed districts of Dharwar and Bijapur in the Bombay Presidency, were affected in much the same degree as the adjoining British districts.

Native States.

In Bundelkhand and Baghelkhand intense distress prevailed, as in the adjoining districts of British Bundelkhand in the North-Western Provinces and Oudh. There was widespread failure of the autumn crop, and the spring harvest in most parts was miserably poor. The cultivating and labouring classes were reduced to extreme destitution and underwent great privations. There was continued emigation into British territory, which was productive of much anxiety and inconvenience owing to the wanderers crowding on to the nearest relief works and peopling the poor-houses and relief camps on the main lines of communication. The measures of relief adopted by the rulers of the States concerned will be described later on. Here it is sufficient to say that they were not always sufficient to meet the emergency. In Gwalior and Bhurtpur and in the affected parts of Rajputana distress, though severe, was at no time nearly so acute as in Bundelkhand. In Hyderabad the affected districts, owing to preceding good seasons, entered upon the year of drought with large reserves of food-grain in the hands of the cultivators. The labouring classes, however, were thrown out of employment and have severely felt the pressure of high prices.

20. A comparison of the areas and populations affected by the late famine with corresponding figures for previous famines gives the following result. The drought of 1876–78 is considered by the Famine Commissioners to have been the most serious and widespread of any that have occurred in the century.* The area affected in Southern India in those two years was about 200,000 square miles, with a population of 36,000,000. In this area famine was intense in an area of 105,000 square miles, with a population of 19,000,000; severe in an area of 66,000 square miles, with a population of 11,000,000, and slight in an area of 34,000 square miles, with a population of 6,000,000. In 1877–78 a further area of 52,000 square miles in the North-Western Provinces and the Punjab, with a population of 22,000,000, was afflicted by a failure of the rains, though it suffered to a far less degree. In August, 1877, just before the drought broke up, the total area affected in India was about 250,000 square miles, with a population of 58,000.000. In the late famine severe or intense distress extended over an area of about 270,000 square miles, with a population of over 50,000,000, and a further area of 33,000 square miles, with a population of 13,000,000 was so far distressed as to make relief operations necessary. Thus in point of actual extent the late famine affected a wider area than the famine of 1876–77. As regards the area of intense distress it is safe to place in this category about 40,000 square miles in the Central Provinces, with a population of 5,000,000; 3,000 square miles in Oudh, with a population of 2,000,000; 12,000 square miles in British Bundelkhand, with a population of 3,000,000, and 25,000 square miles in Central India, with a population of 3,000,000. This gives a total area of 80,000 square miles in which distress was intense, with a total population of 14,000,000, without including any portion of North Behar or the Deccan or the Hissar district, in the Punjab, in parts of which the Famine Commission's criterion of intense distress—the loss of 75 per cent. of the average harvest of the year—was fully satisfied. As regards therefore the extent of intense famine there is little to choose between the drought of 1876–78 and that of 1896–97. The numbers on relief, if this be any test, have been very much greater on this occasion than in 1876–78, and a very high level of prices has continuously prevailed over a larger area than in that year. Where this year's famine has fortunately differed from the famine of 1876–78 is that the drought has completely broken up, save in the Deccan and Upper Burma, at the end of the first year. Even in the Deccan and Upper Burma the rainfall of September should secure a cold weather crop and place the termination of distress within measurable distance. At no point of time has the crisis been so acute as in August 1877, when Southern India had entered upon its second year of famine and the rains to all appearance had failed in Upper India.

* Famine Commission's Report. Part I, paragraph 75.

III.—The course of prices.

21. Prices are the barometer of scarcity in India. Even when high prices in a locality are occasioned not by local failure of crops, but by failure elsewhere, they mark the beginning of pressure on the landless classes,—the day labourer in the villages and the poorer inhabitants of the towns. From the rainfall of the year 1896–97 to the course of prices in that year is therefore a natural transition. The following return gives the average prices in each month in certain markets of the food-grains most in use in each tract :—

Province and District.			1893.	1894.	1895.	1896.							1897.							
						June.	July.	August.	September.	October.	November.	December.	January.	February.	March.	April.	May.	June.	July.	August, first half.
1.—N.W.P. and OUDH.	*Cawnpore*	Wheat	15·62	17·9	16·32	13	13	12·37	9·37	8·31	8·12	8·56	9·12	9·12	9·37	10·44	10·37	9·56	9·94	9·5
		Barley	22·77	24·33	20·31	16	15	14·62	11·25	9·5	9·12	9·25	9·75	10·62	12·25	12·37	12·5	11·25	12	12
		Gram	23·12	23·57	20·34	16·25	15·62	14·75	11	9·62	9·62	10	9·88	9·62	10·5	9·75	9·5	9·12	9·25	8·75
		Jawar	22·54	23·91	19·59	...	...	15·25	11·62	11	10·12	10·37	10·62	10·62	10·37	10·5	...	...	...	...
2.—PUNJAB.	*Lahore* ...	Wheat	16·12	24·08	18·17	16	14·5	14	11	9·5	8·12	8·5	9·88	8·44	7·97	10·31	12·06	11·78	10·5	10·12
		Barley	26·92	41	31·37	21·5	19·5	19	14	11·5	9·75	9·5	11·12	11	9·88	13·31	13·88	14·69	14	12·62
		Gram	26·46	35·37	25·83	19	17	17	12·5	10·5	9·62	9·88	11·5	10·31	9·94	11·75	11·78	10·84	10·15	9
		Maize	18·42	34·12	23·54	14	16	15	13	12	10·5	10·88	11	11	10·12	10·5	7·25	7·75	9	8·25
3.—BENGAL.	*Patna* ...	Rice (common) ...	16·5	15·9	18·42	17	16·37	14·25	12·12	9·88	10·25	10·34	10·25	10·25	10·25	9·37	8·75	8·62	8·12	8
		Barley	22·43	22·79	24·21	21	19·5	17	15	11·5	11	12	12·5	12	14	13·75	13·25	12·5	11·5	12
	Darbhanga	Marua	24·17	23·67	26·23	25·5	26	22·5	20	16·25	15·5	13	12	12	12	11·37	11·12	11	9·62	11
		Maize	22·45	21·08	24·21	22	20	22	17·5	13·25	11·88	10·37	9·88	9·62	...	9	9·5	9	...	8·5
4.—CENTRAL PROVINCES.	*Nagpur*...	Wheat	15·48	16·61	15·1	13·75	13·75	12·81	12·19	9·69	8·44	9·69	9·37	9·37	9·37	9·06	8·75	8·28	8·12	8·12
		Jawar	18·85	20·11	18·36	17·81	17·81	18·75	18·12	12·81	11·28	14·37	13·44	11·5	10·94	10·09	10·66	8·91	8·91	9·19
	Mandla...	Wheat	17·33	18·08	15·67	12·62	12·5	10·5	9·25	8·75	9·5	9·5	9	8·25	9	8·25	8	7·5	8·25	8·5
		Gram	21·37	26·67	19·94	13·75	13	12	10·75	10·5	10·5	10·5	10	10	11	10	9·25	7·88	7·88	8·5
	Bilaspur	—Rice... ...	18·42	18·11	16·76	12·31	12·31	12·31	10·12	9	10	10·37	10·69	10·34	9·12	8·62	8·5	8	7·56	8
	Betul ...	—Jawar	21·87	27·04	18·58	15·53	14·41	14·37	14·37	14·37	10·25	10·25	10·44	9·75	9·06	8·5	8·5	6·75	7·56	8
5.—BOMBAY.	*Poona* ...	Wheat	11·08	13·52	14·09	12·81	12·81	12·81	11·22	8·12	7·28	7·84	8·12	7·84	6·37	6·66	6·94	6·94	6·94	6·94
		Jawar	17·09	18·27	20·08	20	20	20	18·81	9·97	9·97	9·97	10·56	10·28	9·37	9·37	9·37	9·09	8·25	7·62
	Bijapur	—Jawar	20·56	22·66	27·18	25·19	25·19	25·19	20·69	12·59	9·91	11·25	11·72	11·69	9·88	11·25	10·41	9·06	7·62	7·62
6.—MADRAS.	*Bellary*	Cholum	21·81	23·87	29·73	31·12	30·62	30·62	25·75	13·12	11·09	13·87	13·12	12·37	11·59	12	11·62	10·72	9·15	8·81
		Ragi	23·4	24·41	30·25	29·12	29·12	29·56	25·72	16·5	13·59	17·44	16	16·5	16	16·5	16·5	15·06	14·12	13·62
		Rice (common) ...	10·55	10·79	10·86	10·81	10·81	10·81	10·25	8·37	7·81	8·91	9·19	9·19	9·19	8·62	8·62	8·12	7·88	7·62

(1) This table, which has been compiled from the *Gazette of India* returns, gives the number of seers, and decimals of seer, purchaseable for Re. 1. 1 seer = 2·057 lbs.
(2) Jowar or Cholum is a large millet, the *Sorghum vulgare*.
(3) Marua or Ragi is a small millet, the *Eleusine corocana*.

22. From this table it will be observed that, compared with the prices prevailing in the three previous years, prices ruled high in the North-Western Provinces in the early part of 1896 before there was any apprehension of the failure of the monsoon rains. The harvests of 1895-96 had been poor in the provinces generally, and in the Bundelkhand districts very bad. The Punjab in 1895-96 also had poor harvests, and prices there in June 1896 were relatively high. In Madras and Bombay harvests had been good, and food-grains in June 1896 were cheap. It will also be observed that the great difference existing in ordinary years between the price of wheat and the commoner grains vanishes in a year of scarcity, and that then all food-grains draw together at the same high level of price.

23. According to the Famine Commission, "in time of very great scarcity "prices of food-grain rise to three times their ordinary amount, so that whereas in "ordinary years the price of the food-grain of the mass of the people may be from "20 to 30 sers the rupee, in time of great scarcity it will rise to 8 or 10 sers "(16 to 20 lbs.) the rupee and even higher." The course of prices during the late famine has been in general conformity with this rule. The cheapest grain purchaseable has for months ruled throughout vast areas at 8 or 10 sers the rupee and even higher. But since the Famine Commission wrote, the price of food grains in ordinary years has risen in India, and only in exceptionally good seasons does the rate of 30 sers to the rupee maintain. In the Punjab 1894 was such a year, and very low prices for the commoner grains prevailed. In Eastern Bengal, one of the most prosperous parts of India, the price of common rice for years past has not exceeded Re. 1 for 15 sers. In 1880-85 from 20 to 30 sers was there the ordinary rate. In the Bombay Deccan the price of the great millet (jowari), which is the staple food of the people, is now more often above than below Re. 1 for 20 sers. The rise in food-grain prices since 1881 is still more remarkable in tracts to which the railway has penetrated. In 1880-84 rice sold at from 30 to 50 sers the rupee in the Chhattisgarh Division of the Central Provinces. The normal price of recent years has been below 20 sers. These facts have to be borne in mind in applying the formula of the Famine Commission to the present circumstances of India. A rate of 8 or 10 sers the rupee, though it still presses heavily on the great mass of the population, can no longer be regarded as a rise of 300 per cent. on the normal price of food-grains. Another peculiarity of the late scarcity is that though prices rose at once in the first days of the drought to famine level, as determined by the Famine Commission, it was only in the worst tracts and in the time of greatest apprehension that they reached the extreme height of former famines. In June and July of 1877 *jowari* rose in the Bijapur District in the Bombay Deccan to 4½ sers the rupee. This year, although the crop failure in Bijapur was as widespread and complete as in 1877, prices have remained steady at between 7 and 9 sers the rupee. In the Central Provinces food grains rose for a fortnight to 5½ sers the rupee in the Mandla District in July last owing to exhaustion of local stocks; but on import being resumed, prices at once fell back to a lower level. High rates were also reached in parts of the Chota Nagpur Division, where local supplies gave out early in the year, and the distances from the railway and large markets are considerable. Here rice, the stape food-grain of the country, has at times touched 4½ and 5 sers for the rupee, and might have risen higher had not the Government by a system of bounties stimulated importation. If such exceptional cases be left out of account, it may be said that a rate of from 7 to 10 sers the rupee has been maintained throughout the greater part of India with singular persistency from the failure of the monsoon in October 1896. The great equality of prices throughout the country was also remarkable. The Meerut Division of the North-Western Provinces had good autumn crops and a good cold weather harvest. But prices have ruled practically as high there as in famine-stricken Bundelkhand. In the Punjab there was only the difference of the railway freight between prices in the most fortunate of the canal districts, where the cold weather crops were nearly up to the average, and in Hissar, where not one acre in five yielded a crop. This universal prevalence of high prices was the cause of much privation amongst the poorer classes, especially the poor classes of towns, outside the areas of local failure of crops. On the other hand, tenants and owners of land in the non-distressed districts have made large profits, and in such

exceptional tracts the poor seem to have been sufficiently provided for by private liberality. In the Madras Districts lower prices have prevailed than elsewhere, as the crops in the south of the Presidency were good. But the tendency has been for the Madras prices to level up to those of the Bombay Deccan, more especially in the later period of the famine.

IV.—Food Stocks.

24. The rapid and extraordinary rise in prices described in the preceding section raises the question whether there was any serious deficiency of food supply in the country. The materials are not sufficient for a full discussion of this most important question, but it cannot be entirely excluded from consideration.

The position of India in ordinary years is that it produces sufficient food for its own requirements, with something to spare for export or for storage. The Famine Commission after a prolonged enquiry came to the conclusion that the annual food grain production of British India (excluding Burma but including Mysore which was then under British rule) was 51,530,000 tons, that its requirements were satisfied by 47,165,000 tons, and that a surplus of 5,165,000 tons was available for export or for storage. Since the Famine Commission wrote the population of the same area has risen from 181 millions to 212 millions, an increase of 17 per cent. The food requirements of this increased population would, on the data employed by the Famine Commission, be 54,308,000 tons. During the same period the area under food grains has risen from 166½ millions of acres to 185 millons, an increase of only 8 per cent. The production of the present food crop area, according to the standard of yield adopted for each province by the Famine Commission, is 56,000,000 tons. On these figures a surplus of only 1,700,000 tons results, in place of the surplus of 5,160,000 tons estimated by the Famine Commission in 1881 as existing in ordinary years. If the Famine Commission's estimate was at all correct, it is difficult to avoid the conclusion that a deficiency in the yield in any year is now more serious than in 1881, since the margin in ordinary years is smaller. Allowance must be made for the greater extension of irrigation during the last decade and for the larger average yield of the areas thus benefited. But the most liberal allowance on this account will not bring the annual surplus above 2,500,000 tons. This estimate receives some confirmation from the statistics of sea exports. The exports of food grains from British India (excluding Burma) to foreign countries have averaged 1¼ millions of tons in the last 10 years and little over 1 million of tons in the last five. If the food production of the country resulted in ordinary years in a surplus much in excess of these figures, the consequent accumulation of stocks would be indicated by a fall in prices. But prices on the whole have tended to rise. In particular years particular provinces no doubt produce food in large excess of their requirements and in excess of the estimated surpluses shown by the Famine Commission. This was the case in the Punjab in 1894-95 and in the Bombay Deccan and Madras in 1895-96, and it was marked by a very low range of prices in those tracts, by exportation from them to other parts of India where harvests had been less bountiful, and by large surplus stocks which have proved very useful in the present famine. But this is not incompatible with the theory that taking the country as a whole its surplus production of food grains in ordinary years is small, and that if the crops in any year are below the average over considerable areas, the year's outturn will fall very seriously below the requirements of the population. In the above survey the food production of Burma and of the Native States of India has been left out of account. As regards the Native States it seems probable that their exportable surplus ordinarily is small. Burma has usually an exportable surplus of from ¾ths of a million to 1½ million tons of rice, most of which finds a market in Europe and the Straits. This year however, a large portion of the Burma surplus was diverted to India and had a very salutory effect in steadying the Indian markets.

Famine Commission's Report, Part I, paragraph 156.

25. To return to the outturn of 1896-97. The crops are known to have failed very seriously over large areas, and elsewhere were below the average. There is thus a strong probability that the production of the year was much below the

requirements of the population. Yet with the exception of 600,000 tons of Burma rice there was no import of food grains from abroad, and there has been no absolute dearth of food. It has always been purchaseable though dear. Accumulated stocks must therefore have been in existence and have made good the deficiency in the year's output. The amount of the deficiency cannot be quantitatively stated. All that can here be done is to indicate approximately, by examination of the effect of the drought on the harvests of each province, the extent to which the year's outturn appears to have been below that of ordinary years.

26. In the *Punjab* the aggregate yield of the autumn and the spring harvests of 1896-97 seems to have been about 25 per cent. or 30 per cent. short of an average crop. In some districts the deficiency was very much greater and in others less than this. Considering the scanty rainfall of the year the result was highly satisfactory, and it could not have been attained were it not that the province is exceptionally well equipped with canals and wells and its agriculturists willing and able to make the fullest use of them. No less than 40 per cent. of the rain crop area and 50 per cent. of the spring crop of 1896-97 was irrigated—percentages higher than have ever been known before. The food grain production of the Punjab is in normal seasons considerably in excess of its requirements. Taking into account the economy in consumption enforced by high prices, the yield of 1896-97, though below the average, probably represented one year's food supply for the province. The food stocks in existence in the province at the beginning of the drought have been estimated to represent 7 months' further supply. Thus the Punjab as a whole has been very fortunately situated. Local deficiencies of food stocks, as in the district of Hissar, have been easily made good by importations from the less affected districts, and grain has been steadily going out of the province to the North-Western Provinces and the Central Provinces.

The *North-Western Provinces and Oudh* were less fortunately situated. These provinces owing to their dense population are not credited with producing a large surplus of food even in ordinarily good years. In 1896–97 the autumn crop as a whole was fully 50 per cent. and the spring crop 33 per cent. below the average. Taking the two crops together the province may be considered to have lost two-fifths of its ordinary harvest outturn. The loss would have been very much greater but for the splendid canal systems which traverse the western and central portions of the North-Western Provinces, under the names of the eastern Jumna Canal, the Agra Canal, and the Ganges Canal, and for the innumerable wells and ponds which stud the face of the country, especially in Eastern and Southern Oudh, and in the eastern districts of the North-Western Provinces. The canals irrigated 3,000,000 acres in the two harvests of 1896–97. The area irrigated by wells and tanks has not yet been returned, but it may be safely said that in very few districts did the spring crops yield much, except on irrigated lands. To irrigation therefore the very fair results of the spring harvest of 1897 must be ascribed. The efforts made by the cultivators to utilise to the fullest possible extent every drop of water and to raise a crop were described by observers as heroic. Still the deficiency in the food production of the year was large. Stocks seem to have been low owing to preceding bad seasons. The statistics of railway traffic show a large continuous import of food grains into the province from the Punjab and Bengal from the first days of the scarcity. Much of the Burma rice found its way to Bundelkhand and Oudh. With the completion of the cold weather harvest the pressure perceptibly eased off in the less distressed parts of the province, and grain moved in large quantities from them to the more distressed tracts.

In *Bengal* the great crop of the year is the winter rice which occupies 31 million acres in a total food crop area of 53 million acres. The food crops harvested in the spring occupy 9½ million acres, and the early rain crops of rice and millets 12¾ million acres. The yield of the late rice crop in 1896-97 is returned at under half an average crop, a deficiency of about 8 or 9 million tons. of food. The early rain crops of 1896 were 40 per cent. below the average yield. The spring harvest of 1897 was an average one. The agricultural returns of Bengal are less exact than in other parts of India, and it is possible that the crop failure was not quite as great as reported. But even in that case, the production

of the year cannot well be placed above two-thirds of the average outturn. This would be much below the requirements of the population for the twelve months. In the distressed districts of North Behar local stocks were soon exhausted and imports have been on a large scale. Large quantities of Burma rice went there. Elsewhere there must evidently have been considerable reserves of food. Not a few districts have continuously exported and have shown no signs of exhaustion.

In the *Central Provinces* the outturn in 1896–97 seems to have been fully 55 per cent. below the ordinary yield. With average harvests the province is estimated to produce about 3¼ million tons of food-grains, of which from 300,000 to 400,000 tons are in excess of its requirements. This year the outturn fell below its actual requirements by about 1,000,000 tons. The deficiency must have been chiefly met from food stocks existing in the province, as the imports from outside have not been large. Within the province grain has moved freely from the less distressed districts to the more distressed ones. Great economy of consumption has also been practised under the stress of acute distress.

In *Bombay* the Deccan districts enjoyed two good years immediately preceding 1896, and on the estimates of the local Agricultural Department had in that period accumulated reserves of food equivalent to a 9 months' supply. It was fortunate that this was so, for the food-grain outturn of the year in the affected districts was little, if anything, over one-fourth of the ordinary yield. Outside the affected area Sind had average harvests, while Guzerat was somewhat in defect. The total outturn of the Bombay Presidency in 1896–97 may be put at five-eights of the production of an ordinary year, and consequently was less than 12 months' requirements of the population.

In *Madras* the outturn of the distressed area in the Deccan may perhaps be put at one-quarter of the average ; and in Ganjam and Vizagapatam the outturn was short by probably 50 per cent. Elsewhere the deficiency was not great, and as the distressed areas were relatively small, the year's outturn of the Presidency was probably within 20 per cent. of the normal. Stocks also were large. Prices have been lower than elsewhere, and the grain exports to other Provinces have exceeded the imports. Madras therefore has not been in serious difficulty about its food-supplies.

In the *Berars* the autumn crop which there occupies a much larger area than the spring crop was said to be short by 50 per cent. ; and the spring crop by 75 per cent. This is probably an over estimate of loss. The cultivators were said to have had a year's supply of food-grains in hand, and though prices have been high, there seems at all times to have been sufficient food in the province.

Regarding the *Native States* in which distress has prevailed, it is only possible to speak in general terms about their food production and requirements. In the Nizam's Dominions the distressed districts had, like the Bombay and Madras Deccan country, enjoyed good seasons up to 1896, and entered on the scarcity with large stocks of grain. Much of this was drawn away to British districts in the first months of the drought, and then holders of grain took alarm and refused to sell. Prices reached a very high level in parts of the State, but there is evidence that considerable reserves still exist. In Bundelkhand and Baghelkhand the year's production of food must have been much below the requirements of the population, as the harvests were as bad as in British Bundelkhand. On the relief works in Rewah considerable quantities of Burma rice were sold, and despite of the prejudices which as a novelty it excited it found its way into remote village marts. The Gwalior and Dholpur States must also have been short of supplies, as they imported grain largely from the Meerut Division of the North-Western Provinces and Oudh, and from Rajputana. The Rajputana States on the other hand had for the most part fair harvests and considerable stocks, and were able to export.

27. Summarising the results of this investigation as regards British India, the table below indicates that the food-outturn of British India (excluding Burma) in 1896–97 was about one-third below that of ordinary years. This represents a deficiency of about 18 or 19 million tons. The consumption of the people under the stress of high prices has unquestionably been reduced, and a portion of the

deficiency has in this way been covered. The rest has been made good by reserve stocks, and by the import of about 600,000 tons of rice from Burma.

Province.	Population by present census.	Normal food crop area.	Defect in yield of 1896–97 below the normal.
		Acres.	
1. Punjab	20,800,000	22,000,000	25 per cent.
2. North-Western Provinces and Oudh ...	47,000,000	36,000,000	40 „
3. Bengal	71,000,000	53,000,000	33 „
4. Central Provinces	10,700,000	14,500,000	55 „
5. Berar	2,900,000	4,000,000	40 „
6. Bombay	18,800,000	23,000,000	35 „
7. Madras	36,000,000	27,500,000	20 „
Total	*207,200,000	180,000,000	33 „

* The exclusion of Mysore accounts for the difference between these figures and those given in paragraph 24

V.—The first period of the Famine—Alarm and Preparations.

28. The first premonitory report of the impending trouble came from the North-Western Provinces and Oudh. On the 30th September 1896 the Lieutenant-Governor informed the Government of India that since the beginning of the month increasingly unsatisfactory reports of the condition of the people and the prospects of the crops had been received from his officers. The rains, it was said, had practically ceased just when they were most wanted. Very serious damage had already been done to the autumn or *kharif* crops. If sufficient rain should fall before the middle of October, it was anticipated that the *kharif* still standing might be saved, and that the usual *rabi* area would be sown. If no rain were to fall the outlook would be very serious. The provinces had already suffered from two successive years of bad harvests. The people were crippled in resources and their stocks of grain exhausted. Prices were very high, and were still rising. Wheat was selling at 9 to 10 seers the rupee, and barley at 12 sirs, prices which represented a rise of 50 per cent. on those ruling in the early part of the year. In anticipation of relief measure on an extensive scale being necessary, the programmes of relief works were being carefully revised. A list of railway projects was given, the earthwork of which would afford useful and beneficial employment for famine labour. To this report was added a copy of the instructions which the local Government had addressed to district officers, directing them to institute special inquiries in each subdivision as to the actual condition of the *kharif* crops and the prospects of sowings for the *rabi* crops, and to report the result, together with estimates of the maximum number of persons for whose relief provision would be required, by the end of October. Authority at the same time had been given to them, in case distress appeared, to open public works under ordinary labour conditions to test the pressure on the people. They were also enjoined to complete in advance all the preparations prescribed by the Famine Code for the methodical and effective administration of relief.

North-Western Provinces and Oudh.

29. This preliminary report was followed on the 23rd November by a letter setting out very fully the situation as then developed and describing the measures which the local Government had adopted for dealing with it. This letter is remarkable for the accuracy with which it anticipated the extent and nature of the distress which would occur, and for the forethought with which the detailed plan of operations that has been followed with complete success and very little variation had been prepared. It began by reporting that no improvement in the outlook had occurred. October like September had been practically rainless. The only portion of the province which had escaped injury was the Meerut Division, where heavy rainfall in July and August had successfully carried the crops

through the subsequent dry months; and the parts of the Agra Division which are protected by canals. In the rest of the provinces the failure of the *kharif* crop varied from a loss of one-fourth in certain localities to a loss of three-fourths and over in others, the failure being greatest in those districts in which rice was most largely grown. The tract most affected lay between the Ganges and the Gogra, and included the greater part of Oudh and the district of Azamgarh. With this area Bundelkhand was also classed as, although its *kharif* in four districts out of five was returned as one-third of an average harvest, it had already suffered from famine. The worst area thus arrived at comprised 35,000 square miles, with a population of 15¾ millions. With regard to the prospects of the *rabi* crop the sowings were estimated at 58 per cent. of the normal area cropped, ranging from over 70 per cent. in the Meerut and Rohilkhand Divisions to 42 per cent. in the Allahabad Division. Much, it was said, depended on rain falling in December and January. In the worst area famine was anticipated whether there were winter rains or not. In the area of less serious crop failure, comprising about 20,000 square miles with a population of 11¼ millions, there would be much distress deepening in particular localities into famine. In the remaining area no general relief would be required. As to food supplies, confidence was expressed that there were considerable stocks of grain in the country and that food would not fail as long as there was money to buy it. Prices were, it was true, phenomenally high, and presented "many of the features, notably that of approaching equality between "the prices of the coarsest and the best food grains, which characterise famine "times." But trade was active, and the Lieutenant-Governor strongly expressed his opinion that it would be equal to any probable emergency, and that nothing should be done to interfere with its free play.

30. The relief measures which had already been started were then described. Advances had been liberally made to cultivators for the construction of wells and the purchase of seed, and over 200,000 temporary wells had been thus constructed for irrigating the winter crop. Land revenue to the extent of 80 lacs of rupees (£*x*. 800,000) had been suspended. Programmes of large public works, chiefly the construction and repair of roads, calculated to employ 3,000,000 labourers for three months, were ready, and nearly 100,000 relief labourers were already employed. These works were to be managed by the Department of Public Works. Certain railway projects were also proposed with the same object to the Government of India for early sanction. In addition to these works, lists of small village works were being drawn up, which it was proposed to utilise for the purpose of drawing the people from large works back to their homes at the approach of the hot weather and employing them in their own villages. Poor-houses had been opened for the reception of waifs and strays, and relief circles formed and circle officers appointed in each distressed district for the purpose of administering relief in their homes to women debarred by custom from appearing in public, and to men of respectable classes unaccustomed to manual labour, to whom such relief is admissible. It has been already said of this programme that in few respects only were departures from it necessary. These departures may here be conveniently noticed. For various reasons few of the railway projects recommended by the local Government could be utilised as relief works, and relief labour has been practically confined to road-making and road repairs. Small village works have proved less useful than was anticipated, and large works have been found necesssary throughout the famine. Gratuitous relief, as time went on, was largely expanded, and embraced not only the classes unaccustomed to work or to appear in public, but the aged, the young and the feeble of the labouring classes.

Bengal.

31. The Government of Bengal in October 1896 submitted to the Government of India two preliminary reports from the Commissioner of the Patna Division on the condition and prospects of the crops of his division. The Commissioner reported that the winter rice crop was withering daily from want of rain, and that prices were rising fast. These reports were followed in November by a more complete account of the situation both in Behar and in the rest of Bengal. It was remarked that "all known famines in Bengal and Orissa have been rice "famines. In Behar and Northern Bengal the *bhadoi* and *rabi* crops may be the "turning point between famine and no famine, but even there the immediate cause

"of scarcities and famines has always been the failure of the winter rice crop." For this crop rain is required in September and October. In September 1896 the only considerable fall occurred about the middle of the month, which saved, though it failed to fully restore, the crop in most districts except in east Behar. In parts of six districts in Central Bengal and Orissa, a deficiency of 50 per cent. of an average crop was anticipated. These tracts, however, were not considered to give cause for anxiety, except that prices were everywhere extraordinarily high. In Behar the Commissioner put the probable yield of the rice crop for the whole Patna Division at not more than a quarter of the average yield. An area of 4,300 square miles with a population of 3½ millions was estimated by him to be likely to require relief, and relief would be necessary for about 5 per cent. of this population, or 170,000 persons. The Government of Bengal thought this estimate of relief too low, as no doubt it was. The crop-failure in Behar was, in its opinion, as great as in 1873–74, while the circumstances of the people were little improved. "The "population is extremely dense, and the great majority of the people are much "poorer than in most other parts of these provinces. The ordinary wages of "agricultural labour are extremely low, being for able-bodied and agricultural "labourers only from 1½ to 2½ annas the day, and they have, owing partly to the "growth of population, and partly to the influence of custom, remained practically "unaltered for the past 20 years or more, while the prices of food grains have "increased largely during the same period." But what caused the Bengal Government most anxiety was the possibility of a serious deficiency in the food supply of Behar. According to its calculations, the outturn of the three harvests of the year in the Patna Division, together with stocks in hand (assumed to be equal to three months' supply), would be below the year's requirements of the division by 550,000 tons. Where the difference was to come from and whether private trade would be equal to supplying the deficit were questions which the Government of Bengal was very doubtful about, though it inclined to the opinion that by importations of rice from Burma or of wheat from America private trade would meet the food wants of the Province.

32. It may be noticed that the Commissioner, though he furnished the estimates of crop-yield on which the local Government based its calculations, took a hopeful view of the situation. Comparing it with the situation in 1873–74 he thought that the material prosperity of the division had increased, that owing to good years the people were in better condition than in 1873, and that the two crops (*bhadoi* and *kharif*) of which there was fairly certain knowledge were better than in 1873, except in Muzaffarpur and Saran. He saw no reason to fear that the third crop (*rabi*) would not be as good as in 1873–74, when it varied from a half to a three-quarters crop. In that case the Patna, Shahabad and Gya districts would have a total outturn from the three harvests approaching or exceeding half the normal yield. In Champaran, Darbhanga and Muzaffarpur the *rabi* was comparatively unimportant, and owing to the serious deficiency in the *bhadoi* and *kharif* crops he considered the outlook there to be serious. He remarked, however, that since 1873–74 an entire revolution had been wrought in all the conditions of famine relief in Behar by the immense development of communications. In 1873–74 there was only one railway in Behar, and that ran through the two southern districts of Patna and Shahabad. In 1896 there was at least one line of rail in each district, and in the division 589 miles were open. In 1873-74 the Sone canals had

Comparative outturn in annas furnished by the Commissioner.*

	1873.		1896–97.	
	Bhadoi.	*Kharif.*	*Bhadoi.*	*Kharif.*
Patna	4	2	10	9
Gya	8	6	12	8
Shahabad	4	2	7½	4
Saran	10⅔	1⅗	6	3
Champaran	10	2	8½	3⅓
Muzaffarpur	11⅘	4⅘	5	3
Darbhanga	9	2¾	8	5

Relative areas under each main crop in 1896–97.

	Bhadoi.	*Kharif.*	*Rabi.*
Patna	20·5	43·4	36·0
Gya	9·6	65·9	24·5
Shahabad	7·6	44·3	48·1
Saran	31·5	30·1	38·4
Champaran	35·0	43·9	21·0
Muzaffarpur	24·1	45·6	30·2
Darbhanga	21·2	57·7	21·0

* A 16 annas (= Re. 1) yield is taken in Indian agricultural estimates to represent an average crop: and 8 anna crop is thus half an average crop. A 20 annas crop is a full or bumper crop.

not been opened. In 1896 they supplied water communication for many miles. In 1873–74 there were no steam ferries in the division. Now they were frequent. Lastly in 1873–74 the number of roads open were a mere fraction of what they were in 1896. In the whole division 12,500 miles of road were now open. He rightly concluded that all these charges would immensely facilitate, and render vastly less expensive, the supply of grain and the execution of all operations connected with the relief of distress.

33. In December, on the Lieutenant-Governor visiting Behar, the details of the scheme of relief were settled. The distressed tracts were blocked out into relief charges and relief circles. A charge contained an area of about 200 to 300 square miles with a population of about 250,000 persons: and a circle an area of about 30 to 40 square miles with a population of about 25,000 to 30,000 persons. To such of the charges as could not be officered by Assistant Magistrates, Police Officers and Deputy Collectors, young indigo planters specially employed for the occasion were appointed. In the three districts of Champaran, Darbhanga and Muzaffarpur, where the failure of the rice crop was greatest, 15 charges and 66 circles (to be increased eventually to 31 charges and 197 circles) were immediately formed. With regard to relief works, all large works were to be placed directly under the Department of Public Works, and all others managed by the Civil authorities. A list of large works, including several canal and drainage schemes and two railways, was drawn up, but as the event proved, it was not till a late stage of the scarcity that work could be commenced on them, and in the earlier months the relief workers were mainly employed on small scattered works, mostly village tanks, managed by the charge Superintendents and their subordinates. The Superintendents were also the officers responsible for seeking out the destitute poor in the villages within their charges, and placing respectable women and others, who were unable to labour and ashamed to beg and had no relatives to maintain them, on gratuitous relief in their homes.

To stimulate sowings for the cold weather crop a bonus of one rupee was granted to cultivators for each earthen well sunk by them for irrigation purposes. Money advances free of interest were also offered to landowners and others for undertaking in their own villages the excavation of tanks and the execution of other petty improvements, and thereby providing employment to the people. As Behar enjoys a permanent settlement, no suspension of the land revenue demand was proposed.

34. In these preliminary arrangements for relief in Bengal one or two special features may be noticed. The charge and circle organization was on a much larger and more expensive scale than in any other province and had a much larger European element. This is probably inevitable in Bengal in the absence of the subdivisional and village revenue establishments entertained in temporarily settled Provinces. The prominence given to gratuitous village relief in the duties assigned to this special staff, and the reliance placed on numerous small relief works close to the homes of the people, are also noteworthy. All these feature are found in the administration of the Behar famine of 1873–74. The anxiety felt lest the food-supply should run short and the discussion which afterwards ensued between the local and the supreme Governments as to assisting the trade to import also recall the Behar famine. It is interesting to observe this general tendency in each province to work on the administrative lines of its last great famine. Notwithstanding the levelling influences of the Famine Commission and the Famine Codes the respective relief systems of Madras and Bombay in the late famine presented distinctive features, and these can readily be traced back to the relief methods respectively adopted in each Presidency in the great famine of 1876–78.

The Punjab.

35. The first report from the local Government of the Punjab, written in the third week in November, described the situation in very sombre colours. The rain crops in the south and south-east of the Provinces had extensively failed, and unless rain fell before the end of the year the cold weather crop would also fail. The rise in prices was everywhere causing uneasiness. Actual distress so far was confined to Hissar and adjoining districts, but active preparations throughout

the province to encounter famine were necessary and were being made. As events turned out, these apprehensions proved to be exaggerated. Rain fell in good quantities in December and January, the *rabi* crops in the canal tracts were extremely good, and the *rabi* as a whole was probably within 25 per cent. of the normal outturn. In Hissar and in parts of Rohtak there was severe distress and relief works on an extensive scale were here required. Elsewhere the people maintained themselves without resort to State aid to an unexpected degree, and in the canal tracts the landowning and cultivating classes made large profits through the high prices of grain.

The Punjab Government in its relief measures was fortunate to have ready several large works of permanent utility on which it could employ relief labour. In the Hissar district the Gaggar canal and in the Gujrat district the Jhelum canal were thus utilised. Employment was also found on the earthwork of several projected railway lines. The labourers were generally of a robust type, capable of doing a full day's work, and it is believed that the greater part of the expenditure on relief works in this province during the late famine has returned good value in the form of public works of permanent utility.

The Central Provinces.

36. A premonitory report from the Chief Commissioner of the Central Provinces reached the Government of India in the last week of October. The Chief Commissioner in reporting that the rains had failed since the beginning of September in almost every district of the province was unable as yet to state definitely the extent of damage sustained by the rain-crops or the probabilities of successful cold weather sowings. The emergency however appeared to him to be one "much in excess of any which have previously been experienced in the provinces." What made the situation more serious was that "the three previous years had "been in a great part of the province not years of full crops, and in the three "districts of Saugor, Damoh, and Jubbulpur they had been years of widespread "failure of the important *rabi* harvest." Up to August the rains had been favourable, and the cultivators in the expectation of a good harvest had parted with much of their surplus produce, which had been exported to other provinces where prices were higher. Prices in the provinces had now gone up with a bound : and "after "four years of hardship and short harvests, the agriculturists find themselves in "face of a prospect of some pressure which cannot be expected to slacken until "the next monsoon, it may be hoped, brings back normal weather conditions. "The cumulative force of these adverse circumstances makes the position one "of great gravity." A provisional grant of five lacs for starting relief works was asked for and was given. In November a further grant of 10 lacs was asked for with the object of giving advances to agriculturists for irrigation tanks and other similar works of improvement in certain districts, especially in the rice country of Chhattisgarh, which would furnish employment to the people in the neighbourhood of their homes. "The money spent will be recovered with "interest, the people will be kept from wandering and starvation, villages will "be held together, and cultivation will be rendered secure instead of precarious." Before this application was acceded to some discussion took place as to the restrictions which should surround such expenditure. It was explained to the Chief Commissioner that in a time of financial pressure the Government of India could not find funds for advances for land improvements except under conditions that would ensure that the expenditure actually operated to give relief to persons in distressed tracts who required relief. Similar instructions were given to other local Governments, and throughout the famine have been strictly adhered to by the Government of India in making or refusing allotments for advances for land improvements.

37. In the middle of December the Chief Commissioner reported fully on the situation. The *kharif* was in no district better than half an average crop. The *rabi* crops had germinated better than had been expected, but the area sown was less than usual and some sowings had failed. As the position of each district greatly depended on the character of the harvests of the three preceding years they fell conveniently into the groups given in the table below :—

	A.			B.			C.				D.							
											Poor.					Bad.		
	Sambalpur.	Nimar.	Chhindwara.	Warda.	Nagpur.	Chanda.	Raipur.	Bilaspur.	Betul.	Mandla.	Seoni.	Narsingpur.	Hoshangabad.	Bhandara.	Balaghat.	Jubbulpur.	Damoh.	Saugor.
Estimated anna outturn of current *kharif.* ...	10	8	5	8	8	8	4	5	4	3	4	6	5	6	3	5	6	5
Proportion of *kharif* to *rabi* area. *Kharif*	98	87	58	60	50	66	69	61	61	67	48	37	27	63	75	48	46	38
Rabi	2	13	42	40	50	34	31	36	39	33	52	63	73	37	25	52	54	62
Present prospect of spring crop. ...		Poor.	Good.	Good.	Good.	Good.	Good.	Good.	Poor.	Good.	Good.	Fair.	Fair.	Good.	Good.	Good.	Fair.	Bad.

Groups A and B gave little cause for immediate anxiety, as past harvests had been good or fair and the present harvest was less deficient than elsewhere. In group C the crops of 1895–96 had been good, but the poor yield of the standing *kharif* made some distress certain, especially in Mandla. In group D the situation owing to three bad years, the badness of the *kharif* crop, and the prospect of a poor spring harvest in the Nerbadda districts, where *rabi* is the principal crop, was very serious. "The great majority of the classes in the provinces who will suffer most "are almost entirely dependent on the autumn crops—rice, *juar*, and the smaller "millets. Nearly all their land is cropped with these grains, and when these fail, "as they have this year almost everywhere failed, the most plentiful outturn of "wheat and grain is, apart from its effect in lowering the general price of food "stuffs, of little or no benefit to the people." "We must," the Chief Commissioner continued, "be prepared to face continued and general distress till well on in July "or August. In some parts, notably Saugor, Jubbulpur, Balaghat and parts of "Damoh, past years have been so bad, and the people are so depressed and "impoverished by the calamities of successive seasons, that it will take at least a "year of renewed agricultural prosperity to make the poorest classes independent "of Government relief."

38. The scheme of relief contemplated the opening of village works by the civil authorities in all localities where scope for such works existed, as the first stage in the organization of famine relief. The main thing to be done, it was thought, was to keep the people on their land and to provide sufficient work and food for them near their homes to prevent their throwing up their holdings before better times came round. As distress deepened and the number of persons to be relieved grew, large road works were to be opened under the management of the Public Works Department. For the provision of gratuitous relief, poor-houses had been established at centres. These were to be supplemented by more numerous relief centres brought nearer the homes of the people, with small works attached to them for enforcing a task on applicants for relief capable of doing light work. Gratuitous relief in the homes of the people might eventually have to be organized, but this was thought not to be an urgent matter.

39. This scheme is open to criticism as being adapted to a much lighter calamity than that which actually had befallen the provinces. Distress speedily outran the village works and the poor-houses on which reliance was placed. The relief centres and the poor-house population grew to unmanageable dimensions. As events showed, it would have been better had large relief works under the Department of Public Works been started, and village relief organized, at an earlier date. Unforseen delays occurred in the publication of the departmental programme and the organization of the work-establishments. Village relief could not be effectively administered by the district staffs until they were reinforced by British military officers lent for the purpose by the Military Department, and this took time. The order in which the districts were placed with reference to the degree of distress anticipated in each has proved generally correct, except that as time went on the centre of distress shifted from the Nerbadda Valley to the rice districts of Bilaspur and Raipur, and the plateau districts of Betul, Mandla and Seoni in the Satpura range.

Bombay.

40. A brief intimation of extensive crop failure in the Deccan and Southern Mahratta country was made by the Bombay Government in November. The full report was delayed till January, as a good fall of rain towards the end of November was thought to have materially altered the outlook and rendered comparatively useless the calculations previously made. The area reported to be affected was about 42,000 square miles and comprised the whole or portions of eight districts, with a population of 6¾ millions. It was stated that the *kharif* crops, where they had not absolutely failed (as in Bijapur and Sholapur), had yielded but one-quarter of an average crop; that large areas had been sown with *rabi* chiefly after the November rain: and that the intensity of the distress in each district depended entirely on the outturn of these crops. It was feared that owing to subsequent dry weather the crop sown after the November rain would, except in favoured localities, come to nothing. Prices were extraordinarily high and the pressure on the poorer classes was already severe. There were 167,000 persons already on relief works, and the numbers were rapidly increasing. It was proposed to concentrate labour as much as possible on a few large works and to restrict village works to persons who for various reasons could not leave their homes. There was a keen demand for advances for wells among the agricultural classes, and it was considered that much employment could thus be economically provided. Steps were being taken to open poor-houses, and gratuitous relief was already being given on a small scale in villages to persons unable to labour. The condition of the cattle, owing to the scarcity of fodder, was very serious. Numbers had already died or had been sold for slaughter in Bijapur and Sholapur. The people were being urged to take their cattle to the forests where there was grazing to be had. And to provide for cattle which could not thus be moved the Forest Department had arranged to cut and press grass and place it in depôts at the railway stations. A prominent feature of the distress in the Presidency was the large number of weavers in need of relief. In some towns there were thousands reported to be in search of employment. The great majority of these the local Government considered would require no special provision and could find employment on the ordinary relief works. Only to such as were deemed incapable of thus gaining a livelihood was semi-gratuitous employment in their own craft to be given.

Bijapur.	Nasik.
Sholapur.	Satara.
Belgaum.	Ahmednagar.
Poona.	Khandesh.

41. The decision in this scheme of relief to depend on large works professionally managed has been consistently adhered to with excellent results. The unnecessary expansion of relief which follows the opening of numerous small works was avoided and a very useful distance test was thereby indirectly applied. On the works hutting accommodation was provided for the workers, and as a further test residence upon the work has in some cases been made compulsory. The special fodder arrangements appear to have proved useful. A very large quantity of pressed grass was placed in the districts by the Forest Department, and was disposed of at prices which covered all outlay. Special relief to weavers sank to very small proportions. When it was found that they readily took to employment on the ordinary relief works, and physically improved through the labour, the Bombay Government ceased to make special arrangements for the weaver class, and left it to municipalities in which weavers were numerous to do so from municipal funds if they thought fit. On the recommendation of the Bombay Government the Imperial Legislative Council passed an Act (XII. of 1897) enabling municipal corporations to borrow money for this object. This Act, however, has been very sparingly resorted to by municipalities in Bombay Presidency, as it was found that the cost of the relief proposed to be given was out of all proportion to the number of persons to be relieved.

42. The fears of the local Government that such of the *rabi* crops as were sown after the November rain would, except where irrigated, fail to come to anything proved correct. In February and March the Director of the Agricultural Department after visiting the affected districts reported on their condition and the state of the crops. Of Sholapur he wrote: "Up to November large areas remained "altogether unsown. In that month rain fell heavily in the northern and central "portions of the district with the result that even more than the usual areas were

"sown with *rabi*. The crops on these, though germinating admirably, have come "to nothing but growth from 12 to 18 inches high, which will yield nothing "but a very little fodder for cattle." In Bijapur all vestiges of these November crops had disappeared. "It is difficult to conceive anything more distressing "than the appearance of the district as it presented itself to the eye of the observer "entering it from the north in the month of January. Except in the neighbour-"hood of wells and of the rivers, there was scarcely a blade of green to be "discerned. In the neighbouring parts of the Sholapur district the November "rain had encouraged the cultivators to sow large areas, and the land was covered "with the deceitful promise of a *rabi* crop. In Bijapur the country was as bare "as the palm of the hand." Bijapur and Sholapur were the worst districts. Bijapur virtually had no harvest at all, neither *kharif* or *rabi*, the total yield of the year representing less than one month's food for the population. In the seven Deccan districts inspected the total food-production of the year was returned at only one-fourth of the normal outturn.

Madras.

43. The first report of the Revenue Board which the Madras Government transmitted in November 1896 foreshadowed a widespread failure of crops in the northern districts, especially in the rice-tracts of Ganjam, and in the Deccan and parts of the Central districts. The deficiency in the September and October rainfall was very serious. The tract where the deficiency was greatest comprised a broad belt of country traversing the four Deccan districts of Bellary, Kurnool, Anantapur and Cuddapah—districts which are habitually liable to drought. The harvests of the two previous years had been good, and prices in the Deccan had in June 1896 fallen to the low level of the years preceding the great famine of 1876. Large stocks had accumulated, and but for the scarcity prevailing throughout India the province would have been exceptionally well able to withstand a bad year. But from September grain had been drained from it to Northern India, and prices had advanced by leaps and bounds under the influence of this export and from the reluctance of the cultivators to part with their stocks. Prophecies were current of a fatal three years' cycle of drought, and every well-to-do ryot locked up his remaining store of grain. The poorer classes were already hard pressed. There was little employment in the fields, and the immediate opening of relief works was necessary. The situation was said to be outside the experience of the present generation in famine administration. "Hitherto," wrote the Board, "it has been held that scarcity rates and famine "were the results of the failure of two or more seasons. In the present case the "failure of a single season has resulted in warning or scarcity rates, and for the "poorer classes, which habitually have to buy grain, the latter mean distress and "famine, unless their condition is alleviated."

44. In December the Revenue Board were able to report that heavy rain in the last week of November, followed by a copious north-east monsoon in the southern half of the Presidency, had materially reduced the scarcity area, and had brought about a substantial fall in prices. The affected area was now confined to the belt of country in the Deccan, with a population of $1\frac{1}{4}$ millions, and to parts of the Ganjam and Vizagapatam districts. Relief works in the form of road-repairs had been opened by the district authorities. On relief works and in kitchens about 20,000 persons were receiving relief, but the numbers were not increasing. The people were generally in good condition. The weaver class, a class which is very numerous in the Madras Presidency, was specially distressed owing to slackness of trade and absence of demand for textile goods, and relief at their own trade had been organized for weavers in Bellary and Cuddapah. No gratuitous relief in the homes of the people had as yet been found necessary. In Ganjam test-works had failed to attract labour. In the Deccan, fodder for the cattle was very scarce, and large numbers had been driven off to the Mysore pastures. Compared, however, with other parts of India the affected area in the Madras Presidency appeared from the report to be relatively small. Nor was it at first anticipated that relief on a large scale would be necessary. In the financial estimates for 1896–97 a sum of only 25 lacs for expenditure on famine relief in Madras was provided. But from April 1897 relief rapidly expanded, the expenditure soon outran the 25 lacs, and at the end of July when rain still held off in the south of India there were more persons on relief in Madras than in any other province.

In April the labour task was reduced and the daily wage raised by the local Government in the belief that the conditions of relief hitherto prevailing had been too stringent. Gratuitous relief in the homes of the people was also commenced on an extensive scale, and increased provision made for the special relief of weavers at their trade. To this change of policy the rapid growth of the numbers on relief must in a large measure be ascribed. It will be seen in the sequel that the Madras Government recognised that liberality had gone too far, and as the agricultural outlook improved it took steps to restrict relief within proper bounds.

Native States.

45. In Central India the probability of severe distress occurring in many of the States of Bundelkhand and Baghelkhand was recognised early in October 1896 by the Governor-General's Agent. Bad seasons had been experienced for three years, and many of the States, through no fault of their own, were at the end of their resources. The condition in Rewa, the largest State in Baghelkhand, was found to be very bad, and in Bundelkhand the population of the small States forming that Agency was much distressed. The question of funds was reported by the Governor-General's Agent to be very serious. In the Bundelkhand Agency but six out of twenty-three States had been able to make their own relief arrangements. As funds in the other States were exhausted, he obtained from the Government of India a loan of two lakhs on their behalf to keep the people alive. Shortly after this His Highness the Maharaja Sindhia of Gwalior volunteered to lend money to distressed States through British officers, and after the fullest enquiry and consideration the Governor-General's Agent was authorised to arrange such loans on the basis of interest at 4 per cent guaranteed by the British Government. These loans were to be made subject to the conditions that the resources of the applicant State were exhausted, that the Chief agreed to be guided by the Political Agent in famine matters, and agreed also that his State would be liable to be taken under direct management by the Indian Government on his failure to repay the loan. This arrangement has worked very well. The loans have been of invaluable assistance to the poorer States, while the conditions on which they have been made were well calculated to bring home to the rulers their responsibilities and to induce them to study and enforce economy. The loans were confined to States within the Central India Agency. Outside that Agency the States in which relief measures were needed were comparatively wealthy and did not require such assistance.

46. To advise the States in the administration of famine relief, to see that relief was being given wherever wanted, and that it was given on right principles, an officer, Lieutenant-Colonel A. P. Thornton, of the Political Department, was deputed to visit them in order. Bikanir was first visited, as complaints had been made by the Government of the Punjab that subjects of that State were crowding on to relief works in Punjab districts. From Bikanir he proceeded to Bhartpur and Dholpur, two other States in the Rajputana Agency, and thence to Gwalior, Bundelkhand and Baghelkhand. This tour proved very useful to the States concerned, and also fully informed the Government of India of the situation in each State. In the most affected States Assistant Political Officers were given to the Political Officer in charge, to enable him the more effectively to keep himself informed of the progress of relief and to advise the States. But care was at the same time taken not to impair in any way the responsibility of each State for providing for the relief of its subjects. Very praiseworthy efforts were in many cases made by the Chiefs, and a great deal of good work was done, though, as might be expected, in a less systematic way than the Famine Codes of British India contemplate. In the most distressed tracts relief measures occasionally lagged behind the requirements of the case, and the fact was at once proclaimed by the migration of the subjects of the State in troops to adjoining British districts. In the Nizam's Dominions serious distress was not at first apprehended, as heavy rain in November had done much good to the crops and had encouraged the cultivators to sow more land for a late crop. But as December and January went by without rain, the November sowings came to nothing, food became dear, and the agricultural labourers were without employment. The Nizam's Government promptly recognised the situation, and opened relief works, and suspended payment of the land-revenue, in the distressed tracts.

VI.—The second period. From the commencement of relief operations to the close of the spring harvest.

Growth of distress.

47. During this period the fate of the cold weather crops was decided and the distressed tracts became more distinctly defined. It has been already said that the out-turn of these crops was much below the average, partly because the areas sown were less and partly because sowings on unirrigated lands either failed to germinate or gave a very poor return. Thus the inequalities between field and field and between district and district in the matter of yield were much greater than in ordinary years. In the Bundelkhand districts and in Hissar, where there is very little artificial irrigation and where little rain fell during the winter months, the harvest was miserable and added little to local food stocks. Their exhaustion was seen in a continuous import of grain from other districts. In the Central and Northern Punjab, in the canal districts of the North-Western Provinces, and in parts of Oudh and Behar, much of the crop was good. From there grain was drawn to the distressed districts, and this demand, conjoined with the reluctance of the cultivators to sell, kept prices in these tracts up to famine level. In the Central Provinces the winter crop of 1896–97 occupied only three-fifths of its usual area and much of it was poor. Here also the spring harvest failed to replenish depleted local stocks or to bring down prices. Rice growing districts like Bilaspur and Raipur in the Chhattisgarh Division of the Central Provinces have no winter crops to speak of, and no alleviation in their condition through the spring harvest could be expected. In Ganjam and Vizagapatam in the Madras Presidency rice is likewise the staple crop, and here also the distressed tracts went from bad to worse. In the Bombay and Madras Deccan the late crops failed in most places, and their harvesting had no effect on prices or on the general condition of the people.

48. The growth of relief from the commencement of relief operations to the end of April 1897 is shown in the table below :—

Provinces.	Number of persons in receipt of relief at the end of each month.						
	October 1896.	November 1896.	December 1896.	January 1897.	February 1897.	March 1897.	April 1897.
Madras	—	28,410	26,330	42,363	65,835	104,955	231,650
Bombay	—	10,409	239,356	325,695	412,259	454,443	403,818
Bengal	—	3,384	91,410	338,810	410,002	535,333	678,972
North-Western Provinces and Oudh.	40,880	145,697	496,875	1,254,108	1,647,529	1,010,616	1,248,496
Punjab	5,902	10,919	53,073	97,259	123,738	102,474	87,971
Central Provinces ...	—	—	167,189	284,287	351,263	475,644	581,963
Burma	2,998	20,337	30,134	33,230	26,128	23,605	16,728
Berar	—	—	—	—	11,111	15,627	23,160
Total ..	49,780	219,156	1,104,367	2,375,752	3,047,865	2,722,697	3,272,758
Native States.							
Hyderabad	—	—	—	—	4,509	4,414	26,843
Central India	15,969	Not reported.	30,876	69,062	137,040	100,246	149,596
Rajputana	8,019	34,807	47,254	25,041	19,469	29,808	21,690
Total ...	23,988	34,807	78,130	94,103	161,018	134,468	198,129
Grand Total ...	73,768	253,963	1,182,497	2,469,855	3,208,883	2,857,168	3,470,887

On the 30th April there were 3,272,758 persons in receipt of relief in British India and 198,129 persons in receipt of relief in Native States. The greatest number attained in any province during this period was 1,647,000 persons in the North-Western Provinces and Oudh at the end of February. In the middle of March the spring harvest in those provinces afforded employment in the fields and withdrew labourers from the relief works. In the Bundelkhand districts of the same provinces the ripening of the flower of the *mahua* tree (*Bassia latifolia*), which in a dried state is very largely used as an article of food throughout Central India, gave further employment to the people, and brought a supply of cheap food within their reach. All this tended to relieve the pressure on the relief works during March and accounts for the fall in the numbers on relief in the North-Western Provinces and Oudh at the close of the month. In April they again began to rise. The effect of the spring harvest in the Punjab is seen in the drop in the April numbers, the harvest there being later. In Bombay the fall in April was due to greater strictness in enforcing tests of distress, especially in the matter of allowances to non-working children. In other provinces the growth of relief is continuous throughout the period, and any tendency which the spring harvest had to draw labour off the relief works was more than counterbalanced by the extension of relief into new areas as the area of distress widened.

Analysis of relief at end of April.

49. As relief varies in character according to the circumstances and physical powers of persons relieved, an analysis of the aggregate volume of relief given on the last day of April is of interest. This is effected by the figures below :—

Provinces.	Employed on Relief Works.			Employed on test works.	Total employed on works.	Gratuitously Relieved.			Grand Total.
	Workers.	Dependants.	Total.			In poorhouses or kitchens.	In their homes.	Total.	
Madras	184,207	10,266	194,473	7,202	201,675	4,267	25,708	29,975	231,650
Bombay	292,752	79,477	372,229	973	373,202	434	30,182	30,616	403,818
Bengal	345,037	31,998	377,035	9,513	386,548	3,244	289,180	292,424	678,972
North-Western Provinces and Oudh.	781,843	145,588	927,431	7,455	934,886	26,819	286,791	313,610	1,248,496
Punjab	60.684	14,247	74,931	116	75,047	1,666	11,258	12,924	87,971
Central Provinces ...	405,290	75,952	481,242	—	481,242	21,258	79,463	100,721	581,963
Burma	13,320	—	13,320	—	13,320	—	3,408	3,408	16,728
Berar	20,265	—	20,265	—	20,265	—	2,895	2,895	23,160
Total	2,103,398	357,528	2,460,926	25,259	2,486,185	57,688	728,885	786,573	3,272,758
Native States.									
Hyderabad	23,844	—	23,844	—	23,844	—	2,999	2,999	26,843
Central India ...	132,018	—	132,018	—	132,018	—	17,578	17,578	149,596
Rajputana	14,546	—	14,546	—	14,546	—	7,144	7,144	21,690
Total	170,408	—	170,408	—	170,408	—	27,721	27,721	198,129
Grand Total ...	2,273,806	357.528	2,631 334	25,259	2,656,593	57,688	756,606	814,294	3,470,887

Gratuitous relief in the homes of the people.

50. From these figures it will be seen that more than three-fourths of the persons relieved were employed on public works, the remainder being shown as gratuitously relieved. Labour for all who can do a reasonable amount of work, and gratuitous relief, as far as possible in their villages, for persons incapable of labour, constitute the two main divisions of famine relief. For wanderers and professional beggars poorhouses are provided, but except in the North-Western Provinces and Oudh and the Central Provinces the number of persons so relieved was very small. Gratuitous relief in villages was given most extensively in the two provinces of Bengal and the North-Western Provinces and Oudh, and in Bengal the number of

persons so relieved bore a very high proportion to the number on works. In other provinces up to the end of April this form of relief was sparingly resorted to. In the next period of the famine a very marked change in this respect will be seen in the Central Provinces. No subject during the late famine has been more continuously under observation and discussion than the proper limits of this system of "outdoor" relief in the homes of the people, and it undoubtedly constitutes one of the most difficult and delicate questions in famine administration. A few remarks on the point may therefore not be out of place. The Famine Commission show that in the earlier famines the obligation of relieving persons other than the able-bodied was not recognised by the State, and was considered to rest with the charitable public. The first step to the recognition of the responsibility of the State in this respect was by the institution of poor-houses or kitchens where relief was given in the form of cooked food, with or without the condition of residence. The next step was taken in the Behar famine of 1873-74, when village inspection and village relief were prominent features of Sir Richard Temple's organization. The country was mapped out into small circles, each superintended by a relieving officer, and it was made his duty to discover within his circle all cases of distress which could not be met by the offer of employment on works, and to arrange for the weekly or monthly distribution to such persons of doles of grain or money, availing himself, so far as was possible, of the services of the village headman. The Famine Commission clearly recognised that under this system where no test of distress can be applied the difficulty of distinguishing the worthy from the unworthy must be great. But they noted the fact that the poor-house system was regarded by the people with extreme repulsion, and that it involved the uprooting of families from their homes and the breaking up of social bonds. The Famine Commission accordingly came to the conclusion that the village system was preferable for general adoption "insomuch as, while this system may "involve the risk of a too free grant of relief, the poor-house system involves the "more serious risk of insufficient relief." To it they looked for the prevention of the wandering of the poor in famine time, "which leads to the dissolution of the "village communities, and is one of the principal causes of famine mortality." They thought that if work on the task system commensurate with the capacity of each labourer was offered to all persons capable of doing a reasonable amount of work, the incapable poor who would be supplied with food in their homes would not form a large percentage of the population; and they believed that by means of a complete chain of inspectors in each local area with a European officer at their head abuses could be prevented. The system of gratuitous relief approved by the Famine Commission has been introduced into the Famine Codes, but the present is the first occasion since they were framed on which it has been extensively applied. In the Behar districts of Bengal the percentage of persons gratuitously relieved in their homes was as high as 5 and 6 per cent. of the total population of the distressed tracts. In the North-Western Provinces and Oudh the proportion has exceeded 3 per cent. in three or four districts only, while in many districts it was less than 1 per cent. In either province special pains have been taken to make the supervision efficient and to confine relief to deserving cases, and in either province the local Government is satisfied that it has been the means of keeping together the village and family organization and in preventing wandering and mortality. The intensity of the famine in parts of the North-Western Provinces and Oudh was such that gratuitous relief in the homes of the people on a large scale was inevitable. But the Bengal figures gave cause to inquiries on the part of the Government of India. The local Government has explained them by reference to the chronic poverty of the dense population of Behar and to the rapid drying up of the springs of private charity as a consequence of this poverty on the first approach of hard times. The great preponderance given in Bengal to gratuitous relief still, however, remains singular and as yet not fully explained. It may be the case that necessitous cases were more completely tracked out in Behar by the very strong relief establishments entertained there, than was possible in other provinces where the staff was weaker and the area of distress more extensive. It is also probable that the strictness with which tasks have been enforced on the relief works in Behar indirectly resulted in a comparatively large number of persons being placed on gratuitous relief, since they were found unable to perform what was held to be a reasonable amount of work. In other provinces where less attention was paid to the amount of work obtained from the relief workers, persons were admitted to the

works whose labour was of a nominal character, while the number of women and children among the workers was much in excess of what was required or could be profitably employed. This was in accordance with the principle that it is better to accept all inefficient labourers offering themselves than to place them on gratuitous relief in their homes. Though the labour they are capable of may be of little or no value, they submit, it is held, to a distinct test of distress in the very act of appearing on a relief work. In Bengal inefficient labourers were in principle admitted to the relief works, and the local Government after inquiry came to the conclusion that the gratuitous lists contained the names of no persons who were capable of labour. But there is little doubt that inefficient labourers were in smaller proportion on relief works in Bengal than elsewhere. This appears both from the comparatively few women and children on relief works in Bengal, and from the high tasks which were obtained from the gangs. A difference of system in the management of relief works is indicated, which on the face of it had something to do with the large numbers in Behar on gratuitous relief in their homes. Such divergencies in the methods of relief administration in the different provinces do not necessarily imply that one province has been right and the other wrong. The cause may lie in the special circumstances of the case. In Behar the relief works were small and numerous and within easy reach of every village. If great attention had not been paid to exacting a high task from the labourers and thus indirectly eliminating inefficient persons, the works would have attracted unmanageable crowds, and this might have been a greater danger than some excess in the matter of gratuitous relief. It may also be mentioned in noticing the high percentage of gratuitous relief in the homes of the people in Behar that in other provinces more gratuitous relief on the relief works themselves was given than was the case in Behar. Under what conditions and to what classes this second form of gratuitous relief is given will be explained later on when the system of relief works is discussed.

51. In the Central Provinces the scattered and sparse population, the migratory habits of the aboriginal races, the defective communications, and the weakness of the establishments at the disposal of the administration, made the effective organisation of village relief peculiarly arduous. Pending its completion the expedient of "relief centres," where food was supplied to all comers in obvious need of relief, was provisionally adopted. To these relief centres was often attached a small relief work, such as the excavation of a village tank or the repairing of a road, and when this was the case able-bodied applicants for relief were required to perform a task as the condition of relief. These centres proved very useful in the wilder tracts, and as a simple and summary method of relief they were frequently resorted to in places where distress unexpectedly made its appearance before regular relief works could be opened. But they tended to become unmanageable as the applicants for relief increased, and were gradually discarded, except in the wilder tracts, as relief operations were systematised. Both in poor-houses and in relief centres in the Central Provinces the mortality was very high in the early months of the famine and attracted public attention. The death statistics of these institutions collated by the local Administration show that a large proportion of the deaths were those of wanderers from native territory or other parts of India. This was especially the case in the Nerbadda valley districts which form the natural channel of communication between Central India and the fertile south, and which in all seasons are resorted to for work and food by thousands of immigrants from the north. But many of the deaths were those of aborigines or of residents of other districts of the province, indicating the prevalence of wandering to a lamentable extent. This aimless wandering of hunger-stricken persons has often characterised great famines in the past, and however vigilant the administration, it is likely to occur in broken forest country among people who largely subsist on wild fruits and grasses and who still retain the nomad's instinct. Many of the difficulties which have arisen in the Central Provinces in the late famine can be traced to this source.

In Madras and Bombay during this period the administration of poor-houses and gratuitous relief in villages presents no features of special interest.

Gratuitous relief to "dependants"

52. Turning now to the main branch of famine relief—the relief works—the gratuitous relief given in connection with them may in the first place be noticed. The wage earned by a relief-worker is not intended to be more than a subsistence

wage. If therefore the people come in families to the relief works, there will be a certain number of children below the working age, and of infirm adults, to be provided for. The Famine Codes allow these non-workers to be gratuitously relieved as "dependants" of the relief-workers, the relief taking the form of money or cooked food. The proportion of dependants to the workers varied greatly, as will be seen from the analysis of the population on relief at the end of April, in different provinces. It was 18 per cent. in the North-Western Provinces and Oudh, and 26 per cent. in Bombay. In Bengal and Madras it was only 9 per cent. and 5 per cent. respectively. These variations were due to the relative extent to which in each province the relief-work population resided on the works; and the practice of residence again depended on the distance of the works from the homes of the people, and on the degree to which residence on them was encouraged, or was enforced as a test of distress. In the North-Western Provinces and in Bombay large works at considerable intervals were the rule, and residence on them was practically obligatory for the majority of the workers, coming as they did from long distances. Whole families settled down on the works, and the non-working members had to be gratuitously relieved. In Bengal the works were so numerous and scattered that there was very little residence on them. The workers came from and returned to their villages daily, and their wives and children, if entitled to gratuitous relief, were relieved in their homes, and not as "dependants" on the works. The same was the case in Madras.

53. To the relief worker the gratuitous relief of his "dependants" is very attractive, especially when it takes the form of cash. In Bombay the large number of non-working children brought by women to the works in the first months of the scarcity led to inquiry which resulted in the discovery that many of the children belonged to persons who did not attend the works and that they were lent for the occasion. This practice was stopped by the institution of children's kitchens in connection with the works and the discontinuance of the money dole. Elsewhere a similar change was necessitated by the neglect of parents to feed their children, though receiving money for their food. It was found that they either spent the extra allowance on themselves, or saved it against the day when the works would be closed. Famine weakens family affections, and there is no clearer sign of its severity in a given locality than the condition of the children. Wherever children's kitchens were substituted for cash allowances an immediate improvement in the health of the children ensued. The experience of the late famine is conclusive on the point that when distress becomes severe, parents cannot be trusted to provide for their offspring.

54. This fact constitutes one of the arguments in favour of the retention of the present relief wage system of the Famine Codes, demoralizing though it may seem in some of its aspects. Under this system the relief worker, whatever may be his working capacity, is restricted to a bare subsistence wage. The extra allowances receivable by him for non-working members of his family depend not on his industry but on the size of the family. The alternative system, which is not without its advocates, is to permit the worker to earn enough by exceptional industry to support himself and the persons dependent upon him. It is easy to see that this would result in the State paying many of the workers more than they actually require for their own subsistence, without any guarantee that the young, the aged and infirm would be kept alive. When distress is slight this consideration has not the same force, and if sufficient wages are offered to the people the care of their dependants may be left to the able-bodied as in ordinary times. In slightly affected areas during the late famine several varieties of the piece-work system, under which the worker is permitted, in proportion to his industry and skill, to earn a wage in excess of a bare subsistence for himself and receives no separate allowance for his dependants, were tried with success.

The organization of relief works.

55. The first period of the famine was occupied in all provinces with the organization of relief works, and in connection with this the disposition of famine labour to the best advantage received much attention. Such disposition includes (*a*) the selection of suitable works of permanent public utility; (*b*) the management of the works by a competent staff; (*c*) the proper classification and remuneration of the relief workers; (*d*) the proper tasking of the workers; (*e*) the adoption of other self-acting tests of distress.

56. The selection of suitable works for the employment of relief workers is a matter of greater difficulty than it at first sight seems. Under the ideal system there should be in every distressed area one or more projects of permament utility, specially prepared and reserved for the emergency of a famine. Such projects should be capable of giving employment to a large body of labourers for several months, and as the labour is unskilled, they should preferentially consist of earthwork or of quarrying and preparing metal for roads. Railway earthwork, canal and drainage excavation, road-making and road-repairs, and tank construction almost exhaust the category of such possible works. But there are many districts for which no new railways are proposed, in which no canal can be made, and where tanks of large size for irrigation purposes are not required. In such cases road earthwork and the collection of metal are usually the one form of labour on which the relief population can be employed, and the quantity of such work that can usefully be undertaken is necessarily limited. The Punjab was fortunate in having two canal projects (the Ghaggar canal in the Hissar district and the Jhelum canal in the Gujrat district) ready for immediate execution in the distressed tracts, besides the earthwork for several branch railways. In Upper Burma canal projects were also available. In Bombay the collection of road-metal was first resorted to, but when it was seen that a supply sufficient to last for years was being accumulated, several large tank projects for irrigation purposes and railway earthwork were commenced. In Madras there was a singular scarcity of large projects of permanent utility, and the relief gangs have been employed on road repairs and the collection of road metal. In the Central Provinces the earthwork of the Raipur-Dhamtari railway gave some employment in the Raipur district, and that of the Katni-Saugor railway in the Saugor district; but road-work here also has been the chief resource. In the North-Western Provinces and Oudh also road-work has been the chief form of employment, and in the worst districts every existing unmetalled road has been put into thorough repair and often raised and widened, and many new roads constructed. Village and road side tanks within a certain distance from each road so operated upon were also deepened and improved as part of the road project. In the North-Western Provinces and Oudh and to a lesser extent in the Central Provinces the road-works, which were almost invariably large works giving employment in each case to 2,000 workers and upwards, were supplemented by numerous small works, such as village roads and tanks, for the employment of small bodies of labourers. The difficulty of effective supervision over such scattered works was recognised, and to meet it the aid of the local landowners was called in. They would agree to construct a given village work for a certain sum, covenanting to employ distressed persons only and to pay them famine wages. In some cases the cost was shared between the landowner and the Government, in others the Government bore the whole cost. But in either case the landowner had a strong pecuniary interest in getting a full day's work out of the labourers. No return of the village works constructed through this agency has yet been received, but they are known to have been numerous, especially in the Allahabad Division of the North-Western Provinces and in the Chhattisgarh Division of the Central Provinces, where the country lends itself to the construction of small tanks for the storage of water. As subsidiary to large works under direct State management these "village works" have proved very useful, but neither in the Central Provinces nor in the North-Western Provinces has it been found safe to trust to them alone. A backbone of large works on which labourers can be employed in thousands under strict professional supervision and control was held in both provinces to be essential. In Bengal there were no large projects ready in the first months of the famine, and, owing to the character of the country, tanks were preferred in Behar to road-making. A few of the tank projects were large, but the majority were virtually "village works." And, being comparatively small, the works opened in each district were necessarily very numerous. Effective supervision would not have been possible had not the special famine establishments in Behar been exceptionally strong.

(*a.*) The works selected.

57. From what has been said above, it will be understood that there is less to show in the way of permanent public utility for the enormous quantity of famine

relief labour which has been employed by the State than could be wished. This is more or less inevitable whenever labour is employed for reasons other than because it is wanted. But more attention may usefully be directed in future by local Governments to the preparation of famine-relief projects, especially in provinces where during the late famine difficulty has been experienced in providing large works of undeniable utility.

(*b.*) The controlling staff.

Except in Bengal, where, owing to the numerical weakness of the Public Works Department it was found necessary at first to place almost all relief works under the civil officers, the immediate direction of the larger relief works was from the outset entrusted to officers of the Public Works Department. But as such works are carried on on the principle of giving effectual relief to the labouring population and not of getting the greatest quantity of work done at the cheapest rate, civil officers were associated with the officers of the Public Works Department to see that the labourers were correctly classified and properly paid and tasked according to their strength. In such a system of dual control there is obviously room for discussion as to the limits of the respective powers of the civil and professional authorities unless they are clearly defined beforehand. The Famine Codes have been found to be wanting in precision in this respect, though fortunately in most provinces this has not been productive of many difficulties. In Madras a certain amount of friction appears to have arisen, and the professional officers would seem to have been subordinated to the civil authorities to a greater extent than elsewhere. The question chiefly arises as regards the regulation of tasks and the imposition of fines for short work. Viewed in the light of results the Madras practice compared unfavourably with that of other provinces where greater powers in all that appertains to the technical management of relief works were given to the Department of Public Works.

(*c.*) The classification and wages of the workers.

58. The classification and wages of the relief workers are prescribed in much detail by rules in the Famine Codes which elaborate the principle laid down by the Famine Commission that to all who can do a reasonable amount of work shall be given "a task carefully adjusted to their powers" and "a wage on which life and health can be maintained." These rules are in the main based on the experience gained in recent scarcities. But they had not been tested on a large scale, and the test to which this year they have been subjected has shown that they are capable of improvement. In some respects their provisions are imperfect and in others greater flexibility of system is desirable to suit the very diverse conditions which the famine administrator has to meet. The first in the field in the matter was the Government of the North-Western Provinces and Oudh. Profiting by its experience in the previous year in Bundelkhand that Government supplemented its Famine Code by a large body of instructions which appear to have worked well, and which in substance were adopted in Bengal and the Central Provinces. In the classification of the relief-workers and the wage-scale some important changes were made. The Famine Codes recognise four classes of labourers—the professional digger or navvy, the able-bodied worker who is not a professional but who is accustomed to hard manual labour, the able-bodied person who is not accustomed to manual labour, and the weakly person. It is contemplated that these four classes of workers should do tasks graduated according to their respective capacities, and be paid according to a graduated wage scale. In this scale the wage for each class is a ration of so many ounces of flour and pulse, with a little salt and condiments, converted into cash according to the market price of the ration. At the bottom of the scale is the wage of the weakly person whose employment is presumably nominal, and who is presumed to require less food than the able-bodied workers. The wages of the other three classes are built up from this minimum wage. The Government of the North-Western Provinces and Oudh in its instructions simplified this classification. As the relief workers are ordinarily employed on earthwork of the simplest kind, needing only two classes of labourers—the digger and the carrier—the instructions recognised two classes of workers only, and two rates of wage. The carriers who formed the great mass of the workers and who were chiefly women and children, received a wage which was practically the minimum wage of the Code. The digger received a somewhat

higher wage. When the price of grain was Re. 1 for 10 seers, the digger's wage was $1\frac{3}{4}$ annas and the adult carrier's $1\frac{1}{4}$ annas. The child over 12 received 1 anna and the child between 7 and 12 half an anna. Under this system the average remuneration of the famine labourers was less than what it would have been under the Code. But it seems to have been found sufficient to keep the workers in good health. For Sundays they received a holiday wage, and additional allowances for the non-working members of the family. In this way the aggregate wages of a family of five persons possibly amounted to Rs. 8 or Rs. 10 a month. With food at normal prices this would be riches to an Indian villager: and even with food at famine prices it is said to have allowed a small margin for saving.

59. While the wage-scale of the Code was considered in Upper India to be if any thing too liberal, it was found fault with in Madras for being too low. Influenced by the reports of its Sanitary Commissioner on the condition of the relief work population, the Government of Madras represented to the Government of India that the lower grades of the wage scale were insufficient to maintain workers in good health. Into the details of the discussion it is unnecessary to go. The view taken by the Government of India was that the scale had been found sufficient in other provinces, especially in Bombay where the conditions of life were very similar, and that a case for raising it and thereby augmenting the already very heavy expenditure on famine relief was not made out to their satisfaction. The Government of Madras acquiesced in this conclusion and the matter dropped.

60. Thus the final word on the question of the famine wage and the classification of famine workers has yet to be spoken. When the Provincial Governments come to review the famine operations in which they have been engaged and to consider the bearing of the experience so acquired on the Famine Codes, this question among others will engage attention. The reports of the officer deputed by the Government of India to inspect the relief works in all the provinces deal fully with it and will greatly assist to its solution. It may possibly be that no absolute wage standard, which is under all circumstances sufficient for the worker's support and not more than sufficient, can be laid down. A wage that is sufficient in a slightly distressed tract or at the commencement of a scarcity, when the workers have still some resources of their own, and when there is a risk of withdrawing them unnecessarily from their ordinary employments, may be insufficient during acute distress, or in the late stage of famine. It is a primary principle that at no time should the wage be such as to attract labour which otherwise could support itself. And when this happens, the wage has to be reduced below even the theoretical bare subsistence allowance, or else the other conditions of the relief, such as the amount of the task or the Sunday dole or the allowances for "dependants" have to be modified.

61. The proper tasking of the workers is, to quote the Famine Commissioners, required "to prevent the relief work "from being so light or unduly attractive as "to induce any to remain who are not really in want." To this matter much attention has been directed, especially in the first period of the famine. The system at first adopted in the North-Western Provinces and Oudh was to group the relief-workers into gangs of 60 or 80, of whom about one-fourth were able-bodied diggers and the rest carriers, and to fix a daily task (of so many cubic feet of earth dug and carried) for the gang. As the carriers were usually in excess of the number actually required, any deficiency in work was the fault of the diggers. This led to the rule that if the work of the gang was short, the diggers and the diggers only were fined. As experience was gained in the management of large bodies of relief-workers and the supervising establishments became more expert, it was found possible in place of dealing with the gang as a unit to mark out the day's task for each digger, and to enforce its performance on each individual. In Bengal a smaller unit than the gang of 80 was adopted, but in other respects the system of tasking resembled that in force in the North-Western Provinces and Oudh. In all provinces the enforcement of a reasonable labour task was found to be hampered by two circumstances peculiar to the employment of famine relief-workers. The first is that the number of women and children and other inefficient workers seeking employment is usually much in excess of the efficient

(*d.*) The tasking of the workers.

male workers. In the North-Western Provinces and Oudh there were in April only 32 male adults in every hundred workers; in Bombay 31, and in Madras 27. In Bengal the ratio was much higher, the male adult workers being 46 per cent. of the whole. Now, if the work on which the relief population is placed consists of road-making or tank-excavation or other form of earthwork, inefficient labour can be employed in considerable quantities, but there is a point beyond which room cannot be profitably found for it. When the point is reached, the famine administrator has to be content with a nominal task from labourers of this class, and must confine himself to fully tasking the efficient minority of workers. The second difficulty lies in the necessity of keeping the relief-population, whatever be the result of their labour, in fairly good health, and this can only be attained by paying each person a wage sufficient for his or her bare subsistence. As the full famine wage earnable by a worker who completes his allotted task is little, if anything, above a bare subsistence wage, the power of the officer in charge of the works to fine for short work is necessarily very limited. When this fact is realised by the workers, the temptation to idle is considerable, especially if they are unaccustomed to regular spade-work and the task is such that it can only be accomplished by strenuous exertion. The task therefore has to be essentially moderate, and in adapting it to the average working capacity of the people and in getting it done by them without frequent resort to fining and without deterring weak or inefficient workers a good deal of care and management on the part of the directing staff is required. The progress made in these respects as relief operations progressed appears to have been very marked in most provinces. In the North-Western Provinces and Oudh, although the inefficient labour was in large excess and low tasks the rule, the amount of work obtained from the workers improved month by month. In the Punjab where the relief-workers were exceptionally able-bodied and expert, the standard of work on the Ghaggar and Jhelum canals fell little below the ordinary standard for non-famine labour. In Behar, where great attention from the first was paid to the subject and where the proportion of inefficient labour was never excessive, a high task was enforced for months. In Bombay and in the Central Provinces the task imposed has, as a rule, been fully sufficient to constitute a real test of distress. This was also the case in Madras at the beginning of the period, but in April the Madras Government were led by considerations regarding the heat of the season, the distances which the workers had daily to travel to the works from their homes, and the reported weakness of some of the gangs, to authorise reductions in the tasks. These reductions appear to have been injudiciously granted in not a few cases by the subordinate officials; they conferred on the relief works an undesirable degree of popularity and greatly augmented the number of the workers, and they eventually were recognised to be excessive and demoralising, and were withdrawn or curtailed.

(e) Other tests.

62. The obvious drawbacks which in spite of the best management attend the task and subsistence wage system of the Famine Codes have led to several experiments of great interest and value. The problem was how to safely reduce the excessive numbers of inefficient workers, and to infuse more energy and industry into the able-bodied minority. It was at once recognised, as indeed the Famine Commissioners had pointed out, that ordinary piecework, under which only "remunerative" labour is employed and is paid by results, would not be suitable. If the rate of payment were adjusted to meet the powers of the least capable persons seeking employment, the work would be made enormously costly; and if it were not so adjusted, relief would be virtually denied to large classes in urgent need of it. But it was thought that if work were given out to family groups or other small parties of workers, if a fair wage were allowed according as a higher or a lower task was performed by the group, and if its earnings were restricted to a maximum sum a day, the chief objections to ordinary piece-work would be obviated, and the relief requirements of tracts where distress was not severe would be sufficiently and economically met. It is unnecessary here to describe the experiments made on these lines in the North-Western Provinces, Bengal and the Central Provinces. But it may be said that in districts not acutely distressed they have proved successful. The number of inefficient workers has thereby been largely reduced, and relief attended with much economy. Where each individual worker receives a subsistence wage, however little he works, and when every

"dependant" incapable of labour is also supported, it is the interest of the head of every household to bring all members of it upon the relief-works. When, however, in place of these conditions work is paid for according to results, and the workers are expected to maintain their children and their aged relatives, the attendance at the works is at once reduced. In the projected revision of the Famine Codes this system of petty piece-work or modified task-work will probably find a place, as an expedient preferable to the strict "task and minimum wage" system of the present codes in cases where distress is not widespread and severe.

63. With upwards of two millions of persons employed on relief works in British India, at the cost of about Rs. 2,00,000 (Rx.* 20,000) a day, the Government of India in February thought it expedient that the principles regulating expenditure on public works in time of famine should be defined and announced to Local Governments. These instructions, which are dated the 13th February 1897, may here be noticed, as they in effect conveyed approval to the experimental departures from the relief system of the Famine Codes which have just been described. The instructions open by setting out the general rule that in tracts where no distress exists, expenditure upon public works, even within the limits of budget provision, should be contracted with a view to setting funds and establishments at liberty for employment where they are more needed. To this rule exceptions are recognized where work cannot be contracted without risk of creating distress by reducing local employment of labour, or of returning to districts where distress exists or is threatening the labourers employed on them. In districts where distress exists and additional employment has to be provided, all expenditure on such object must be subject to certain relief conditions. The primary condition is that the remuneration for work done should be so fixed as not to attract labour for which employment exists elsewhere. The method of enforcing this condition will, however, vary with the degree of distress. Where distress is acute, and employment has to be provided not only for able-bodied labourers but also for a large proportion of inefficient labour, the rigorous enforcement of task-work is necessary, nobody being allowed to do more than the fixed task or to earn more than the minimum wage. In this way alone can the supply of useful work on which labour can be employed be economised, and expenditure be limited. Where distress is less acute, and the proportion of inefficient labour seeking employment is not great, payment by results, it was said, is more economical than task-work; for so long as an able-bodied labourer can earn enough to enable those of his family who ordinarily do not work to remain at home, he will support himself and them more cheaply than the Government can. When payment by results is adopted, the rates offered should be so regulated as not to attract labour from existing employments elsewhere. If the demand by inefficient labour for employment should increase when the payment-by-result system is in force, it should be first met by opening test-works under ordinary task conditions; and if it should continuously increase, the existence of acute distress might be assumed, and thereupon "payment by results must be discontinued and task-work substituted for it." These instructions have, it is believed, been found to be in general conformity with the additional experience acquired since they were issued, and they summarise by anticipation the results of the experiments in the employment of relief-labour which have been under trial in different provinces, and which will be fully reported on in the near future by the local Governments.

The Government and the Grain Trade. The rule of non-intervention.

64. In the earlier part of this narrative the rapidity with which prices of all food-grains rose to famine rates in the autumn of 1896, and the apprehensions felt in Bengal and the Central Provinces that supplies might locally fail in special localities, have been noticed. It was inevitable that the position of the Government with regard to the provision of food for the population generally, for the people collected on relief works, and for particular tracts where from one cause or another failure of local stocks was anticipated, should come under consideration and discussion. It has been stated that in November the Government of Bengal, in commenting on the report of the Commis-

* Rx. stands for tens of rupees, or "rupee-pounds."

sioner of the Patna Division and in showing that it implied a deficiency of 550,000 tons in the available food-supply of Behar for the year, touched on the question whether private trade could be relied on to supply the deficiency. "The "high prices in Eastern Bengal and the indications of distress already "existing in districts that were always considered free from scarcity "show," wrote the Bengal Government, "that little reliance can be placed "on supplies from within the province." The importation of wheat from abroad, and of rice from Burma, seemed possible, and the Government of Bengal was disposed to hope, though not without some misgivings, that the food wants of the province would be met by private trade. This belief was very decidedly held by the Government of India. But the idea of the Government entering the market as a purchaser appears to have gained currency with the public, as during the month several overtures were received from mercantile houses to purchase grain on behalf of the Government in Burma and America. To all these the reply was given that the Government had no intention of making purchases on its own account or of in any way interfering with the general course of trade. In December the Government of Bengal became aware that many gentlemen of position and local knowledge in Behar considered that stocks, especially in the less accessible places, were likely to be depleted before private trade could supply the local deficit, and applied to the Government of India to authorise advances of money being made to traders and other persons in Behar for the purchase and import of foreign food-grains. The Government of Bengal in making the proposal was disposed to think that it would not constitute an interference with private trade. The Government of India thought otherwise. They regarded the scheme as one for the importation of food-grains from abroad into India with funds to be supplied by Government. As such they felt obliged to negative it. This they did in a letter of the 4th January 1897, which, as a declaration of policy and a contradiction of the rumours afloat as to the action of the Government, was published in the *Gazette of India* for general information. In this letter the Government of India recognised the grave possibility that in certain circumstances the food-supply of the country taken as a whole might prove insufficient, and that it might require to be supplemented by importations from abroad. But they held that even in that event the best policy was that of rigid abstention from interference with the machinery of mercantile trade. They believed that, although the State might do more than one trader, it would certainly do less than the trade. "The Governor-General in Council," they said, "believes that the intervention of Government "as a purchaser or importer would do infinitely more harm than good, as it would "cripple and discourage the agency which is best able to gauge the need, which is "impelled by self-interest to anticipate it, and which alone is best able to supply "it effectively." The functions of Government in the matter should, it was explained, be confined to assisting the trade with information, guaranteeing by means of its relief system that the demand of the public for food shall be an effective demand, and giving every possible facility for the free movement and distribution of grain. The exceptions to the general policy of non-interference suggested by the Famine Commissioners were then discussed and shown to be confined to two cases, the case of assisting trade to provide supplies on a relief work, and of assisting or supplementing trade in remote or inaccessible tracts. Interference in Behar, they considered, should, if permitted at all, be strictly confined to these two classes of cases and to particular and well defined localities. In reply to this letter the Government of Bengal explained that it had always intended to strictly confine its action to tracts where special local circumstances made intervention necessary, and that on the general question of principle its views were identical with those of the Imperial Government. So far as the Government of Bengal was concerned the discussion here closed, a general permission being accorded to the local Government to make such arrangements in these special tracts as were considered necessary, without further reference to the Government of India. But the general declaration of policy unquestionably had a re-assuring effect on trade. The level of prices in India and abroad was against an active import of American grain, and losses are said to have been made over cargoes of wheat. But Burma had a large surplus of rice, and rice imports grew to large dimensions. In Behar the up-country dealers gained confidence and steadily extended their operations, and aided by the excellent railway system which links the province

with the rest of India they succeeded in making good the deficiencies of local stocks without assistance from the Government. The net imports of food-grains into Behar from November 1896 to the end of August 1897 are returned at 120,000 tons, a figure substantially below the half million tons which at one time would, it was thought, be needed. As regards Behar, therefore, the success of the policy of non-intervention was unquestionable.

Intervention in exceptional cases.

65. In Bengal, the only case in which intervention was considered necessary was that of the Palamau District in the Division of Chota Nagpur. The distance of this district from the railway and large grain marts, the inertness of trade, and the exhaustion of local stocks created a situation which was regarded as serious by the local authorities. Accordingly the Government of Bengal with the concurrence of the Government of India gave a small bounty on all grain imported into the district before the 1st April. The period was subsequently extended to the end of June. As this measure was found insufficient, the Government in July imported 500 tons of Burma rice on its own account. In the Central Provinces the isolated condition of the Mandla District situated on the Satpura plateau gave cause for anxiety. Local stocks were reported to be exhausted and the grain trade was confined to small dealers. The district is remote from the railway, the communications even in the open season are rough and difficult, and are liable to be closed for days together by heavy rain. It was therefore deemed prudent before the setting in of the rainy season to give contracts for the supply of some of the relief camps to outside grain merchants, to undertake direct importation for other camps, and to give advances to local traders for relief centres and bazaars. These measures proved sufficient. Similar anxiety was also felt about the contiguous Baihar sub-division of the Balaghat district, but eventually it was found that private trade was sufficiently active and resourceful and that intervention was not necessary. In this and other localities, however, in the Central Provinces special measures for the importation of seed-grain were taken, as it was found that local stocks had run out, and that particular kinds of seed-grain were required and could only be procured from a distance. In these cases the Government officers in importing the grain made arrangements to place it in store with responsible landowners against the advent of the rains, when it was advanced to cultivators for sowing, either on behalf of the State or of the Indian Charitable Relief Fund.

66. These instances indicate the very limited extent to which it was found necessary to interfere with or to supplement the ordinary operations of the grain-trade. At the same time material aid was given to traders by the railways, which with a view of encouraging import of grain from the ports reduced their upward rates to a level with their seaward rates. In Bombay, Madras, and the North-Western Provinces and Oudh the trade seems from the outset to have proved fully equal to all calls made upon it. Even the provisioning of the large relief camps, where bodies of 5,000 or 6,000 persons were collected, gave rise to no difficulty. There was frequently very keen competition for permission to act as purveyors of the camps, and the activity of the trade induced many persons with petty capital to turn to grain-dealing and temporarily to join the ranks of the professionals. Wherever there was a railway, grain freely moved along its length at the least movement of prices. The district of Allahabad from January to May imported by rail an average of 1,800 tons of grain a week, representing the food-supply of half a million persons. The Banda district in the same period imported 600 tons a week. The weekly import into the Poona district averaged 900 tons, and into the Hissar district 1,000 tons. Grain came from long distances and was dropped down at little way-side stations which have never before seen such traffic. From January to the end of April the despatches of grain, chiefly Burma rice, from Calcutta to stations in the North-Western Provinces and Oudh amounted to 77,000 tons. Burma rice found its way first to relief camps and then into the village bazaars throughout the country. All this was accomplished by the ordinary machinery of commerce, encouraged by low railway rates, an effective demand for food, and the complete abstention of the State from interference of any kind.

Native States and the grain-trade.

67. Among native States the first instinct was to resort to the traditional expedient of prohibiting export of grain. It is a measure very popular with the official classes, the poorer members of which are considerably affected by a rise in the price of food. In December information reached the Government of India that export to the Bombay Presidency from Indore and from Hyderabad had been prohibited by the respective States, and that similar action was about to be taken by the States of Central India and Rajputana. Political Officers were instructed to explain very fully to the States to which they were attached the reasons why the prohibition or the taxation of exports was held by economists to be mischievous and useless, and to advise reconsideration of the matter. This advice was generally adopted and the restrictions removed. Few, if any, cases occurred in which the local grain supply actually failed in the territories of a Native State during the late famine. In the Bastar State, a rugged and remote tract which occupies the south-east angle of the Central Provinces, apprehensions were felt in January lest the large exports of grain which were taking place from it to the Central Provinces would reduce the stocks to danger point, and the Administrator was authorised, as an alternative to his original wish to prohibit export, to buy up and store a reserve of grain for the people against the rains. But further enquiry showed that there was no ground for apprehension. The harvests had not failed. The cultivators had large stocks in hand, for in ordinary years the distance of Bastar from good markets checks export. They were selling their surplus at much profit to themselves, and the alarm was purely an official one. This is a good illustration of the class of cases which frequently occur when prices rise in India, and exemplifies the necessity for caution in dealing with popular apprehensions that the food supply of a district is running short because the exports happen to be large.

VII.—The third period. From the close of the spring harvest to the establishment of the monsoon rains.

Character of the period.

68. The third period opened with the completion of the rabi harvest in Upper India and with the setting in in Southern India, Burma and Bengal of the showers which in those parts precede the regular monsoon rains, and which there enable early rain crops to be sown and lands to be prepared for later sowings. The middle portion of the period was one of great anxiety, as the monsoon, after an early and satisfactory start, died away. The crops which by the third week in June had been sown over large areas were seriously imperilled, and great loss of seed was anticipated. But before the period had closed the monsoon recovered strength, and sufficient rain fell in most provinces to save the crops already sown and to permit sowings to be resumed. The exceptions to this were the Deccan country in Madras and Bombay, the northern districts of Madras, the Punjab and Burma. These areas did not receive sufficient rain until, in the case of the Punjab, the end of August, and in the case of the Deccan, the northern districts of Madras, and Burma, until the middle of September.

Numbers rise in May and June.

69. In the first half of this period the numbers on relief reached a maximum. During May the rise was especially marked in the North-Western Provinces, Madras, the Central Provinces and Bengal. At the end of May the total number of persons receiving relief in British India and Native States exceeded four millions. This figure was maintained during the second fortnight of June. A sharp decline then took place—chiefly in the North-Western Provinces and Oudh where the rains had opened favourably—and this was maintained till the close of June. At the end of June the total numbers on relief were $3\frac{1}{4}$ millions. The numbers in Madras showed a large increase on the May figures. In the North-Western Provinces and Oudh they had fallen by nearly one-half, and in the Central Provinces by one-third. In Bombay and Bengal the decrease was less. In the first fortnight of July, owing to the break in the rains, the numbers on relief again rose to $3\frac{1}{2}$ millions, falling however by the end of the month to little over three millions. The increase in the numbers on relief in Madras continued, and on the 31st July that province headed the list with a relief population of 806,000.

Bombay also on that date showed an increase on the May and June figures, though in a very much less degree. The numbers in the North-Western Provinces and Bengal had continued to decline. The Central Provinces showed an increase on the June figures, but a decrease on those for May. The table below gives the numbers on relief in each Province and Native State on the last day of the first and second fortnight of each month of the period :—

Provinces.	Number of Persons in Receipt of Relief at the end of each Fortnight.						
	April.	May.		June.		July.	
	Second-half.	First-half.	Second-half.	First-half.	Second-half.	First-half.	Second-half.
Madras	231,650	285,461	396,413	464,702	620,105	792,891	806,977
Bombay	403,818	377,810	352,034	329,634	317,243	384,912	408,080
Bengal	678,972	782,088	833,447	824,080	719,116	648,778	561,889
North-Western Provinces and Oudh	1,248,496	1,356,162	1,471,123	1,426,266	798,552	766,767	505,476
Punjab	87,971	89,470	96,368	104,850	97,640	60,502	35,910
Central Provinces	581,963	651,576	697,530	659,989	479,972	574,340	602,863
Burma	16,728	14,578	18,277	13,944	22,959	25,600	33,797
Berar	23,160	26,902	30,472	25,051	32,420	33,788	28,929
Total	3,272,758	3,584,047	3,895,654	3,848,516	3,088,007	3,287,578	2,984,821
Native States.							
Hyderabad	26,843	27,472	40,537	28,382	14,063	12,927	17,489
Central India	149,596	176,873	128,454	205,246	123,820	93,694	63,297
Rajputana	21,690	22,515	22,520	24,724	24,593	16,112	10,690
Total	198,129	226,860	191,511	258,352	162,476	122,733	91,476
Grand Total ...	3,470,887	3,810,907	4,087,165	4,106,868	3,250,483	3,410,311	3,076,297

Character of relief in first half of period.

70. The rise and fall in each province were chiefly due to the varying character of the rains and the extent to which they favoured agricultural operations and enabled the population on relief to resume their ordinary occupations. Except in Southern India, Burma and Bengal, where showers in advance of the monsoon give a start to cultivation, the month of May is the idlest period of the Indian agricultural year. Work in the fields is suspended, the harvests have been thrashed and garnered, the sun-burnt earth refuses the plough, and time hangs heavy on the peasant's hands. In this dead season the lack of other employment would in any year bring labourers in almost any district on to a relief work, if one were opened, unless it were managed on very strict conditions. In a year of severe distress and high prices the inclination of the people to flock to relief works in the weeks before the rain has to be reckoned with by the famine administrator, and his plans framed accordingly. His establishments and his programme of works have to be enlarged, and he has to see on the one hand that the widening circle of distress and the deepening of privation are fully met by his measures for relief, and on the other that the offer of relief is not made unduly attractive. He has so to hold the people in hand that the able-bodied among them may be returned in fair health to their fields as soon as the longed for rain descends, and that the weakly and resourceless minority may still be helped along by state relief until they too, as the pressure of want and high prices relaxes, may fall back into their accustomed place in the village economy. These were the guiding principles on which relief measures were shaped in the several provinces in the period now described. In May and the first fortnight of June the crowds on the relief works increased, and the lists of those gratuitously relieved in their homes lengthened. Tasks generally were made more severe, and wages reduced to better test the needs of the workers, while in less distressed districts of Upper India, the modified forms of piece-work which have above been described were

experimentally introduced. To famine-relief officers and their establishments it was a time of extreme tension, of labour under the most trying conditions, and of endless anxieties. In the relief camps water became scarce, and sickness broke out. In the Allahabad district a severe epidemic of cholera led to the dispersal of the large relief camps, and the drafting of the workers in small parties to "village" works, which had been provided beforehand by the local Government for such a contingency. In the Central Provinces cholera was equally destructive in many districts, and the Chief Commissioner had to deplore the loss of some of his best officers. Along with this expansion of relief to meet the immediate necessities of the people, measures were taken to provide the more needy with seed, or with money to buy seed and cattle, against the approaching rainy season. Loans were made for this purpose without interest or at low rates of interest by the State, and over a crore of rupees (Rx. 1,000,000) was placed at the disposal of district committees by the Indian Charitable Famine Relief Fund, to be distributed for this and other objects.

Character of relief in second half of period.

71. With the setting in of the rains in the latter half of June the scheme of relief in Upper and Central India was materially altered. The landless agricultural labourers who formed the bulk of the relief-workers could now find employment in the fields, and it became doubly important to curtail whatever attractions the relief works possessed and to offer no inducements to able-bodied persons to linger on them who could find work elsewhere. This was effectively done in the North-Western Provinces and Oudh by reducing the number of relief works and by substituting some form of piece-work for the code system of task-work, with its attractions of a subsistence wage and allowances for Sundays and dependants. In the third week in June the number of persons on relief works in those Provinces was thus reduced from 953,000 to 433,000. In Bengal the numbers on relief works similarly fell from 410,000 to 298,000. In the Central Provinces from 538,000 to 428,000. The process of reduction would have been still more rapid but for the continued dearness of food and the exceptional slackness of the labour market. Prices refused to fall, and the customary wage of the agricultural labourer was insufficient to support both himself and those dependant on him. Nor was he able to establish a higher wage, for under pressure of poverty the small holder of land did more farm work himself with the help of his family and employed less hired labour than usual. Regard had to be paid to these facts, especially in the most afflicted tracts, when it became a question of closing or continuing the relief works. The condition of the young, the infirm and the aged also required increased attention. In the struggle for food these were the classes that suffered most, and to effectively relieve them became the chief care of the administration. The expedient of substituting cooked food for the money dole allowed by the codes to dependants of relief workers has already been mentioned. In the period now described the relief kitchen, as an adjunct to the relief work, came to be still more generally adopted, and may, without exaggeration, be said to have saved the lives of thousands of children. Under the original form of the piece-work or modified task-work system introduced in the North-Western Provinces and elsewhere the workers were expected to provide for their families from their earnings. But as the sad condition of the children and the neglect of the parents became more evident, it was found advisable to add the children's kitchen to the piece-work regulations. In Bengal and in the Central Provinces the relief kitchen in the last stage of the famine was also largely used apart from relief works as a form of gratuitous relief for necessitous persons in towns and villages. But this is anticipating the course of events.

Extension of gratuitous relief.

72. The expansion of gratuitous relief in the homes of the people in this period in Upper India was another natural consequence of the altered conditions of the famine. In the North-Western Provinces and Oudh the number of persons receiving such relief was 352,000 in the beginning of May and 470,000 at the end of July. In Bengal the numbers rose from 292,000 in May to 450,000 in the third week of July. In the Central Provinces the numbers rose during the period from 100,000 to 201,000. It has already been said that the extensive resort in the North-Western Provinces and in Bengal to this form of relief formed the subject of some

correspondence between the Government of India and the respective local Governments. The Government of the North Western Provinces thus described its policy in the matter :—

"It has been a constant instruction to the officers of this Government to bring no one on the village lists who either could support himself or who had relations accustomed to support him and still able to do so. The natural tendency has been for people to transfer their burdens to the State, and some firmness has been required to resist it. Mere physical appearance, which might be due to disease, was not held a sufficient test by itself, though it might deceive a superficial observer. Even in the tracts of greatest crop failure there were villages or holdings which yielded some outturn and benefited by the high prices of produce. In Bânda, a very acutely distressed district, the number on this form of relief on 3rd April was almost 4 per cent. of the population. On the same date Azamgarh, a poor district with a dense rural population (804·6 to the square mile), but very much less acutely distressed than Bánda, had only 0·16 of its population so relieved. Hardoi, which was distressed last year as well as this, had 2·4 per cent. The adjacent district of Sitapur, which was much better off, had only 0·4. In Allahabad, which contained some very impoverished tracts and which had also suffered last year, the district incidence was 2·2. Jaunpur, in spite of its dense rural population (816 to the square mile), required only 0·7 per cent., because distress was limited and less intense than in the worst districts. Gorakhpur did not suffer so severely as the Bundelkhand districts. In it the village relief was extended to only 0·5 of the population, whereas Jalaun showed 4·3 per cent. Later on in the season, as home resources became more exhausted and the circle of distress in each village widened, the home relief expanded, but its relation to the intensity of distress in each locality has always been maintained. The Lieutenant-Governor has always recognised the necessity for extreme care in the distribution of this form of relief, which carries with it no self-acting test, and is therefore specially liable to abuse."

73. The Government of Bengal succinctly put the case for Behar in the following words :—

"In England and Wales 2·85 per cent. of the entire population are in poor-houses or in receipt of out-door relief. In ordinary times it is probable that 3 per cent. of the population of Behar are entirely dependent on private charity. It should not then be a matter for surprise if in Behar, with the most congested and the poorest population in India or perhaps in the world, 4 to 5 per cent. of the population are unable to work and have nobody to maintain them in a famine year of unprecedently high prices and of failure of crops, admitted by all competent observers to be as great as that of 1873–74."

As regards other districts outside Behar, especially the Naddea district in the neighbourhood of Calcutta in which the numbers gratuitously relieved for a few weeks exceeded 10 per cent. of the population, the Government of Bengal admitted that sufficient discretion had not been exercised by the local authorities. The expedient of offering cooked food at kitchens instead of doles of money or grain was adopted with great effect. In a few weeks the number of persons receiving gratuitous relief in Naddea fell from 60,000 to 6,000.

74. In the Central Provinces the extension of gratuitous relief in the homes of the people and by means of poor-houses during May, June and July was necessitated by manifest signs of deterioration in the physical condition of the labouring classes, especially in that of the children, by the great difficulty of keeping open a sufficient number of relief works during the heavy rains experienced in this part of India and by the sickness and mortality among the workers which resulted from exposure to the inclemency of the weather. In instructions issued on the 2nd July, the Chief Commissioner thus described the circumstances which had to be met :—

"Suitable monsoon work cannot be provided in unlimited quantities, and while our public works programmes are thus necessarily restricted, a large body of labour, with its accompanying crowd of dependants, has been thrown out of employment by the closing of all tank work and other earth-work carried on under civil officers or with the aid of famine loans. When to this is added the effect of rising prices on such activity as local private charity has hitherto displayed, it is obvious that we must expect a considerable deepening of distress, and we must depend very largely for its removal on house-to-house relief in villages and towns. In most of the severely distressed districts, the numbers on this form of relief have for some weeks past been mounting rapidly, and they will no doubt continue to increase. In others, where this form of relief has hitherto not been thought necessary, or where it has not been extended over the whole district, the district officer should not hesitate to apply it wherever there is any sign of deterioration in the physical condition of the people."

Children's kitchens in the Central Provinces.

75. The establishment of relief kitchens at police stations and other convenient centres for the feeding mainly of children of parents unable to support them was also laid down in these instructions. During July the rapid increase in the death rate of particular localities showed how seriously privation and unwholesome food had impaired the vitality of the

poorer classes, and compelled the local Administration to multiply posts where persons in need of food might obtain relief. This was first taken in hand with vigour in the Jubbulpur Division, where the Commissioner described the children as being in many cases "reduced to mere skin and bone." Labouring men and women, he found, could earn no more than sufficed for their own food. "They have nothing for their children, who are practically left to graze in the "fields. It is commonly admitted by the people that the emaciated children one "sees in the kitchens have been subsisting entirely on wild indigo and similar "weeds for the past month." In the Seoni district in July last 59 kitchens were opened, in the Mandla district 20, in the Saugor district 25. A similar need of this kind of relief was recognised in the case of the huge district of Bilaspur, where distress was acute throughout 8,500 square miles and among a population of 1,100,000. The obstacles to communications were great in this tract of rice-swamps and forest, and in spite of enlarged establishments it was almost impossible to bring relief to every village and every home where it was required. Convenient centres where food could be obtained seemed in the circumstances the best expedient. To this was added a system of road patrols whose duty it was to convey to these centres or to the poor-houses any starving wanderers found on the roads. These instances will serve to explain the increasing resort to gratuitous relief in the Central Provinces seen in the relief statistics for the period under mention, and even more apparent in the figures for the next period, notwithstanding the improved agricultural outlook and the certainty of a good autumn harvest.

Position in Southern India.

76. The situation in Southern India during May, June and July differed from that of Central and Upper India. Here the rains were light and ill-distributed, and in the affected districts of the Deccan agriculture, except in favoured tracts, was more or less at a standstill. The difficulty of keeping relief-works open experienced in the Central Provinces did not exist here, and the demand for work on the part of the people was unabated. In Madras at the end of April there were 201,000 persons on relief-works and 30,000 on gratuitous relief. At the end of July the relief-workers had risen to 557,000 and the numbers otherwise relieved to 250,000. Of the latter number 40,000 were weavers relieved at their craft. The great rise in the relief-work population has above been explained to be due in a great measure to injudicious relaxation of the labour-tests. The reasons for the great expansion of gratuitous relief are somewhat obscure. In the Ganjam district, where 96,000 persons at the end of July were thus relieved, the Uriya population is said to have an insuperable objection to appearing on relief-works. In the Deccan districts the system adopted in Madras of encouraging the relief-workers not to reside on the relief-works greatly reduced the "dependants" of workers to whom relief is given in connection with the works. And it may be conjectured that persons, who in other provinces would as "dependants" have received relief on the works, were in Madras relieved gratuitously in their homes. But a comparison of the Madras relief figures with those of the adjoining Bombay Deccan districts leads to the opinion that in Madras gratuitous relief was more freely given than in Bombay, and that the whole relief system was framed on very liberal lines. In Bombay, at the end of April, there were 373,000 persons on relief-works and 30,000 in receipt of gratuitous relief. At the end of July the relief-work population in that Presidency numbered 352,000 and the persons gratuitously relieved 56,000. The decline in the relief-workers appears to have been due to the strict enforcement of labour-tests and the concentration of the workers on a comparatively small number of large works. The moderate increase in the numbers on gratuitous relief also indicates the cautious spirit with which in this Presidency famine has been administered.

Analysis of relief at end of July.

77. In paragraph 49 of the narrative the distribution of the persons relieved in each Province at the end of April under each main head of relief was analytically shown. A similar analysis of the relief population at the end of July is required

to complete the notice of this period, and is given below :—

Provinces.	Employed on relief-works.			Employed on test-works.	Total employed on works.	Gratuitously relieved.			Grand Total.
	Workers.	Dependants.	Total.			In poor-houses or kitchens.	In their homes.	Total.	
Madras	536,647	19,894	556,541	530	557,071	36,486	213,420	249,906	806,977
Bombay	285,585	66,792	352,377	...	352,377	2,415	54,188	56,603	408,980
Bengal	164,574	6,974	171,548	1,855	173,403	36,848	356,638	388,486	561,889
North-Western Provinces and Oudh.	83,263	17,406	100,669	1,199	101,868	43,219	360,389	403,608	505,476
Punjab	21,120	2,792	23,912	...	23,912	1,123	10,775	11,998	35,910
Central Provinces ...	348,944	53,150	402,094	...	402,094	32,942	167,827	200,769	602,863
Burma	26,586	...	26,586	...	26,586	...	7,211	7,211	33,797
Berar	17,012	...	17,012	...	17,012	3,455	8,462	11,917	28,929
Total	1,483,731	167,008	1,650,739	3,584	1,654,323	156,488	1,174,010	1,330,498	2,984,821
Native States.									
Hyderabad	15,587	...	15,587	...	15,587	...	1,902	1,902	17,489
Central India	45,125	...	45,125	...	45,125	...	18,172	18,172	63,297
Rajputana	3,369	...	3,369	...	3,369	...	7,321	7,321	10,690
Total	64,081	...	64,081	...	64,081	...	27,395	27,395	91,476
Grand Total ...	1,547,812	167,008	1,714,820	3,584	1,718,404	156,488	1,201,405	1,357,893	3,076,297

VIII.—The fourth period.—The close of the famine.

78. This last period is still incomplete, as in no Province at the present moment have relief operations actually been brought to a close ; though in most parts of India their closure is at most a matter of a very few weeks. It is permissible therefore in this part of the narrative to be brief. The contraction of relief operations will be seen from the table below :—

Province.	Numbers on relief at end of each fortnight.				
	Second half of July.	First half of August.	Second half of August.	First half of September.	Second half of September.
Madras	806,977	694,745	593,160	354,444	171,843
Bombay	408,980	403,442	435,776	464,586	352,610
Bengal	561,889	448,807	335,776	92,287	18,018
North-Western Provinces and Oudh	505,476	466,821	397,707	241,630	120,606
Punjab	35,910	26,499	17,547	4,929	833
Central Provinces	602,863	577,758	563,833	618,308	654,852
Burma	33,797	26,037	21,175	18,027	17,072
Berar	28,927	14,947	10,955	6,779	8,609
Total	2,984,821	2,659,056	2,375,979	1,800,990	1,344,443
Native States.					
Hyderabad	17,489	18,435	21,275	22,863	24,446
Central India	63,297	48,349	49,103	26,656	25,076
Rajputana	10,690	8,435	6,042	5,741	3,657
Total	91,476	75,272	76,420	55,260	53,179
Grand Total	3,076,297	2,734,328	2,452,379	1,856,250	1,397,622

Relief ceases in most provinces.

79. In Upper India, the maturing of the early rain crops in September, and the consequent cheapening of rice, Indian corn and other autumn food-grains on which the poorer classes largely depend, the better demand for field labour, and the improvement in the general outlook, have enabled the Governments of Bengal and the North-Western Provinces and Oudh to rapidly close the relief-works, and to restrict relief to the very young, the aged and the infirm, who have to rely on the support of others. In the first week of September, the population on relief-works in Bengal had fallen to 32,000 and on gratuitous relief to 192,000. On the same date in the North-Western Provinces and Oudh the relief-works population had fallen to 16,000, and the numbers in receipt of gratuitous relief to 256,000. Since then further progress has been made in reducing the gratuitous lists. In both provinces, the procedure in this respect has been identical. Villages in which early kharif crops predominate have first been operated on; in such villages gratuities equivalent to relief for a week or fourteen days have been given to the poor on the gratuitous list, and they have been informed that they must now manage for themselves or rely on others for support, as in pre-famine times. This is inevitable, if a permanent poor law in India is to be avoided. Villages in which the crops are later in maturing are then to be similarly dealt with, and it is anticipated that by the end of October in both provinces relief will cease. In the Punjab the numbers on relief have for some weeks past been very small, and no great hardship would result from a complete cessation of relief. In Burma relief may be required until the end of the year; but as it is chiefly given in the form of work on remunerative canal irrigation projects, this is of no great consequence. In Madras and Bombay the copious rainfall of September has changed the situation from one of grave anxiety to one of hope. Relief in Madras is expected to cease in the present month. In Bombay, distress, to judge by the high death-rates of the Deccan Districts, and the persistence of high prices, appears to be somewhat more acute than in Madras, especially among the hill tribes, and relief may here have to continue longer.

Position in the Central Provinces.

80. In the Central Provinces the physical condition of the people is still deplorably bad, the general death-rate of the province in July and August extremely high, and relief on a large scale will in all probability be necessary until the end of the year. The numbers on relief are now in excess of what they were at the end of July, and increasing resort is found necessary to the two expedients of relief in the homes of the people and relief-kitchens, described in the last section of this narrative. The numbers on relief works at the close of September have fallen to 263,985, while the numbers gratuitously relieved in poor-houses, kitchens and in their homes has risen to 391,867. In Bilaspur 9 per cent. of the population is thus gratuitously relieved, in Jubbulpur 7 per cent., in Damoh 9 per cent., in Mandla 7 per cent., and in several other districts between 4 and 6 per cent. The extension of village relief and the multiplication of kitchens have in fact been the principal feature of the relief operations in the last two months, and the latest report of the Chief Commissioner is to the effect that "no appreciable "reduction in the numbers on gratuitous relief can be expected for some time "to come, even in the districts which show the highest totals, while there are "others, such as Saugor, Betul, Mandla and Chhindwara, in which further additions "must be looked for." Of children's kitchens he writes that "They are proving "most useful and effective. It has been established by experience that in most "cases parents cannot be trusted to feed their children out of the doles granted "them for the purpose, and that in severely distressed tracts the village relief "system is therefore by itself inadequate, and requires to be supplemented by "special measures to secure that the children are properly fed." The deterioration in the general health of the population of these provinces is particularly marked, since the commencement of the rainy season, and occasions grave anxiety. The death-rate for the province in July was 6·47 per mille, and in August 8·35 per mille, equivalent to annual ratios of 77·6 and 100·2 per mille respectively. The following passages from the reports of the Chief Commissioner for the two months in question deal with this subject, and seem to summarise all that can be said upon it. Of the mortality of July he wrote:—

"The break in the rains with which the month commenced, and which lasted throughout a third of it, was not only in itself adverse to health, restoring conditions of drought and

heat after a heavy and general downpour, but also deprived the labouring classes of that employment to seek which many thousands had left the relief works. The savings they had made were soon exhausted, while prices, which might have been expected to fall with a continuance of favourable rain, remained extremely high, or even (in the general apprehension of renewed failure of crops) rose still higher than at the end of the hot weather. The climatic conditions of the rainy season are at all times adverse to health, and they were particularly so to persons enfeebled by long continued privation, and exposed without sufficient clothing or shelter to great changes of temperature and heavy falls of rain. The mortality of the month is chiefly ascribed to bowel diseases and fevers, the normal complaints of the season. The former were probably aggravated by the use of unwholesome food, as pointed out in the monthly report, while the latter were particularly prevalent in consequence of the return of heat during the break in the rains, and the sudden lowering of temperature when the monsoon rainfall recommenced."

Reporting still greater mortality in August, he wrote :—

"This general increase, characterising alike those districts where distress is most acute and those where it is (comparatively) less severe, points to a common cause which is not wholly the pressure of scarcity, but is climatic in its origin. The copious rainfall of the month, with chills due to the fall of temperature caused thereby, has undoubtedly produced a large excess of deaths from fevers, dysentery and diarrhœa. The use of the vegetables common in the rainy season—various forms of gourds and cucumbers—has probably added to the virulence of bowel complaints. But, quite apart from the causes affecting the general population, there can be no doubt that the deplorable mortality of the month (in all years one of the most unhealthy of the twelve) is mainly to be ascribed to the effect of unfavourable conditions on constitutions weakened by continued privation. Although all through the month every effort was made to extend village and kitchen relief to those in need, it was not possible to counteract the effects of a continued scanty allowance of food in the case of the many thousands of persons who had not taken advantage of the relief offered them by Government on works, but had preferred to remain at home looking after their crops or accepting private employment, at a low and insufficient wage. These are persons whom no form of Government relief, except such as would completely take the place of private employment, could reach."

81. Elsewhere in this narrative mention has been made of the fact that the famine in the Central Provinces represents the cumulative weight of three bad years on the agricultural population. That this has had much to do with the enfeebled condition of the people there can be little doubt. As regards the adequacy of the relief measures which have been taken, it is perhaps sufficient here to say that they have been on a very extensive scale, that, although occasional mistakes may have been made, as is inevitable where the field of operations is so large, they have, as a whole, at each point of time been considered by the local administration to be sufficient for the requirements of the situation, and that by August 1897 the direct expenditure on relief incurred in the Central Provinces by the State from November 1896 amounted to not less than Rs. 1,20,00,000 (Rx. 1,200,000) besides large suspensions of land-revenue and loans to landowners and cultivators. It may also be remarked that in these provinces famine has been very difficult not only to combat, but in its earlier stages to correctly diagnose. Distress has declared itself or deepened in particular tracts with great rapidity and with no premonitory symptoms. From the Narbudda Valley districts in the west the centre of intense distress suddenly shifted in May to Bilaspur in the east, and scarcely were relief arrangements enlarged to meet the danger in Bilaspur, when in July the Mandla and Betul districts in the central highlands called for increased attention. Next the Saugor and Damoh districts in the Vindhyan Hills showed in August by a rising death-rate that there pressure was increasing. This peculiarity has greatly increased the difficulty of the situation and hampered the local Administration. It may however be permissible to hope that the worst is over, as good rain crops are on the ground, and the cold weather sowings are being successfully commenced.

Central India.

82. In Central India, distress is reported to have greatly abated in the Baghelkhand and Bundelkhand Agencies, where crops promise well and prices are falling. It has almost ceased in the Gwalior State, and in those of the Rajputana States in which relief measures were necessary. Throughout Rajputana, as throughout Central India, the agricultural outlook could not be better In Hyderabad, the situation till quite recently was very much the same as in the Madras Deccan country, and matters did not improve until the heavy rainfall of September.

83. To complete the review of this closing stage of the famine, the disposition of the persons in receipt of relief at the end of September is given below :—

Analysis of relief at end of September.

Provinces.	Employed on Relief Works.			Employed on test works.	Total employed on works.	Gratuitously Relieved.			Grand Total.
	Workers.	Dependants.	Total.			In poor-houses or kitchens.	In their homes.	Total.	
Madras	92,942	8,477	101,419	67	101,486	11,162	59,195	70,357	171,843
Bombay	206,157	50,188	256,345	285	256,630	3,827	92,153	95,980	352,610
Bengal	9,410	—	9,410	—	9,410	3,554	5,254	8,668	18,018
North-Western Provinces and Oudh.	—	—	—	—	—	5,017	115,589	120,606	120,606
Punjab	—	—	—	—	—	623	210	833	833
Central Provinces ...	229 972	32,920	262,892	93	262,985	44,155	347,712	391,867	654,852
Burma	13,320	—	13,320	—	13,320	—	3,752	3,752	17,072
Berar	2,135	—	2,135	—	2,135	2,484	3,990	6,474	8,609
Total	553,936	91,585	645,521	445	645,966	70,622	627,855	698,477	1,344,443
Native States.									
Hyderabad	22,251	—	22,251	—	22,251	—	2,195	2,195	24,446
Central India ...	8,065	—	8,065	—	8,065	—	17,011	17,011	25,076
Rajputana	340	—	340	—	340	—	3,317	3,317	3,657
Total	30,656	—	30,656	—	30,656	—	22,523	22,523	53,179
Grand Total ...	584,592	91,585	676,177	445	676,622	70,622	650,378	721,000	1,397,622

IX.—The mortality of the famine.

84. It is impossible at the present time to deal with this subject completely or satisfactorily, yet it is of too great importance and interest to be entirely omitted from any narrative of the late famine. The latest published death-rate returns for the several provinces, in which the mortality is classified acccording to causes of death, are for the month of July 1897. The approximate death-rate for each month in each affected district has been obtained under special arrangements up to August. But in this return the causes of death are not shown. Imperfect as the materials are, they are unfortunately sufficient for the conclusion that a considerable excess in the mortality rate has attended the late famine. The relation of the mortality of India to famine was carefully considered in 1881 by the Famine Commission, and their remarks are very opposite to the present occasion :—

High mortality and periods of scarcity are concomitant.

> "The hope that any human endeavours," write the Famine Commission, "will altogether prevent an increase of mortality during a severe famine is untenable. It is impossible for the State entirely to counteract the effect of high prices, the cessation of wages, the disturbance of the ordinary routine of life, the general results of shortened food-supply to millions of people. No imaginable system of relief will completely meet all the various degrees of privation and suffering which a famine produces, and which are all more or less prejudicial to the public health and life, though many are too indefinite and obscure to be dealt with by any machinery of official charity, however elaborate and well contrived. There must always be suffering and want which will escape notice; and however extensive be the measures of public aid, and however reasonable be the terms on which it is offered, there will always be classes who from fixed habits or social institutions of various sorts, or from their personal character or ignorance, will neither help themselves nor be helped, and who, though they suffer from extreme want, will linger on without applying for or accepting relief till it is too late to save their lives."

Report of the Famine Commission, Part I., paragraph 83.

85. The Famine Commissioners proceed to show that not only is the general death-rate of India when compared with that of England high, but it is liable to far greater variations. They remark that the yearly death-rate of many

Indian towns rises occasionally for many months together to rates varying from 40 to 100 per mille, and even higher ; and they give as a typical instance the epidemic of malarial fever which in the North-Western Provinces and Oudh in 1879, when no scarcity whatever existed and prices were moderate, raised the death-rate in some districts from its ordinary total of two or three per mille per month to nearly 40, the death-rate for the whole province of October 1879 from the normal of 3·4 to 10 per mille, and of the whole year from the normal of 23 to 45 per mille. In this case famine was absent. But it is a well-ascertained law, the Famine Commissioners remark, that pestilence accompanies famine, and that the two are the twin-offspring of drought, "which, while it withers the crops, "exposes the diminished water-supply to pollution," and brings about "abnormal "conditions of temperature and humidity." Both from these causes and because great and prolonged scarcity must necessarily impair the general health of the population and render it an easy prey to disease, the occurrence of a high death-rate in a famine year is to be expected : and it is impossible to resolve the general death-rate into the portions due respectively to abnormal sickness and disease and to privations from want of sufficient food. An attempt has been made in the recent famine to have all deaths directly due to starvation, and also—in some provinces—indirectly due to the effects of privation, separately returned. The results in a way are satisfactory, as, with the one exception of the Central Provinces, no province in India has returned in any month more than one or two, at most, verified deaths from starvation. Usually the return has been blank. Reserving the returns of the Central Provinces for separate discussion, it may be said in explanation of the returns of the other provinces that village inspection and relief have in the late famine been so widely extended as to ensure food being brought within the reach of all persons of settled habitat. Deaths in which privation or starvation has been suspected have virtually been confined to stray cases of unknown wanderers found dead in the open country and of persons dying after admission to a poor-house. In such cases verification of the cause of death has not been found possible, and they have properly been excluded from the return.

Attempted recording of privation deaths.

86. In the Central Provinces this rule of exclusion was not adopted, and the reporting agency, which consists of village watchmen and subordinate police officers, was permitted or directed to return as deaths due to starvation or privation all cases in which starvation or privation might be conjectured from circumstances more or less general. In the earlier months of the famine the large number of deaths returned in these provinces as due to these causes attracted attention and the matter was looked into. It was then found that the returns included many doubtful cases and many cases which could not on any theory be properly ascribed to these causes. In one district all deaths occurring in a poor-house were so returned. In another district the same practice was followed with regard to the deaths of persons on the village gratuitous relief lists. Deaths of wanderers on the roads or in the fields, which were as likely to have been due to cholera as to privation, were frequently returned under the latter head. Commenting on these and similar errors the Commissioner of Jubbulpur wrote in May to the following effect: "The determination of whether a death is or is not due to privation is a "delicate and difficult operation, and I do not think that our reporting agency "(village watchmen and subordinate police officers) can be relied upon to "discriminate these deaths satisfactorily. It may be said indeed that proper "verification should make the cause of death certain, but where, as is the case with "most deaths from starvation, the victims are wanderers without friends or "companions who can give any information regarding them, any real verification is "quite out of the question, and I do not think that any great weight should be "attached to statistics given under this head." The general correctness of this view is indisputable. It is unhappily certain that the mortality directly due to privation or starvation has been very much greater in the Central Provinces than elsewhere. Famine of the acutest type has existed in these provinces for months. They have been overrun with famished refugees from Native States, and the practice of wandering has prevailed there to an infinitely greater extent than in any other part of British India. All these circumstances have been productive of the

Incorrectness of such returns.

mortality specially associated with the privations of famine. But there is no correct return of such mortality in existence, and it is important to recognise the fact.

The death rate in each Province examined.

87. The general death-rate of the population in each affected district in British India for each month from October 1896 to August 1897 is given in Appendix III. The results for each province may be briefly noticed. In Madras the excess mortality over the normal has been slight,

Madras.

and such excess as is observable in the returns is confined to the Ganjam and Vizagapatam districts and to the Bhadrachalam subdivision of the Godaveri district, and is chiefly due to cholera. In the four affected Deccan districts the death rates in successive months have been more generally below than above the

Bombay.

normal. In Bombay up to April 1897 there was nothing in the monthly death-rates of these districts to distinguish the year as one of scarcity. But from May onwards the death-rates, as the following figures show, have been abnormally high, even if deaths from cholera be excluded :—

	Monthly death-rate 1897 from all causes				Monthly death-rate in 1897 excluding cholera.			
	May.	June.	July.	August.	May.	June.	July.	August.
Ahmednagar	3·32	3·50	6·86	7·18	3·32	3·38	5·20	5·68
Khandesh	2·95	3·17	3·62	7·32	2·95	3·10	3·12	6·08
Nasik	3·23	5·25	6·54	8·06	3·23	3·69	5·41	6·99
Poona	2·59	5 72	10·10	7·18	2·55	3·63	8·22	5·82
Satara	7·12	5·81	5·82	5·52	3·62	3·65	4·52	5·19
Sholapur	4·12	3·96	7·72	5·78	3·35	3·41	5·25	5·36
Bijapur	6·87	4·56	5·25	5·18	3·75	3·86	4·75	5·18

Plague has been rife in several of these districts, and owing to the protracted break in the rains in July and August general climatic conditions have been very unfavourable to health. Prices have been persistently higher in the Bombay than in the Madras Deccan, and at the end of August they continued to rise, while in Upper India a fall had set in. Until the period of tension was terminated by the opportune and heavy rainfall of September, there was undoubtedly much privation among the lower classes of these districts. Up to June the good physical condition and the well-nurtured appearance of the applicants for relief, and of the relief labourers, in the Deccan districts of Bombay was frequently remarked on by the Sanitary Commissioner in his inspection tours. Since then his reports have noticed signs of deterioration in this respect, and his observations appear to be borne out by the increase in the mortality of the population.

88. In Bengal, the public health in the affected districts—even in the worst parts of North Behar—has been singularly

Bengal.

good, evidencing the comparative shortness of the famine, and the good condition of the people at the time of its commencement in November last, and also evidencing the effective character of the relief measures taken by the Government of Bengal. The province had not been afflicted by a continuous succession of bad harvests, and through the early setting in of the rains in Bengal, and the obtaining of an early autumn harvest, it has been the first to pass out of the late disastrous season into one of assured prosperity. The August death-rates in some of the districts were high, notably in some districts of Chota Nagpur.* But the excess over the normal is in these cases due to a severe epidemic of cholera.

	August death-rate.
*Palamau	6·43
Manbhum	4·49
Hazaribagh	10·51
Lohardagga	12·07

89. The death-rates of ten districts known to have been the most seriously distressed in the North-Western Provinces and Oudh are, month by month, as follows :—

North-Western Provinces and Oudh.

Division.	District.	October.	November.	December.	January.	February.	March.	April.	May.	June.	July.	August.
Allahabad ...	Banda	4·20	4·39	4·71	5·10	4·81	5·09	5·23	4·73	3·60	2·62	2·61
	Hamirpur	8·06	6·13	5·35	5·03	3·64	3·41	2·15	2·97	4·97	3·80	6·62
	Allahabad	2·37	2·08	3·34	3·55	3·48	5·40	4·41	2·98	3·09	2·45	2·70
	Jhansi	7·37	5·86	5·29	4·92	4 16	3·73	2·59	2·73	3·25	3·18	4·40
	Jalaun	3·24	3·01	3·29	3·29	2·75	3·09	2·62	2·34	3·67	4·39	6·19
Lucknow ...	Lucknow	2·01	2·25	3·20	3·87	3·33	3·80	3·91	3·41	3·06	4·89	6·00
	Unao	1·96	1·73	2·59	3·63	3·31	3·86	3·52	3·08	2·34	2·81	3·26
	Rai Bareli	2·01	2·37	3·71	4·81	4·38	5·42	5·21	4·01	2·95	2·94	3·64
	Sitapur	2·90	2·63	2·61	2·52	2·30	2·49	3·68	3·39	2 96	2·70	3·11
	Hardoi	4·43	2·76	3·49	4·39	4·0	4·71	5·27	3·51	2·95	4·37	5·72

Of these death-rates it may be said that though, taken collectively, they represent a mortality considerably in excess of the average over a series of years, there is no district in the table of which the death-rate of one month, at least, of the series is not below the normal for the month. This appears to connect the fluctuations with climatic conditions. It may also be remarked that there is little or no sign in these death-rates of progressive pressure of distress. The death-rates are collectively lowest in May and June 1897, when famine was at its height. They rose again in August, when food and employment became more abundant. The highest death-rates in the series occurred in October 1896. Enquiry made at the time showed that in the districts of Hamirpur and Jhansi where these exceptional death-rates were recorded malarial fever was very prevalent. Again the rise to 6·62 per mille in August 1897 in Hamirpur, and to 6·19 in Jalaun in the same month, was largely due to cholera. The high rates returned in March and April in the Allahabad district were similarly occasioned. It is also to be noticed that the highest death-rates in the table are more than paralleled by the rates returned in October and November 1896, by four districts* in which distress was acknowledged to be slight, and where the high mortality was undoubtedly due to unfavourable climatic conditions and not to privation.

	Per mille. October.	Per month. November.
*Bareilly	8·33	6·07
Moradabad ...	6·90	4·14
Shahjehanpur ...	7·59	4·14
Pilibhit	9·10	7·16

90. In the affected tracts of the Punjab the monthly death-rates have been exceptionally low from the beginning to the end of the famine. Even in the Hissar district in which severe distress prevailed, the mortality from October 1896 to August 1897 is less than that for an average of years. The general health of the province has been extremely good and there has been a singular absence of malarial fever which in most years is very deadly in parts of the Punjab in the autumn months. As regards therefore the Punjab no exceptional mortality is associated with the late famine.

Punjab.

91. The monthly death-rate per mille of the population of the Central Provinces from October 1896 to August 1897 is as follows :—

Central Provinces.

1896.			1897.							
October.	November.	December.	January.	February.	March.	April.	May.	June.	July.	August.
4·86	3·77	3·72	3·84	3·59	3·77	4·04	5·93	7·53	6·47	8·35

The annual death-rate for the province in the three years before 1896 was, respectively, 27·70 per mille for 1893, 37·22 per mille for 1894, and 36·75 per mille for 1895. The monthly rates given above represent a mortality larger in excess of these annual rates. But it is to be mentioned that the death-rate commenced to rise early in 1896 and that the death-rate for that year was 49·05. Causes therefore were at work injuriously affecting the public health of the population of the province before the failure of the crops in September of that year plunged it into intense distress.

92. The monthly death-rates in the several districts of the Central Provinces during the period covered by famine operations present extraordinary fluctuations. In October 1896, the death-rate was 50 per cent. or more in excess of the normal rate for the month, in nine districts out of the eighteen into which the provinces are divided. The districts showing an excess rate lay chiefly in the Narbudda Valley, the highest rates being in Damoh (10·2), Saugor (8·1), Jubbulpur (7·4), and Mandla (6·0). In November there was an improvement, as in five districts only was the recorded rate for the month 50 per cent. or more above the normal rate. From December to April the number of such districts varied between eight and nine, the highest rates recorded in February being in Jubbulpur (6·7), and Mandla (7·1); and in March in Jubbulpur (7·7), Mandla (6·7), Balaghat (6·7), and Bilaspur (5·2). The addition of Bilaspur in March to the districts with the greatest mortality, is significant, as it indicates the spread of severe distress from the Nerbudda Valley, and the Satpura plateau to the rice-growing plain of Chhattisgarh. In April, cholera was very destructive in several districts, and in the two following months greatly increased in virulence, 15,600 deaths being recorded as due to that cause in May, and 21,000 in June. The mortality from all causes in some districts was accordingly very high, six districts in May returning a death-rate between 7 and 8 per mille per month, and four districts in June returning a death-rate above 10 per mille. Excluding deaths from cholera the districts with the highest death-rate in each month from April onwards are as follows :—

	April.	May.	June.	July.	August.
Number of districts with mortality from all causes 50 per cent. above normal ...	8	13	16	15	16
Districts with highest death-rate, excluding cholera deaths	Saugor (4·7)	Jubbulpur (5·2)	Jubbulpur (5·0)	Saugor (8·0)	Saugor (11·5)
	Narsinghpur (4·6)	Saugor (5·8)	Saugor (8·5)	Seoni (8·0)	Seoni (12·1)
	Bilaspur (5·7)	Damoh (5·2)	Mandla (6·9)	Mandla (14·2)	Mandla (16·1)
		Mandla (5·1)	Narsinghpur (5·9)	Narsinghpur (5·8)	Narsinghpur (7·1
		Narsinghpur (5·3)	Nimar (5·4)	Betul (6·4)	Betul (11·5)
		Nimar (5·3)	Raipur (5·7)	Raipur (6·2)	Raipur (9·5)
		Bilaspur (5·0)	Bilaspur (6·8)	Bilaspur (9·4)	Bilaspur (12·4)
		Hoshangabad (5·1)			

93. The continuous rise in the death-rate of so many districts after the disturbing element of cholera mortality has been eliminated, is one of the most perplexing questions which have arisen in connection with the famine in the Central Provinces. It has occurred at the very time when the relief organisation was most complete and extensive and the relief expenditure of the State at its highest point. It was shown in a preceding section of this narrative that strenuous efforts were made in this stage of the famine to extend village relief and multiply children's kitchens. But among the hills and forests which are the characteristics of the greater portion of the provinces the difficulties of the relieving officers, especially in the unhealthy season of the rains, were far greater than in the plains of Upper India or the Deccan, and they have

had to deal with aboriginal races who are proverbially shy and distrustful. In the more open and settled country the petty cultivators seem to have clung to their homes with extraordinary pertinacity, and to have accepted great privations rather than seek for relief. It is comparatively easy to secure to relief workers a sufficient subsistence, and to relieve in their homes the aged, the infirm and the young, who are clearly incapable of work and who are fit recipients of gratuitous relief. But it is very difficult to deal with persons who are capable of work who actually have employment in their fields and villages, but who cannot earn enough to properly support themselves and their families with food at famine prices. The Chief Commissioner has summed up this difficulty in a passage which, though it has been already quoted, may be repeated:—"It has not," he says, "been possible to counteract the effects of a scanty allowance of "food in the case of the many thousands of persons who had not taken advantage "of the relief offered them, but had preferred to remain at home, looking after "their crops, or accepting private employment at a low and insufficient wage. "There are persons whom no form of Government relief, except such as would "completely take the place of private employment, could reach." Such persons, though their vitality may be low and their physical powers enfeebled, can drag through the healthy months when existence is easy. But they fall a ready prey to malaria and damp in the unhealthy months of the rains, and to dysentery and other similar diseases which then prevail. The classified returns of deaths for July show that out of 61,445 deaths in these provinces from all causes, 35,475 were recorded as due to fevers, 8,638 to dysentery and diarrhœa, and 5,243 to cholera. The deaths from fevers and dysentery and diarrhœa were much in excess of the normal number for the month. The August returns, when they appear, will probably show a similar excess in the mortality under these two heads.*

Berar.

94. In the Berars the monthly death rates of the six districts into which that province is divided have shown little excess over the normal mortality of the month, and where excess is noticed it is due partly to deaths among wandering immigrants from the Central Provinces, but chiefly to deaths from cholera. This is the explanation of the high rates recorded in August in Amraoti (8·0), Akola (11·2), and Basim (7·8), districts, in which the general condition of the resident population was good or fair, and in which such distress as at one time existed had pretty well disappeared. In the distressed districts of Upper Burma cholera has also caused the death rates to rise in particular months, but, on the whole, they have not been high. It is, however, to be observed that the machinery for death registration is as yet imperfect in this part of British India, and the returns are not to be relied on. From Native States no reliable information on the subject is forthcoming, but from the miserable condition of the crowds of wanderers from Bundelkhand and Baghelkhand who flocked to the poorhouses in the Narbudda valley districts of the Central Provinces, it may be conjectured that the mortality in the affected parts of Central India has been high. It could not well be otherwise. The drought in those tracts was fully as intense as in British Bundelkhand, and the relief arrangements were necessarily less complete than in British territory.

Upper Burma.

Native States.

X. Statistics of cost and relief.

The cost of the famine.

95. The direct expenditure from the revenues of British India incurred in the relief of distress from the 1st November 1896 to the end of September 1897 may be approximately taken at Rs. 6,80,00,000 (Rx. 6,800,000). This, however, is only

* Since this was written further information has been received from the Central Provinces which goes to show that a special type of malarial fever of a very fatal kind has prevailed in an epidemic form during the late rains in these provinces. There is evidence to the effect that mortality has been abnormally high, not only among the poorest classes, but also among the well-to-do, and that villages have had conspicuously high death-rates in which no emaciated person could be found. Extracts from this evidence are given in a Note at the end of this narrative.

the expenditure which under the standing financial rules is exhibited in the accounts under the head "Famine Relief." Much expenditure which is indirectly due to famine, such as compensation to menial Government servants or to soldiers for dearness of food, additions to existing civil establishments on account of the pressure of work, additions to medical establishments, and the like, go under other expenditure heads, and are not specifically charged to Famine Relief. A very important form of relief, namely, loans and advances to landlords and cultivators, with the object of providing employment on works of land improvements in distressed tracts, or for the purchase of seed and cattle, does not appear under "Famine Relief, but under the Debt head, in the financial accounts. According to the returns made by Local Governments up to the end of August, the disbursements on account of famine loans amounted to Rs. 1,28,77,000 (Rx. 1,287,700). Another consequence of famine is the decreased yield of many heads of revenue; but the only one which here claims notice is that of land-revenue, since suspensions of the land-revenue demand are an integral part of famine relief administration. According to the returns of the Local Governments, land revenue to the amount of Rs. 1,80,53,000 (Rx. 1,805,300), falling due between the 1st November 1896 and the end of August 1897, has been suspended. A good deal of this will in all probability have eventually to be remitted. It cannot well be otherwise. In districts where famine has been most intense, the small landowners will recommence the cultivation of their holdings not only without resources beyond their agricultural implements and cattle, but heavily in debt to the State for land revenue and for loans and advances. Even with good seasons the struggle to regain prosperity will be severe, and in such cases a lenient policy in the matter of arrears of land revenue is obviously the only one to be pursued.

The cost distributed by provinces.

96. Distributed by Provinces the direct expenditure on famine relief, the amounts loaned to landholders and cultivators, and the land revenue suspensions, so far as at present reported, appear as follows :—

Provinces.	Direct expenditure on famine relief to end of September.	Loans and advances to 31st August.	Land revenue suspended to 31st August.
	Rs.	Rs.	Rs.
Madras	91,00,000	16,43,000	28,70,000
Bombay	1,11,00,000	46,68,000	1,56,000
Bengal	1,13,00,000	11,22,595	*Nil.*
North-Western Provinces and Oudh	1,95,00,000	18,60,336	1,02,80,000
Punjab	18,00,000	7,53,200	16,46,000
Central Provinces	1,41,00,000	26,98,000	31,01,000
Burma	11,00,000	1,32,000	*Nil.*
Total	6,80,00,000	1,28,77,131	1,80,53,500

As illustrating differences of system in different Provinces, it may be noticed that in Madras the revenue suspensions have been extensive and in Bombay very small; on the other hand, the sums advanced to the landholders in the form of loans has been much larger in Bombay than in Madras. It is reported by the Government of Bombay that every precaution has been taken to ensure loans and advances being applied by the recipients to the objects for which they have been obtained, and that small land improvements of the nature of wells and tanks and reclamation of waste have been vigorously carried out through such funds. But for this it might be surmised that the State by lending money out of one pocket had managed to recover on account of the other. At the beginning of the famine the Government of Bombay anticipated that large suspensions of land revenue might be necessary, but as time went on, the cultivators were found

to be considerably better off than was anticipated, and the land revenue seems to have been collected without difficulty or resort to coercive processes.

Comparison of cost with cost of former famines.

97. Compared with the expenditure on other great famines the expenditure on the late famine cannot be regarded as other than moderate. In the Behar Famine of 1873–74, in which a population of about fourteen millions was affected, but which is described by the Famine Commission as "a famine of unusual brevity, and of no exceptional severity," the sum of Rs. 6,61,00,000 (Rx. 6,610,000) was spent. In the terrible Madras Famine of 1876–78, in which a population of about ten millions was severely, and a further population of nine millions, slightly affected, the expenditure was Rs. 6,30,00,000 (Rx. 6,300,000). In the Bombay Famine of the same year, in which a population of six millions was severely, and a further population of four millions, slightly affected, the expenditure was Rs. 1,14,00,000 (Rx. 1,140,000). Of these three famines, the Bombay Famine of 1876–78 is the only one which in point of economical and efficient administration of relief, is comparable with the famine of the present year. In the late famine, a population in British India of forty-five millions was severely, and a further population of twelve millions was slightly affected. Relief has been given without stint or limitation, though subject to recognized tests and conditions, for a sum which, even should it reach Rx. 7,300,000 by the time relief operations are over in all Provinces, will yet be only Rx. 700,000 in excess of what was spent on the Behar Famine of 1873–74. If it be the case, as has been stated by the Government of Bengal, that the famine of this year in Behar was as severe as that of 1873–74, an excellent standard of comparison exists. The Government of Bengal has in 1896–97 relieved at one-sixth of the cost and in an admittedly adequate manner the same area and population which was relieved in 1873–74 at the cost of Rs. 6,61,00,000. Much of the very large expenditure in 1873–74 was due to special preparations which the Government, fearing an absolute dearth of food in North Behar, undertook by importing rice from Burma and transporting it to the famine districts. Such operations, even if they were necessary in 1873–74, have now been rendered obsolete by the great extension of railways and the improvement of road communications throughout Bengal, and particularly in Behar. But apart from this great item of expense in the Behar famine of 1873–74, there is clear evidence that in other ways the similar famine of 1896–97 has been much more satisfactorily administered. In 1873–74 at least 25 per cent. of the total population of the severely and slightly affected tracts were in receipt of relief for over 7 months,* and in the worst tracts this percentage was largely exceeded. This year the numbers on relief in the five districts of North Behar in no month exceeded 9·5 per cent. of the total population of the distressed areas, and for the 8 months from February to August they averaged less than 7 per cent. That this measure of relief has been ample has been nowhere disputed, and it seems to be conclusively established by the lowness of the death-rate. From this the extent to which relief given in the Behar famine of 1873–74 erred on the side of profusion may be inferred.

* Famine Commission's Report, Part III., page 145.

The ratio of the persons relieved to the total population.

98. The Behar case therefore shows that in a famine which does not extend beyond 9 months or a year, which, though it may be severe, is not intense, and which finds the people in good condition, not more than from 7 to 9 per cent. of the population should at the outside require relief. The rule is a very general one, as the ratio will be exceeded if famine be intense, and it will prove too high if distress is not severe. Taking the population of the distressed areas in British India in the late famine at 45½ millions, 6·5 per cent. were in receipt of relief from January to August, and 8 per cent. in the two months of May and June before the rains. In the North-Western Provinces and Oudh, nearly 10 per cent. of the population of the distressed areas were on relief in February, but the average for the 8 months from January to August was only 6 per cent. In the Central Provinces, the ratio for the 8 months was 7 per cent., and in May 9 per cent. In Bombay, the ratio was 9 per cent. in March and April, when relief was at its maximum. The district ratios are still more instructive, as showing the length to which it may be necessary in cases of intense distress to extend relief.

In Bengal, the highest ratio was attained in the Champaran district, where 15 per cent. of the population of the distressed area were in receipt of relief in February and March, and between 9 and 11 per cent. in the three following months. Next came the Darbhanga district with a ratio of between 10 and 12 per cent. in May and June. These are the two districts in Behar in which distress was most severe, and there is evidence that owing to the smallness of the tenants' holdings, the poverty of much of the soil, the malarial character of the climate and the dense population, the people of the Champaran district are particularly poor and depressed. In Punjab, over 10 per cent. of the population of the Hissar district were on relief from the middle of February to the middle of July, and over 12 per cent. in June. In the North-Western Provinces and Oudh, the Bundelkhand districts, where intense famine prevailed, naturally exhibit the highest percentages. In the Banda district, over 31 per cent. of a population of 705,000 were in receipt of relief from February to June. In the Jalaun district 25 per cent. were on relief during the same period. In Hamirpur and Jhansi, 16 per cent. were on relief, and in Allahabad 19 per cent. In Oudh, relief was given for six months to 11 per cent. of the population of the Hardoi district. These represent the extreme cases in the North-Western Provinces and Oudh. In other districts in those provinces, the proportion of relief rarely exceeded 3 or 4 per cent. of the total population. The magnitude of the relief given in the Bundelkhand districts of the North-Western Provinces and Oudh was surpassed in the distressed districts of the Madras Deccan in June, July and August this year. In the Kurnool and Bellary districts from 30 to 40 per cent. of the population were in receipt of relief during those three months, and in the Anantapur district 29 per cent. As famine was not intense in in these parts, there can be little doubt that the easy terms on which relief was offered attracted persons who would have refused relief under more exacting conditions. Compared with the Madras figures the ratios of relief in the Deccan districts of the Bombay Presidency were comparatively low. The highest rates were attained in the districts of Bijapur and Sholapur, where for some months 10 to 12 per cent. of the population were on relief. In August the ratio in Bijapur rose to 16 per cent., and for a few days in September to 20 per cent. In Ahmednagar also 10 per cent. of the population were on relief in February and March, and again in July and August. In the other districts in the Bombay Deccan the proportion was much lower. In the Central Provinces the highest ratios were attained in some districts in May and June before the rains broke, but in others not until the last months of the famine. With the setting in of the rains the numbers on relief works greatly decreased, and in districts where the numbers on the works had been large the decrease under this head of relief was not made good by the expansion of gratuitous relief during the rains. In the table in the margin, which gives the percentages of relief in different months in the twelve most distressed districts of the Central Provinces, the two Nerbudda valley districts of Hoshangabad and Narsinghpur, the Saugor district and the Raipur district are instances in point. In these districts the relief-work population up to the rains was exceptionally large. The numbers on the works in these districts declined rapidly when the rains set in, and although gratuitous relief has in these districts been since expanded, the expansion has not made good the fall in the number of relief workers. On the other hand, the Betul, Seoni and Bilaspur districts are instances of the great increase in gratuitous relief and children's kitchens which in the latter months of the famine has been forced upon the authorities by the special circumstances of the season, and the condition of certain classes of the people.

Percentage of population on relief at the end of—

——	May.	June.	July.	August.	September.
Saugor ...	10	6	6	6	6
Damoh ...	14	13	14	23	10
Jabalpur ...	16	10	15	13	13
Mandla ...	10	5	5	10	10
Seoni ...	8	5	5	9	17
Narsinghpur	14	6	8	9	7
Hoshangabad	17	8	13	11	9
Betul ...	13	7	9	11	18
Chhindwara	10	10	11	10	13
Balaghat ...	16	11	14	13	11
Raipur ...	15	9	9	10	12
Bilaspur ...	6	7	10	11	13

The cost of relief per head.

99. A convenient method of stating the total quantity of relief given in a province or district is to express it in the form of relief units of one day each. Thus a person who is relieved throughout a month of 30 days counts as 30 units. By

adopting this method the volume and cost of relief in each Province can be readily compared. In Appendix V the number of relief units relieved from October 1896 to September 1897 is shown to be 800 millions, or excluding Berar, which is administered under special conditions, 796 millions. The direct expenditure on relief in British India (excluding Berar) has been shown to approximately amount to 680 lakhs of rupees up to the end of September 1897. The average cost per relief unit, that is, of one day's relief for each person, works out to ·085 of a rupee, or little over $1\frac{1}{3}$ annas.* As this includes expenditure on tools and plant and on establishment, in addition to the actual sums spent on relief, the scale of relief seems extremely low, especially in a year when an anna would buy but $1\frac{1}{2}$ or $1\frac{1}{4}$ lbs. of coarse grain, and sometimes not that. But it has to be remembered that relief has been given to every member of a family in want, down to the infant in arms, that about 25 per cent. of the relief units were children, and that the relief wages and doles were regulated with the knowledge that in many places the people were not at the end of their resources. Low as the cost has been in British India as a whole, in particular provinces it was even lower. The lowest rate was reached in Bengal and in the North-Western Provinces and Oudh. The rate in the latter provinces is equivalent to 1·12 annas per unit. The highest rate was found in Burma, which is due to relief being chiefly given there in the form of wages to relief workers, most of whom were able-bodied persons doing a good task and earning a substantial wage. The high rate in the Central Provinces is probably due to the very high prices which have continuously maintained there, and which have necessitated a correspondingly high scale of money payments.

—	Millions of relief units.	Expenditure on relief.	Cost per relief unit.
		Rs.	Rs.
Madras	92	90,00,000	·098
Bombay	11	1,11,00,000	·098
Bengal	139	1,13,00,000	·080
North-Western Provinces and Oudh.	284	1,95,00,000	·070
Punjab	21	18,00,000	·086
Central Provinces	138	1,41,00,000	·103
Burma	8	11,00,000	·139

XI.—The grain trade and the railways.

The weekly return of grain imports and exports.

100. Among the measures which were taken by the Government of India in the late famine for obtaining and publishing information as to the course of the grain trade throughout the country was one which is believed to have proved of considerable public utility. Arrangements were made in each district by which the district officer at the end of each week received a return from each railway station in his district of the imports and exports of grain during the week. These returns were totalled up for the district and communicated to the Statistical Bureau in Calcutta, which collated and published them week by week for the whole of India. Anyone studying these returns could form a good idea of what each district was doing in the matter of importing or exporting grain, and this information proved valuable both to the trade and to the Government. In Appendix VII to this Narrative a summary of the statistical information thus collated is given. It soon became apparent from the weekly returns that although the grain trade was active and alert, and the movements of grain throughout India considerable, there was not that vast drain of food from one province to meet the necessities of another that marked the famine of 1876–78. In the great Southern India famine of 1876–78 the railways were taxed beyond their carrying capacity to feed the population of Madras, Mysore and Bombay. Grain lay for weeks at railway stations and in goods sheds all over the country waiting for carriage, and this notwithstanding the precedence which had been given on the railways to grain consigned to the famine districts over all other classes of traffic. In 1876–78 the Madras Railway carried nearly 1,000,000 tons of grain, and the South Indian Railway nearly 400,000 tons, into the

* When the exchange value of the rupee is 16 pence, the anna is equivalent to a penny. At the present moment the exchange value of the rupee is $15\frac{3}{4}$ pence.

distressed districts of Madras. During the same period the railways carried 267,000 tons of grain into the distressed districts of the Bombay Deccan and 166,000 tons were conveyed into them by carts up the ghâts from the small ports on the coast. At no time during the late famine has there been excessive pressure on the railways. This in itself is not a conclusive fact in the comparison, as the carrying power of the Indian railways to any one point is probably quite double what it was in 1876-78. But at no time during the present year has the grain-trade been in an excited state, nor so far as at present an opinion can be formed in the absence of the complete railway returns for the months in question, has the traffic in grain approached in volume that of 1876–78. The explanation seems to be that, owing to the wide area affected by the drought, there was no province in a position of such security as to be able to let very much of its surplus go. Prices throughout India were nearly on the same level, and markets were too sensitive for very large and continuous exports or imports. Most of the distressed districts also seem to have had considerable reserves of food stocks at the beginning of the famine, which were drawn upon as required. This was eminently the case in the Central Provinces. The largest import into any district in those provinces from January 1897 to September was 17,300 tons into Nagpur. This represents nine months' food for about 140,000 persons, the population of the district being 758,000. In other districts which were much more distressed than Nagpur, the imports of food were considerably smaller. Saugor imported 12,000 tons during the period covered by the returns and Bhandara 10,700 tons. On the other hand, Raipur and Sambalpur exported large quantities of rice, the nett export being 22,600 tons from Sambalpur and 14,000 tons from Bilaspur. In Bengal the imports into certain districts were on a larger scale. Darbhanga stands first with a nett import from January to September of 44,500 tons, followed by Saran with 44,100 tons and by Muzaffapur with 32,900 tons. These imports were chiefly Burma rice from Calcutta. Other Bengal districts exported largely, notably Burdwan (60,958 tons), Birbhum (59,308 tons), Midnapur (39,503 tons), and Balasore (42,821 tons). It is not known to what places these exports chiefly went, but possibly a good deal was taken by Calcutta. In the North-Western Provinces and Oudh the districts in which distress was most intense show, as might be expected, the largest importations, Allahabad having a nett import of 45,529 tons, Banda of 23,573 tons and Jhansi of 17,123 tons. The Meerut Division, as might also be expected, exported considerable quantities. In the Punjab the Hissar district imported 35,985 tons, a quantity sufficient to feed for nine months more than one-third of the population of the district. Some of the Punjab districts exported largely, especially those of the Jalundhar Divisions. The Deccan districts of Bombay all show considerable imports. Poona importing 38,700 tons, Khandesh 37,800 tons, Bijapur 25,500 tons and Satara 21,900 tons. But as above remarked, these imports, though large, are not on the scale of the imports of 1876–78. The case of Bijapur is a good illustration of the extent to which old stocks of grain must have existed in this part of the country at the beginning of the drought. This district, though it practically had no crops at all in 1896–97, was able to get through the famine with an import which represented food for about one-fourth only of the population. Of this import, more than half occurred during the last three months of the famine, indicating that local reserves of food were by that time on the point of exhaustion. Had not rain opportunely fallen in September 1897, the grain imports into the Bombay Deccan would in all probability have risen to very great dimensions. The distressed districts of the Madras Deccan imported comparatively little grain from outside. The nett import from January to September into Bellary was 16,900 tons, of which 10,700 tons were imported in the last three months. Kurnool imported only 3,400 tons. Anantapur and Cuddapah show a small nett export. On the other hand, some of the Madras districts show very large exports, notably the Tanjore district (143,000 tons), the Godavery district (53,000 tons), the Kistna district (43,300 tons), and the South Arcot district (35,800 tons). Much of this grain, it is believed, went to the Bombay Presidency, where prices have ruled continuously higher than in Madras. There is little doubt that owing to good harvests generally in 1895–96, and to good harvests in the southern districts in 1896–97, the Madras Presidency at the beginning of the

Amount of grain imports into certain districts.

famine held large stocks of grain in excess of its requirements, and that the richer districts must have done very well in disposing of their surplus at very high prices. But for the distress prevailing outside its boundaries, and the consequent demand for grain throughout India, very low prices must have prevailed this year throughout the Madras Presidency.

The great service rendered by the railways.

101. No occasion has thus arisen during the late famine for the railways to exhibit their carrying capacity to its full extent. Still the grain traffic dealt with by them so quietly and easily was infinitely greater than could have been disposed of by country carts and cattle, the sources of supply were infinitely enlarged through the virtual annihilation of distance as an obstacle to profitable trade and the cost and burden of transport was infinitely lessened. In many parts of India, especially the Deccan and Central India and the Punjab, the absence of water and fodder in a famine year makes carriage of grain by road for long distances almost impossible. Apart from the service actually rendered by the railways, the fact of their being there, and the knowledge of their great potential carrying power, have been of incalculable value. Though the railway imports of grain into Bijapur or Banda represented food for only one-fourth or one-third of the population of those districts, it was known that the import could be easily doubled at any time if the local demand required it. This knowledge gave complete confidence both to officials and to the public at large. Had Bijapur or Banda not been connected by railway communication with other marts, all the difficulties about food supplies which in such places have troubled the administration in past famines would assuredly have arisen this year in a most acute form. In 1877 grain had to be sent by the Bombay Government by cart to Bijapur as "the tract was so distant and difficult of access." In 1870 the Government of the North-Western Provinces and Oudh had to make similar importations into Bundelkhand to allay panic. These are two cases out of many in which, since the Famine Commission reported in 1881, railway communication has been given to remote districts liable to famine. What is true of Banda is equally true of the other districts in British Bundelkhand, and of the native states of Central India forming the Bundelkhand and Bagelkhand Agencies, and served by the Indian Midland Railway and its branches. What is true of Bijapur is equally true of Belgaum, Dharwar and the rest of the Deccan country traversed by the Southern Mahratta Railway. It is indeed difficult to realise the extent to which the task of famine relief has been simplified and facilitated over vast areas of India by the extension given to railways during the last fifteen years.

The railways recommended by the Famine Commission have been made.

102. The Famine Commission saw that in the extension of railways lay the hope of improving the conditions under which the famine administrator had to do his work. It may be well to show in this place what has been done to carry out the recommendations of the Famine Commission in the matter. The Famine Commission found about 9,000 miles of open railway in India, and they came to the conclusion that the country would be adequately protected as to communications by the addition of about 10,000 miles to the existing mileage. In December 1896, over 20,000 miles of railway were open. The Famine Commission's wish has thus been more than fulfilled. Not only that, all the lines which they especially recommended for the purposes of famine protection, have, with one exception—the East Coast Railway, been made, and the line which form the exception is now in course of completion. The tracts which they singled out as specially deficient in railway communication comprised North Behar, the Bundelkhand districts of the North-Western Provinces, the southern Punjab and the southern Mahratta country of Bombay. They also drew attention to the advantages which would result from direct communication between the rich deltas of the Godavery and Kishna districts and the Madras Deccan, and between Orissa and Bengal. A glance at the modern railway map of India will show that these recommendations have been fully met. Not only north Behar, but also northern Oudh, have been thoroughly opened up by the Bengal and North-Western Railway system and its Tirhoot branches. The value of this system

has been abundantly proved in the late famine in Behar. The Bundelkhand districts of the North-Western Provinces and a large part of Central India are now traversed by the Indian Midland from Jhansi to Itarsi, with a most valuable famine protective cross-line from Jhansi to Agra on one side, and from Jhansi to Banda, and the East Indian Railway on the other. This railway has been the salvation this year of British and Native Bundelkhand. The south-eastern districts of the Punjab have been brought into direct communication with the large grain-emporia of the North-Western Provinces and the Punjab, by the Rewari-Ferozepur line. On this line the Hissar district has depended this year for its food. In Bombay two branches of the Southern Mahratta Railway intersect the worst districts of the Deccan and southern Mahratta country from north to south, while the same system connects them with Mysore on the south, and with Madras, through Bellary and Kurnool, to the Kishna and the Godavery districts on the east. Until this system was constructed, this tract of country was more insecure and liable to dearth than any other part of British India. Now the surplus produce of the rich delta districts of Madras can now find its way into all parts of the Madras and the Bombay Deccan, and in the late famine this facility has been largely used. The East Coast Railway from Bezwada on the Kishna river to Cuttack in Orissa, and thence north to Midnapur and Calcutta will complete the programme which the Famine Commission had in view. There is still another large railway system to be mentioned which was not within their purview, but which has proved of inestimable value to the Central Provinces in the late famine. The Bengal-Nagpur line, starting from Nagpur on the Great Indian Peninsula line, and terminating at Asansol on the East Indian Railway, traverses in its course of 600 miles the great rice-plain of Chhattisgarh, and has brought this once remote and inaccessible country into connection with Bengal on the one side and Bombay on the other. An important branch from Bilaspur in Chhattisgarh to Katni on the East Indian Railway line, running from Allahabad to Jubbulpur, also links the Chhattisgarh plain with Upper India. In the late famine great stores of rice found their way by this railway system from Sambalpur and Raipur to many distressed districts in and outside the Central Provinces, and by the same route came 50,000 tons of Burma rice from Calcutta to Bilaspur and other distressed districts in the provinces. This railway has also been invaluable in other ways to the Local Government in its administration of the famine. Without it the head of the province would at its provincial head-quarters at Nagpur have been separated by over two hundred miles of road from the centre of the Chhattisgarh Division, and at such a distance effective supervision becomes very difficult. The still existing defects of railway communication in many parts of the Central Provinces, and the difficult character of much of the country, have, as it is, made famine administration in this part of India exceptionally arduous. That the task would have been very much greater had the Bengal-Nagpur Railway not been in existence, is obvious to anyone observing the place it fills in the map of the province. The present most pressing want of the provinces in the matter of further railway protection is a line to traverse in one or more directions the oblong block of country enclosed by the existing systems of the Great Indian Peninsula Railway and the Bengal-Nagpur Railway. This oblong comprises a tangled mass of hills and upland plain, and amid these Satpura hills are situate districts such as Seoni, Betul, Mandla, Balaghat and Chhindwara, which have suffered much in the late famine and have given cause for continuous anxiety. Communication between them and the surrounding lowlands is at present conducted by means of roads with necessarily steep gradients, which tell heavily on the weak bullock carriage of the country, and which are consequently at all times serious obstacles to the trader, and in the rainy months almost prohibitive of traffic. Proposals have been made for a system of light railways to open up this country to protect it against a similar famine and to give it a market for its surplus produce in good years. These proposals, however, are still in the tentative stage, as very careful inquiry will be required before any decision can be pronounced on the engineering and financial difficulties with which the project is surrounded.

XII.—Irrigation and the Famine.

Irrigation in 1877.

103. As the extension of railways tends to lessen the acuteness of a famine, so the extension of works of irrigation tends to prevent it. The extent to which effect has been given to the recommendations of the Famine Commission in the matter of railway communications has been described. It remains to notice briefly what has been done to carry out the equally important recommendations made by that body with regard to the improvement and extension of works of irrigation. The Famine Commission found that of the 192 millions of acres cultivated in British India, about 28½ millions were irrigated, of which 7½ million acres were irrigated by canals, and the rest from wells, tanks, running streams and the like.*

* *Area ordinarily irrigated in 1877.*

Province.	Canals.	Wells.	Tanks, streams, etc.	Total.
Punjab	1,670,000	3,200,000	630,000	5,500,000
North-Western Provinces and Oudh.	1,700,000	5,800,000	400,000	11,500,000
Bengal	360,000	600,000	40,000	1,000,000
Central Provinces ...	*Nil.*	120,000	650,000	770,000
Berar	*Nil.*	*Nil.*	100,000	100,000
Bombay	25,000	425,000		450,000
Sind	1,800,000	*Nil.*	*Nil.*	1,800,000
Madras	2,000,000	2 300,000	3,000,000	7,300,000
Total	7,555,000	20,865,000		28,420,000

104. These figures were only approximately correct, especially as regards irrigation from wells and tanks. The area shown as irrigated from these sources in the North-Western Provinces and Oudh seems in excess of the actual facts. In the case of Sind the area under "canals" included private inundation canals as well as Government works. In the case of the Punjab the "canal" area included small inundation canals of a temporary character, which are now classed as "minor works for which no capital accounts are kept." Making deductions on account of these, the area irrigated from State irrigation works of a permanent character in 1877 cannot be put higher than 7 millions of acres. In the case of Madras no returns were available for the large zemindari estates, and even in respect of Government lands the area irrigated by wells had to be guessed at. The figures given for well and tank irrigation in Bengal were also largely based on assumptions. The difficulties which the Famine Commission experienced in arriving at an accurate statement of the acreage protected by irrigation still exist. It can, however, be shown that under the head of "canal" irrigation a great advance has been made, and that the irrigation from wells and "other sources" has also extended in many provinces.

The recommendations of the Famine Commission.

105. The recommendations of the Famine Commission related chiefly to canal irrigation, including in this term not only irrigation from rivers, but also irrigation from large storage reservoirs or tanks, in which the drainage of the surrounding country is caught and retained. Dealing first with the province of the Punjab, they urged the necessity for giving greater protection to the arid country between the Jumna and the Sutlej rivers by enlarging the Western Jumna canal and by completing the Sirhind canal on the east bank of the Sutlej. They further recommended the gradual extension of irrigation canals in the waste and waterless plains between the Sutlej and the Chenab, and between the Chenab and Jhelum rivers. All these recommendations have been acted on. The Western Jumna Canal has been remodelled and enlarged to provide water for the Sirsa branch, which gives irrigation to parts of the Hissar and Karnal districts. The Sirhind Canal was completed in 1887 at a cost of nearly Rx. 2,300,000, and irrigates between 800,000 and 900,000 acres. The Chenab Canal, between the Sutlej and the Chenab, will cost about the same sum. Though still an incomplete work, it has already enabled 500,000 acres of virgin soil to be brought under tillage, and it will, when complete, irrigate over a million acres. The agricultural

The Punjab.

colonies on this canal are one of the happiest experiments of reclamation of waste which have been essayed in India. The value of the crops on this canal this year may, at a very moderate estimate, be put at Rx. 2,100,000. In addition to these large works, several smaller canals have been constructed since the Famine Commission wrote, notably the Swat River Canal, at a cost of Rx. 363,000, and the Sidhnai Canal, and considerable sums have been expended on improving the Bari-Doab Canal and the minor inundation canals on the Indus and the Sutlej. The total capital expenditure on irrigation works in the Punjab, for which capital and revenue accounts are kept, now amounts to Rx. 7,800,000. In 1895-96 the area irrigated by these works amounted to 3,150,000 acres. In 1896–97, under the stimulus of the drought, the area irrigated from these works in the Punjab was 3,900,000 acres. Nearly 300,000 acres in addition were irrigated from inundation canals from the Indus, which are classed as "works for which no capital accounts are kept." According to a return made by the Agricultural Department, the total crop area of the Punjab in 1896–97 was 18 millions of acres, of which 8,200,000 acres, or 47 per cent., were irrigated. Canals irrigated 4,198,000 acres, wells fed from canals 413,000 acres, and wells and ponds 4,203,000 acres. When it is further remembered that the crops on unirrigated lands were very poor, while the crops on irrigated lands were generally very good, some idea may be formed of the value of irrigation to the Punjab in a year of drought.

The North-Western Provinces and Oudh.

106. In the North-Western Provinces and Oudh the completion of the Lower Ganges Canal, the construction of a canal on the Betwa river in the Jhansi district as a protective work for Bundelkhand, and the further investigation of the Sarda Canal project for Oudh, were recommended by the Famine Commission. The first two recommendations have been carried out. The Lower Ganges Canal has added, at a capital cost of Rx. 3,200,000, one million acres to the irrigable canal area of the province. The Betwa Canal, which was executed at a cost of Rx. 400,000 charged to the Famine Insurance Fund, is capable of irrigating about 100,000 acres, and this year it has irrigated 85,000 acres. But in ordinary years, owing to the peculiarity of the predominant soils and the prejudices of the cultivators, the demand for water on this canal is disappointingly small. The Sarda Canal project is still under investigation, and it is still doubtful whether a canal would prove beneficial or remunerative in a tract like Oudh, where the rainfall is ordinarily sufficient and where irrigation from wells and tanks is extensively practised. The total capital expenditure on major and minor irrigation works in the North-Western Provinces and Oudh now amounts to Rx. 8,000,000, and in 1895–6 the area irrigated from them was 2,100,000 acres. In 1896–97 this rose to 3,100,000 acres. According to the returns of the Agricultural Department the total area cropped in the North-Western Provinces and Oudh in 1896-97 was 36¼ million acres, against an average of nearly 42 million acres. About 12,000,000 acres, or 33 per cent. of the total, were irrigated. This province, like the Punjab, would have fared very badly in the late drought but for its irrigation, and like the Punjab its canal irrigation has largely increased since 1877, while the area irrigated by wells and tanks has certainly not decreased.

Bengal.

107. With regard to Bengal the Famine Commission, while admitting that Orissa canals had been anything but a success, were of opinion that an additional Rx. 400,000 would be well spent in raising the irrigable area from 183,000 acres to 500,000. They also recommended the investigation of certain projects for canals from the Gandak river in North Behar. Their recommendation as to the Orissa canals has been given effect to, and the total capital outlay on this system, which was Rx. 1,750,000 when they wrote, now exceeds Rx. 2,500,000. But the irrigated area in no year exceeds 180,000 acres, and in most years falls below 150,000 acres. The canals do not pay their working expenses, and continue to be an example of irrigation in a wrong place. On the Sone canals in Behar considerable sums have been spent since 1877, as the capital outlay has risen from Rx. 1,900,000 to Rx. 2,600,000. The irrigated area from these works now averages about 400,000 acres, but in years of drought reaches 550,000 acres. The total capital outlay on major and minor irrigation works in Bengal exceeds Rx. 6,000,000, on which the interest charge

amounts to Rx. 239,000 a year, to meet which the nett revenue is only Rx. 12,000. The direct financial results of irrigation in Bengal are therefore disappointing.

Bombay.

108. This was also acknowledged by the Famine Commission to be the case in Bombay. The outlay on irrigation works in that Presidency amounted to Rx. 1,280,000 in 1877, while the area irrigated was only 25,000 acres. The outlay on major works has now risen to Rx. 1,800,000, but the irrigated area rarely exceeds 60,000 acres, and the nett revenue is quite insufficient to meet the charges on account of interest. On minor irrigation works for which capital accounts are kept, and which irrigate about 26,000 acres, there is a further outlay of Rx. 650,000. Irrigation from State works thus shows no great advance in the Deccan or Gujerat since 1877. Referring to the disappointing results of the irrigation canals in the Sholapur district the Director of Agriculture in March last stated that the supply of water from the catchment areas must, from the first, have been largely over estimated. Always insufficient, it diminishes greatly in dry years. He admitted, however, that indirectly these reservoirs contribute to the irrigation of a larger area than is recorded against them, by improving the water-supply of wells beneath them. The same authority showed that since 1877 the progress in well irrigation has been considerable. In Sholapur, Ahmadnagar and Satara this year over 100,000 acres in each district were thus protected, in Poona 75,000 acres and in Nasik 60,000 acres. The loans made by the Government for wells in the present year have given a great stimulus to this movement, and everywhere in the course of his tour the Director was surprised at the activity shown in the repair and the construction of wells by the people.

Sindh.

109. With regard to Sindh the recommendation of the Famine Commission that the system of inundation canals from the Indus should be extended and improved has been fully carried out. The area irrigated by major and minor State works for which capital and revenue accounts are kept exceeds 1,200,000 acres ; and there is a nett revenue of Rx. 100,000 on a capital outlay of Rx. 1,450,000. A further area of 1,100,000 acres is irrigated from minor works for which capital accounts are not kept, and which yield a nett revenue of Rx. 128,000. The total State irrigation in Sindh averages about 2,300,000 acres, which is a considerable increase on the figures of 1877.

Madras.

110. The chief recommendations made by the Famine Commission with regard to Madras were that the important and highly remunerative canals in the deltas of the Godavery, Kishna and Caveri should be completed, and that the Periyar irrigation project for providing water for nearly 200,000 acres in the Madura district should be undertaken. They also recommended for consideration the Sangam anicut system, which was calculated to irrigate 77,000 acres in the Nellore district, and the Rushikuliya project in the Ganjam district. On the completion of the three great deltaic systems about Rx. 1,100,000 has been spent since 1877, and the irrigation from them has increased from 1,600,000 acres to 2,200,000 acres. The Sangam anicut system has been completed at the cost of Rx. 310,000. The Periyar project is on the eve of completion at the cost of Rx. 850,000, and the Rushikulya project, which will cost Rx. 440,000, is in progress. The total capital outlay on major irrigation works in the Madras Presidency is nearly Rx. 6,500,000, they irrigate an area of 2,700,000 acres, they have a nett revenue of Rx. 472,000 (excluding a nett revenue of Rx. 360,000 due to old irrigation which is not represented in the capital accounts), and they earn over 7 per cent. on the capital outlay. A further area of 535,000 acres is irrigated from minor works for which capital accounts are kept, and a further area of 3,234,633 acres from minor works, chiefly small tanks, for which capital accounts are not kept. This gives a total area of 6½ millions of acres of irrigation under State supervision in the Presidency.

111. Summing up the progress made in State irrigation since 1877, it may be said that the capital outlay on works for which capital accounts are kept has increased from Rx. 20,000,000 to Rx. 35,000,000, the gross revenue from

Rx. 1,688,000 to Rx. 3,100,000, and the area irrigated from 7 millions of acres to 10 millions of acres. In addition, from 4½ to 5 millions of acres are irrigated from small State works, for which no capital accounts are kept.

XIII.—The Indian Famine Charitable Relief Fund.

112. The operations of the Indian Famine Charitable Relief Fund do not come within the scope of this narrative, but no account of the famine of 1896–97 would be complete which omitted mention of this most signal and beneficent manifestation of national benevolence. The sentiments of gratitude and appreciation evoked in India by this great tribute of England's charity have been vividly described by those charged with its distribution. Here it may be permissible to dwell on the almost incalculable value of the Fund as an agency in alleviating human suffering, and in restoring thousands of ruined agriculturists to their place in society. The responsibilities accepted by the State in India in a time of famine are very great. It undertakes to keep the people alive, and it helps them by loans and advances and suspensions and remissions of land revenue to return to their usual vocations and to retrieve their fortunes, when the calamity has passed. But it does not undertake to prevent all suffering or privation or to replace in each individual case the resources exhausted by famine. In duty to the tax-payer it is also obliged to surround the offer of relief with certain conditions and self-acting tests of distress, to rigidly limit the amount of relief given to the minimum necessary to sustain life and health, and to withhold relief from those who, though they may suffer, are not in patent distress, and who refrain through feelings of pride, or caste or family prejudices, to apply for work or to appear at a public kitchen. There is thus wide scope for the legitimate exercise of private benevolence which, without pauperising or demoralising the people or relieving the State of its accepted obligations, will fill up the inevitable gaps in any State scheme of relief, and lighten the long train of indirect ills with which the State in its struggle with famine does not profess to deal. The presence or absence of such charity, organised on methodical principles and working in conjunction with the official system of relief, makes a world of difference to the afflicted population, and may vitally determine the degree of rapidity and completeness with which it shakes off the effect of the calamity, and returns to normal conditions of well-being. The magnitude of the resources placed by the public benevolence on this occasion at the disposal of the Indian Famine Charitable Relief Fund Association has enabled this great work of restoration to be carried out on a very extensive scale. According to the latest financial return issued by the Executive Committee appointed to administer the fund, they have had the disposal of Rx. 1,646,000 in cash, besides large gifts of grain and clothing. Of this sum, upwards of £765,000, which yielded on being remitted to India Rx. 1,225,000, has been received from the United Kingdom, Rx. 136,000 from English colonies and dependencies and foreign countries, and Rx. 285,000 from India itself. Elsewhere it has been shown in the narrative that the direct expenditure by the Indian Government on famine relief up to the end of September amounts to Rx. 6,800,000. The Famine Fund has distributed in charitable relief a sum equivalent to nearly one-fourth of the direct expenditure incurred by the State. If it be remembered that the bounty of the Fund has in no wise displaced relief which otherwise would have been given by the State, that the State relief has not been confined within pre-determined financial bounds and has been limited only by the enforcement of certain conditions and tests, mostly of the self-acting order, some idea may be formed of the effect which this great independent stream of charity has had in softening the sharpness of distress and restoring countless humble households to comparative prosperity. The financial accounts of the Fund are at present incomplete, but so far as a judgment may be formed from the details of the expenditure which has so far been returned, it would seem that fully three-fourths of the Fund will be spent in "restoring to their original position those who have lost their all in the struggle, and in giving them a fresh start in life." Gifts of seed and cattle to the cultivator, gifts of tools and raw material to the artizan, gifts for the repair of ruined houses and the replacement of household requisites, gifts to keep the family from want until the

crops on the ground ripen, these are some of the most obvious ways in which this object has been effected. From all quarters overwhelming evidence pours in of the inestimable benefits conferred by bounty directed to this end, and of its recuperative effect on people whose spirits have been depressed and whose energies have been dulled by long continued misfortunes. If, as may be hoped, the stress of famine is now passing away and prosperity returning to the land, one of the most potent instruments to this much wished for consummation will be the Indian Famine Charitable Relief Fund of 1896-97. The renewed prosperity of India will constitute an abiding memorial of the large-hearted benevolence and sympathy which called that Fund into being, and made it what it was.

The 15th October, 1897.
SIMLA.

Malarial Fever in the Central Provinces (see foot-note to page 50 of Narrative).

1. *Extract from letter of Chief Commissioner, Central Provinces, No. 1948-F., dated 15th October, 1897.*

The month of September is in these Provinces always recognized, with August and October, as the most unhealthy season of the year, and a large increase of mortality is usually to be expected in this month. The figures for September are not yet available, but from such indications as may be gathered from the reports and from the weekly returns it may be hoped that, although in some districts, and those not the most severely distressed, the death-rates have again risen, there will prove to have been, on the whole, a sensible diminution of the terribly high rate reached in August. The rates given in the Commissioner's memorandum for the Jubbulpore Division show a very marked decrease in Mandla and Seoni, where the mortality in August was exceptionally high, and a slight increase in only one district, Jubbulpore, where the August rate was, considering the conditions of the year, remarkably low. If these anticipations are confirmed by the special mortality return now under preparation, it may safely be said that the worst is now over, and that a rapid return to normal rates of mortality may be hoped for. There is no doubt from the observations made by officers who enquired personally and locally into the high mortality of August and September, that the bulk of it was due to fever, which attacked alike the poor and the well-to-do,—those who suffered from privation and those who did not. The Commissioner of Jubbulpore describes, in paragraph 12 of his memorandum, the effect of the "wave of malignant fever" which swept over Saugor. The account given by the Deputy Commissioner of Chhindwara (paragraph 7 of the Nerbudda memorandum) of the result of his personal enquiries in the Sausar Tahsil of that district point to a similar condition of things there. And reports to the same effect come from other districts also. Thus the Deputy Commissioner of Hoshangabad writes :—

"Fever this year is unusually prevalent, and no house is free from it. * * * The main peculiarity in the mortality is the high proportion of deaths among children five and over, and persons fifty and over. * * * Harda I have not seen since the beginning of September, but in my tour in that tahsil I came across several recent deaths in really wealthy families."

And the Deputy Commissioner of Jubbulpore writes :—

"The unhealthy character of the season has greatly to do with the rise in mortality. Fevers are extremely prevalent in every quarter of the district."

A further proof of the unhealthiness of the season is to be found in the deplorable amount of sickness among the famine-relief staff. Officers of all grades have been repeatedly incapacitated by fever, and two—Lieutenant Hamilton Moore in Bilaspur, and Naib-Tahsildar Mukund Ram in Seoni—have died from illness contracted during their inspections. Both these officers, in their several capacities, had been doing excellent work, and both fell victims to their devotion to duty. The Chief Commissioner greatly regrets their loss.

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2. *Extract from Famine Report for September 1897 of the Committee of the Jubbulpore Division.*

The portentous increase in the death-rates of Saugor, Mandla and Seoni during the month of August was noticed in last month's report. It remains to accentuate the fact that during that month fever attacked certain tracts with pestilential severity. From some points of view the increase in the Saugor death-rate was one of the most unsatisfactory features of the month, as there were no such difficulties to be encountered in this district as in the wilds of Mandla and Seoni, and famine relief should have been as efficient as in Damoh or Jubbulpore. I have lately spent twelve days touring in the interior of the Saugor

district and have made detailed enquiries into the mortality of the villages I came across. The general results have been separately reported, but I may note here that they indicated that a wave of malignant fever passed across the district such as was experienced in some districts of the North-Western Provinces after the famine of 1877, and that, as in the North-Western Provinces on that occasion, the well-to-do suffered equally with the poor. On the occasion of my visit to Saugor I was assured that not a household in the city have escaped sickness. Of 45 clerks in the Deputy Commissioner's office, 11 had been incapacitated for duty in August and 10 in September, for periods which gave an average of a week to each man. At one time sickness deprived the Executive Engineer of the services of seven out of his nine clerks. The police force suffered from an abnormal amount of sickness, 13·4 per cent. of the strength being in hospital during August, and numbers being invalided at their homes from lack of hospital accommodation. Similar reports, though not in so much detail, have reached me from Mandla and Seoni, and it may be accepted that a very large proportion of the abnormal mortality of August resulted from sickness which, so far as one can judge, was quite unconnected with the scarcity of food, and may have proceeded from the rise in the water level from the abnormal depth to which it had fallen through the long period of drought.

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3. *Extract from Famine Memorandum for September* 1897 *of the Commissioner of the Nerbudda Division.*

We must turn to districts whose administrative officers are less chary of utterance in order to get the fuller information which we require. In the adjoining district of Chhindwara (and especially in the Sausar Tahsil) the conditions as to climate, etc., are somewhat similar to those of Betul. Mr. Ryves records that, finding the mortality in the Sausar Tahsil running up during September to an extent which made a death-rate of 123 per mille per annum probable, he personally visited the tahsil and examined the registers of the Sausar Station-house, and of the two outposts at Ranakona and Mohgaon, and endeavoured to ascertain the causes of the mortality by checking the deaths of one or two villages on the spot. He gives the results of his enquiry in the following words :—

"The population of the Police-posts inspected is 40,122, and the mortality reported during September 357, giving a death-rate of 106·8 per 1,000 per annum, but in the Mohgaon Outpost Circle it was as high as 147 per cent. This mortality classified according to the ages of the deceased was as follows :—

Age.	No. of deaths.
0— 1 years	53
1— 5 „	53
5—10 „	15
10—15 „	18
15—20 „	7
20—30 „	26
30—40 „	17
40—50 „	38
50—60 „	31
Over 60 „	99

"It will be observed that very nearly half the deaths occurred among infants under 1 year of age and among aged people over 60 years of age.

The causes of death were as follows :—

	No.
Fever	236
Dysentery	34
Other Causes	81
Small-pox	2
Accident	2

"It will be noticed that diarrhœa and dysentery, which have been the most fertile causes of death in poor-houses and famine hospitals, play quite a minor part compared to malarial fever. 'Other causes' include lung affections of all descriptions not classed as fever.

"The heaviest mortality in the Mohgaon Circle occurred in the large village of Pipla Narainwar. Here 36 deaths occurred in a population of 3,288, giving a percentage of 130 per thousand per annum. I visited this village and checked the kotwal's register of deaths. I found that the malguzar of this place had for some months been distributing grain to the poor, and that six deaths were those of wandering beggars, who had come to the village attracted by this fact. The deaths among residents had occurred among the well-to-do classes with as much frequency as among the poor. The death-roll, for instance, included two Marwaris, a well-to do Brahmin, a Sunar and five or six Telis, all of them persons in good circumstances, and further enquiries into the deaths among the lower classes failed to elicit one in which privation could be said to have been the determining cause. The malguzas, Ganpat Singh, had in fact taken measures which precluded that supposition. In other villages, namely, Singhpur, Koparwari, Ridhora, Jokiwara and Jam, I made similar enquiries and found that the deaths in these villages were equally divided between rich and poor.

"To turn to the Chhindwara Tahsil, the Mokher outpost area, with a population 13,118, has a mortality of 189, giving a death-rate of 168 per thousand per annum. In this area Mauza Ekulbehri headed the list with a population of 1,186 and a death-roll of 18. I visited this village, and made a house-to-house inspection, and found it to contain only one man showing signs of emaciation, He was by no means in bad case, and had been in receipt of relief for more than a month. Nine people were in receipt of relief, of whom two had asked to have their names struck off as they were able to provide for themselves, and did not wish to be classed as "kangals" (*i.e.*, destitute persons) longer than was necessary. Examining the register of deaths, I found that 1 was due to dysentery, 7 to fever, and 10 to other causes, principally lung affections. Two possibly were famine cases, the deceased being mendicant musicians on their way from Nagpur to Chhindwara, who had died of fever. Otherwise mortality appeared to have been most prevalent among the Bhoyers, a thrifty set of cultivators, who in this village are all well-to-do. Two of the deceased were farm servants in regular employ, one a relative of the village carpenter, a well-to-do man, while a woman who gave birth to twins, both of whom died, helped to swell the total. The inhabitants assured me that none of the deceased had been in any straits with regard to food."

When it is remembered that the above death-rates occurred in the two tracts of this district were blessed above the others with a bumper harvest in the past year, I do not think that it is wrong to conclude that the present abnormal death-rate is due to causes with which privation has little to do directly. The active causes would appear to be malarial fever of a peculiarly fatal type, and dysentery induced by eating new grain.

LIST OF APPENDED STATEMENTS.

No. I.—Statement of areas and populations distressed.

No. II.—Statement of number of persons on relief in each district in British India and in Native States.

No. III.—Statement of monthly death-rate from October 1896 to August 1897 in each distressed district in British India.

No. IV.—Statement of number of deaths in each month in each Province in British India.

No. V.—Statement of relief units (of one day each) relieved in each Province and in Native States.

No. VI.—Statement of average monthly number of persons receiving relief in each Province and in Native States.

No. VII.—Statement of net imports and exports of food-grains.

No. VIII.—Statement showing extension of irrigation since 1881.

No. I.—Statement showing the Districts affected by the famine and the areas and populations returned as distressed on 31*st May* 1897.

Province and Division.	District.	Area of district.	Population of district.	Area returned as distressed.	Population of distressed area.
		Sq. m.		Sq. m.	
MADRAS.					
CIRCARS	Ganjam	8,369	1,897,000	2,678	908,000
	Vizagapatam ..	17,242	2,803,000	928	455,000
	Godavari ..	7,858	2,079,000	911	42,000
	Total ..	33,469	6,779,000	(a) 4,517	1,405,000
DECCAN	Kurnool	7,514	918,000	2,700	340,000
	Bellary	5,975	900,000	3,963	518,000
	Anantapur ..	4,886	709,000	4,517	584,000
	Cuddapah ..	8,731	1,272,000	2,244	391,000
	Total ..	27,106	3,799,000	13,424	1,833,000
	GRAND TOTAL..	60,575	10,578,000	(b) 17,941	3,238,000
BOMBAY.					
CENTRAL DIVISION..	Poona	5,349	1,068,000	2,987	488,000
	Satara	4,825	1,225,000	4,095	1,162,000
	Khandesh ..	10,700	1,430,000	(c) 10,709	1,430,000
	Sholapur.. ..	4,542	750,000	4,542	750,000
	Ahmednagar ..	6,645	888,000	6,645	888,000
	Nasik	5,817	843,000	5,817	843,000
	Total ..	37,878	6,204,000	34,786	5,561,000
SOUTHERN DIVISION	Bijapur	5,627	796,000	5,627	796,000
	Belgaum	4,674	1,013,000	1,642	353,000
	Total ..	10,301	1,809,000	7,269	1,149,000
	GRAND TOTAL..	48,179	8,013,000	42,055	6,710,000
BENGAL.					
PATNA	Shahabad ..	4,373	2,063,000	1,632	382,000
	Saran	2,656	2,467,000	1,512	1,416,000
	Champaran ..	3,531	1,860,000	3,531	1,860,000
	Muzaffarpur ..	3,004	2,711,000	1,851	1,660,000
	Darbhanga ..	3,335	2,801,000	2,940	2,234,000
	Total ..	16,899	11,902,000	11,466	7,552,000
CHOTÁ NAGPUR ..	Palamau	4,912	593,000	4,912	526,000
	Manbhum ..	4,147	1,193,000	3,373	991,000
	Total ..	9,059	1,789,000	8,285	1,587,000
PRESIDENCY	Nadia	2,793	1,644,000	927	478,000
	Khulna	2,077	1,177,000	467	276,000
	Murshidabad ..	2,144	1,250,000	167	95,000
	Total ..	7,014	4,071,000	1,561	849,000
BHAGALPUR	Bhagalpur ..	4,226	2,032,000	600	325,000
	Sonthal Parganas	5,470	1,754,000	1,321	377,000
	Total ..	9,696	3,786,000	1,921	702,000
ORISSA	Puri	2,473	945,000	365	102,000
	Total ..	2,473	945,000	365	102,000
	GRAND TOTAL..	45,141	22,493 000	23,598	10,792,000

Province and Division.	District.	Area of district.	Population of district.	Area returned as distressed.	Population of distressed area.
		Sq. m.		Sq. m.	
NORTH-WESTERN PROVINCES AND OUDH.					
AGRA	Agra	1,856	1,003,000	744	285,000
	Etawah	1,694	727,000	271	62,000
	Total ..	3,550	1,730,000	1,015	347,000
ALLAHABAD	Cawnpore ..	2,363	1,210,000	1,219	462,000
	Fatehpur.. ..	1,633	699,000	582	226,000
	Banda	3,061	705,000	3,061	705,000
	Hamirpur ..	2,289	513,000	2,289	513,000
	Allahabad ..	2,852	1,549,000	2,428	1,272,000
	Jhansi	3,587	683,000	3,587	683,000
	Jalaun	1,477	396,000	1,477	396,000
	Total ..	17,262	5,755,000	14,643	4,257,000
BENARES	Mirzapur.. ..	5,223	1,161,000	4,307	714,000
	Jaunpur	1,550	1,265,000	271	214,000
	Total ..	6,773	2,426,000	4,578	928,000
GORAKHPUR ..	Gorakhpur ..	4,580	2,994,000	2,630	1,727,000
	Azamgarh ..	2,148	1,729,000	1,130	914,000
	Total ..	6,728	4,723,000	3,760	2,641,000
LUCKNOW	Lucknow ..	967	774,000	967	774,000
	Unao	1,736	953,000	1,736	953,000
	Rae Bareli ..	1,752	1,037,000	1,752	1,037,000
	Sitapur	2,255	1,075,000	1,520	703,000
	Hardoi	2,325	1,113,000	2,325	1,113,000
	Total ..	9,035	4,952,000	8,300	4,580,000
	GRAND TOTAL..	43,348	19,586,000	(d) 32,296	12,753,000
PUNJAB.					
DELHI	Hissar	5,217	776,000	3,763	544,000
	Rohtak	1,797	590,000	1,467	452,000
	Gurgaon	1,984	669,000	558	198,000
	Delhi	1,290	638,000	616	381,000
	Karnal	2,660	683,000	2,123	499,000
	Umballa	2,540	1,033,000	1,755	718,000
	Total ..	15,488	4,389,000	10,282	2,792,000
JULLUNDUR	Ferozepore ..	4,302	886,000	3,375	732,000
	Total ..	4,302	886,000	3,375	732,000
RAWALPINDI ..	Gujrat	2,051	760,000	562	155,000
	Total ..	2,051	760,000	562	155,000
	GRAND TOTAL..	21,841	6,035,000	14,219	3,679,000

No. I.—Statement showing the Districts affected by the famine and the areas and population returned as distressed on 31st May 1897—continued.

Province and Division.	District.	Area of district.	Population of district.	Area returned as distressed.	Population of distressed area.	Province and Division.	District.	Area of district.	Population of district.	Area returned as distressed.	Population of distressed area.
CENTRAL PROVINCES.		Sq. m.		Sq. m.				Sq. m.		Sq. m.	
JUBBULPUR	Jubbulpur ..	3,948	748,000	2,853	498,000	BERARS .. .	Akola	2,659	575,000	2,659	575,000
	Saugor	4,007	592,000	4,007	592,000		Amraoti	2,759	655,000	2,759	655,000
	Damoh	2,831	325,000	2,000	200,000		Basim	2,956	398,000	2,956	398,000
	Mandla	5,056	339,000	5,056	339,000		Buldana	2,809	481,000	2,809	481,000
	Seoni	3,198	371,000	1,766	200,000		Ellichpur ..	2,617	316,000	1,643	47,000
	Total ..	19,040	2,375,000	15,682	1,829,000		Wun	3,911	471,000	3,911	471,000
							Total ..	17,711	2,896,000	16,737	2,627,000
							GRAND TOTAL, BRITISH INDIA	334,336	81,188,000	202,215	46,495,000
NAGPUR	Nagpur	3,832	758,000	524	243,000						
	Bhandara ..	3,968	742,000	2,350	430,000						
	Balaghat	3,164	383,000	1,500	230,000	RAJPUTANA ..	Bhartpur ..	1,982	640,000	1,325	440,000
	Chanda	10,749	697 000	2,052	104,000		Bikanir	22,340	832,000	18,750	587,000
	Wardha	2,428	400,000	650	70,000		Dholpur	1,154	250,000	1,200	291,000
	Total ..	24,141	2,980,000	7,076	1,077,000		Jaisalmir ..	16,062	115,000	16,000	115,000
							Marwar	34,963	2,520,000	6,000	235,000
							Tonk	1,113	199,000	595	114,000
NERBUDDA	Hoshangabad ..	4,024	499,000	3,794	361,000		Total ..	77,516	4,586,000	44,070	1,782,000
	Narsingpur ..	1,916	367,000	1,916	367,000						
	Nimar	3,928	285,000	3,928	285,000	CENTRAL INDIA..	Gwalior	10,227	1,508,000	4,200	771,000
	Chindwara ..	4,630	407,000	2,549	164,000		Baghelkand ..	25,846	3,482,000	12,000	1,778,000
	Betul	3,824	323,000	2,868	149,000		Bundelkand ..	11,323	1,738,000	9,940	1,428,000
	Total ..	18,892	1,912,000	15,055	1,326,000		Total ..	47,396	6,728,000	26,140	3,977,000
CHHATTISGARH ..	Raipur	11,724	1,584,000	4,027	710,000	HYDERABAD ..	Gulburgah ..	4,064	649,000		
	Bilaspur	8,341	1,164,000	8,341	1,164,000		Raichur	3,661	512,000		
	Sambalpur ..	4,948	796,000	228	62,000		Birh	4,480	643,000	8,500	1,102,000
	Total ..	25,013	3,544,000	12,596	1,936,000		Naldrug	4,010	649,000		
	GRAND TOTAL..	87,086	10,811,000	50,409	6,168,000		Lingsagar ..	4,907	620,000		
							Total ..	21,102	3,073,000	8,500	1,102,000
UPPER BURMA ..	Meiktila	2,178	217,000	2,178	217,000		GRAND TOTAL, NATIVE STATES	146,014	14,387,000	78,710	6,361,000
	Yamethin ..	5,497	207,000	909	51,000						
	Myingyan ..	2,774	352,000	1,873	260,000		GRAND TOTAL, BRITISH INDIA AND NATIVE STATES.. ..	480,344	95,575,000	280,925	53,356,000
	Total ..	10,449	776,000	4,960	528,000						

(*a*) Distress was less general in this area than in the affected area in the Deccan.
(*b*) In August the affected area in the Madras Presidency was returned at 26,073 square miles with a population of 5,674,000, owing to spread of distress in the Circars.
(*c*) Of this area only 1,700 square miles with population of 250,000 were specially distressed. In the rest of Khandesh distress was slight and sporadic.
(*d*) Besides the area shown here as distressed in the North-Western Provinces and Oudh, 18 other districts were affected so as to require some relief measures.

N.B.—The figures in this table do not quite agree with the similar figures given on page 4 of the narrative. The reason is that this table shows the distressed areas and population as returned at one point of time (the 31st May 1897), whereas the figures on page 4 give what on the whole appears to be the fairest representation of the distressed areas and populations. The figures, it will be understood, varied from month to month.

No. II.—Statement of number of persons in receipt

Name of Province and District.	31st October 1896.	28TH NOVEMBER 1896.				2ND JANUARY 1897.				30TH JANUARY 1897.				27TH FEBRUARY 1897.				3RD APRIL		
		Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.
Madras.																				
Cuddapah ..	..	3,192	..	160	3,352	2,209	..	4,874	7,083	2,325	..	6,638	8,963	2,559	176	7,488	10,223	9,700	488	7,9[illegible]7
Kurnool ..	..	7,059	..	211	7,270	3,538	..	88	3,626	3,620	..	263	3,883	9,904	580	..	10,484	21,627	4,461	1,4[illegible]4
Bellary ..	..	15,249	..	1,451	16,700	13,462	..	1,799	15,261	22,860	..	2,853	25,713	31,515	2,272	751	37,538	46,540	2,639	9[illegible]9
Anantapur ..	..	1,008	..	80	1,088	334	..	26	360	3,306	..	373	3,679	4,294	411	..	4,705	7,334	412	2[illegible]8
Ganjam ..	..	..	..	..	..	..	..	..	..	..	..	125	125	1,494	..	1,391	2,885	185	..	720
Vizagapatam	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	3,868	..	428
Godavari ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Kistna ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
TOTAL ..	..	26,508	..	1,902	28,410	19,543	..	6,787	26,330	32,111	..	10,252	42,363	52,766	3,439	9,630	65,835	89,254	5,000	1[illegible]
Bombay.																				
Bijapur ..	..	..	..	..	..	44,542	14,099	2,274	60,915	58,282	18,225	4,932	81,439	55,673	19,907	8,162	83,742	51,652	16,079	[illegible]
Sholapur ..	..	..	..	..	..	40,257	19,133	1,721	61,111	55,865	27,617	3,729	87,211	70,141	34,906	6,385	111,432	86,630	40,049	
Ahmednagar	..	2,382	..	..	2,382	27,546	11,008	4	38,558	31,870	16,383	27	48,280	58,603	30,408	1,829	90,840	65,077	30,763	
Poona ..	..	..	..	..	..	13,064	6,865	2,811	22,740	17,074	7,958	2,273	27,305	15,514	5,084	3,644	24,242	14,225	2,749	
Nasik ..	..	5,177	..	..	5,177	14,553	7,318	2	21,873	19,290	11,808	57	31,155	22,861	11,686	115	34,662	23,809	11,031	
Satara ..	..	1,677	..	..	1,677	19,042	2,574	1	21,617	18,206	5,154	6	23,366	25,196	4,442	14	29,652	31,568	4,608	
Khandesh ..	..	..	..	..	..	6,827	2,933	..	9,760	16,417	6,047	..	22,464	23,130	10,125	..	33,255	31,465	10,473	
Belgaum ..	..	..	..	..	..	1,999	680	103	2,782	1,915	575	253	2,743	3,051	884	477	4,412	5,848	1,455	[illegible]
Dharwar ..	..	1,173	..	..	1,173	..	..	..	..	1,732	..	..	1,732	..	..	22	22	453	..	8[illegible]
Ratnagiri ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Kolaba ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
TOTAL ..	..	10,409	..	..	10,409	167,830	64,610	6,916	239,356	220,651	93,767	11,277	325,695	274,169	117,442	20,648	412,259	310,727	117,207	26,[illegible]
Bengal.																				
Champaran ..	..	1,937	..	..	1,937	48,684	..	2,424	51,108	97,149	..	5,808	102,957	130,804	..	39,447	170,251	89,360	6,612	5[illegible]
Shahabad ..	..	1,002	..	..	1,002	1,145	..	..	1,145	2,274	..	..	2,274	1,225	..	4,740	5,965	10,668	1,643	18,[illegible]
Nadia ..	..	445	..	..	445	2,385	..	..	2,385	6,060	..	770	6,830	10,578	..	..	10,578	13,220	3,376	11,419
Patna ..	..	..	..	..	..	311	..	..	311	587	..	36	623	..	..	61	61	..	..	86
Khulna ..	..	..	..	..	..	111	..	..	111	147	..	21	168	1,861	..	..	1,861	2,308	..	4,45[illegible]
Saran ..	..	..	..	..	..	3,655	..	1,770	5,425	13,811	..	12,070	25,881	14,792	..	17,304	32,096	14,202	..	29,944
Darbhanga ..	..	..	..	..	..	28,567	..	..	28,567	135,644	..	55,283	190,927	80,015	2,566	57,512	140,093	109,570	10,663	53,807
Muzaffarpur	..	..	..	..	..	2,358	..	..	2,358	6,911	..	1,703	8,614	16,656	120	11,099	27,875	34,445	2,029	26,279
Rajshahi ..	..	..	..	..	..	..	..	..	..	536	..	..	536	585	..	..	585	591	..	..
Bhagalpur ..	..	..	..	..	..	..	..	..	..	..	..	..	..	7,790	370	..	8,160	8,597	542	2,675
Palamau ..	..	..	..	..	..	..	..	..	..	..	..	..	..	3,949	..	253	4,202	4,020	..	1,705
Manbhum ..	..	..	..	..	..	..	..	..	..	..	..	..	..	3,492	..	4,000	7,492	3,901	..	5,[illegible]
Pubna ..	..	..	..	..	..	..	..	..	..	..	..	..	..	53	..	..	53	323	..	[illegible]
Murshidabad	..	..	..	..	..	..	..	..	..	..	..	..	..	730	..	..	730	3,983	..	
Hazaribagh ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2,062	..	1,1[illegible]
Puri	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	4,035	31	5[illegible]
Sontal Parganas.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	2,162	188	81
Bankura ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Singhbhum ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Lohardaga ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Jessore ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Dinajpur ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
TOTAL ..	..	3,384	..	..	3,384	87,216	..	4,194	91,410	263,119	..	75,691	338,810	272,530	3,056	134,416	410,002	303,447	25,084	206,8[illegible]

of relief at the end of each month.

1897.	1st May 1897.				29th May 1897.				3rd July 1897.				31st July 1897.				28th August 1897.			
Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.
17,095	32,138	1,211	9,856	43,205	47,371	1,575	16,152	65,098	82,070	2,597	25,628	110,295	99,336	2,993	22,385	124,714	44,730	1,971	26,696	73,397
24,572	56,967	2,838	3,765	63,570	87,525	4,568	11,190	103,283	120,430	4,523	40,190	165,143	152,566	5,360	61,099	219,025	126,543	5,498	49,658	181,699
50,098	66,622	4,653	3,886	75,161	94,348	4,811	10,731	109,890	114,571	6,259	20,766	141,596	155,270	6,403	27,308	188,981	140,741	6,580	28,966	185,287
7,989	18,278	893	988	20,159	42,417	1,823	7,577	51,817	56,512	2,883	9,808	69,208	63,375	3,703	10,822	77,900	61,500	3,589	10,986	76,075
905	5,637	..	10,625	16,262	17,523	..	31,253	48,776	36,062	67	54,867	90,996	47,059	224	96,533	143,816	9,305	65	32,744	42,114
4,296	11,767	671	855	13,293	14,754	970	1,325	17,049	23,351	1,885	17,626	42,862	19,416	1,211	31,031	51,658	12,362	543	14,892	27,797
..	..	..	..	..	500	..	..	500	..	..	..	..	155	..	728	883	150	..	6,001	6,151
																	640	..	..	640
			0,975	231,650	304,438	13,747	78,228	396,413	432,996	18,224	168,885	620,105	537,177	19,394	249,906	806,977	404,971	18,246	169,943	593,160
					6,975	10,974	63,815		57,753	9,644	13,787	81,184	92,136	12,323	13,397	117,856	118,806	18,428	15,564	152,798
					25,371	8,152	126,531		70,852	22,308	8,935	102,095	80,846	26,470	11,118	118,434	81,293	24,680	13,432	119,405
					757	6,194	62,330		39,444	12,673	9,417	61,534	59,809	16,524	15,017	91,350	49,421	15,243	20,349	85,013
					39	7,802	33,421		9,181	2,178	10,472	21,831	10,917	2,571	11,549	25,037	13,387	3,239	14,849	31,475
						629	26,117		10,498	4,727	1,635	16,860	6,836	2,780	1,588	11,204	3,661	1,425	1,409	6,495
						195	11,491		9,217	1,526	658	11,401	10,643	1,423	2,158	14,224	7,028	459	4,519	12,006
					..	..	23,177		8,216	2,614	..	10,830	8,984	2,734	..	11,718	2,012	897	525	3,434
						580	12,983		7,968	1,236	820	10,024	13,299	1,967	770	16,036	17,036	2,531	921	20,488
					997		1,609		365	..	1,119	1,484	2,115	..	1,006	3,121	3,441	..	1,066	4,507
..	115	..	..		..	..	262		..	..	..	..	..	..	..	..	155	..	..	155
..	..	..	..	..	..	..	293		..	..	..	..	..	..	..	..	..	..	..	..
454,443	293,725	79,477	30,616	403,818	251,619	64,892	35,523	352,034	213,494	56,906	46,343	317,243	285,585	66,792	56,603	408,980	296,240	66,902	72,634	435,776
147,495	72,027	6,041	61,011	139,079	104,727	8,433	79,815	192,975	52,708	3,642	85,321	141,671	14,808	961	53,519	69,288	12,489	133	28,340	40,962
30,623	7,563	1,358	21,937	30,858	9,322	2,252	21,914	33,488	1,797	361	19,161	21,319	..	..	23,861	23,861	..	..	17,518	17,518
28,015	19,661	9,385	20,085	49,131	20,471	10,696	60,160	91,327	24,502	..	68,426	92,928	14,337	..	50,362	64,699	331	..	7,339	7,670
86	..	..	121	121	..	..	..	..	..	..	188	188	..	..	237	237	..	..	1,578	1,578
6,758	3,764	..	5,360	9,124	4,809	..	6,379	11,188	1,018	..	10,434	11,452	285	..	7,365	7,650	..	..	6,086	6,086
44,146	24,674	102	48,873	73,649	24,177	1,890	57,026	83,093	13,252	1,293	47,705	62,250	18,152	1,618	57,963	77,733	11,178	284	40,349	51,811
174,040	131,363	9,302	66,597	207,262	147,423	9,714	78,662	35,799	107,720	7,336	96,759	211,815	57,529	3,966	95,895	157,381	14,206	321	76,797	91,324
62,753	54,245	4,566	55,141	113,952	58,841	3,748	59,201	121,790	37,135	1,275	71,974	110,384	36,472	412	64,802	101,486	19,775	651	47,094	67,520
591	781	..	..	781	360	..	..	360	405	..	..	405	571	..	..	571	..	..	..	..
11,814	20,959	1,087	2,815	24,861	7,287	..	2,750	10,037	718	..	9,098	9,816	..	..	6,216	6,216	..	..	..	..
	2,839	..	1,989	4,828	3,023	..	2,145	5,168	1,726	..	2,002	3,728	1,586	..	2,399	3,985	1,064	..	2,389	3,453
	3,899	..	5,932	9,831	3,977	..	11,987	15,964	7,524	..	6,781	14,305	9,123	..	7,436	16,559	15,501	..	8,904	24,405
	492	..	..	492	679	..	15	694	1,522	..	1,883	3,405	447	..	52	499	37	..	16	53
	3,517	..	..	3,517	3,808	..	4,732	8,540	2,281	..	4,604	6,885	5,013	..	..	5,013	406	..	..	406
	3,408	..	2,160	5,568	2,797	..	4,547	7,344	2,586	..	3,945	6,531	951	454	3,220	4,625	514	..	1,401	1,915
	3,178	47	182	3,407	3,618	194	224	4,036	3,727	..	1,482	5,209	2,974	..	1,265	4,239	2,052	..	1,197	3,249
	2,180	110	221	2,511	1,680	49	902	2,631	2,413	..	3,980	6,402	1,305	17	4,350	5,672	..	..	..	..
	..	..	..	..	5,347	..	3,521	8,868	1,355	..	8,986	10,341	1,167	253	8,489	9,909	3,534	..	10,195	13,729
	..	..	..	..	..	..	..	..	82	..	..	82	..	..	..	..	..	..	..	..
	..	..	..	..	..	..	..	..	..	..	..	..	585	..	1,255	1,840	1,008	..	3,207	4,215
..	..	..	..	..	..	..	..	..	..	..	..	..	309	..	..	309	38	..	..	38
..	..	..	..	..	..	..	..	..	..	..	..	..	117	..	..	117	54	..	..	54
335,333	354,550	31,998	282,424	678,972	402,346	36,976	394,125	833,447	262,471	13,916	442,729	719,116	166,429	6,974	388,486	561,889	81,937	1,389	252,400	335,776

No. II.—Statement of number of persons in receipt

Name of Province and District.	1st October 1896.	28TH NOVEMBER 1896.				2ND JANUARY 1897.				30TH JANUARY 1897.				27TH FEBRUARY 1897.				3RD APRIL.		
		Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.
North-Western Provinces and Oudh.																				
Agra ..	..	2,163	..	91	2,254	4,897	..	247	5,144	17,525	3,956	823	22,304	18,541	7,030	6,783	32,354	7,789	..	9,328
Etawah ..	..	..	..	..	..	4,846	..	779	5,625	10,114	2,493	2,394	15,001	13,701	3,678	2,960	20,339	750	..	2,489
Banda ..	4,586	31,166	9,773	7,365	48,304	67,140	18,192	12,780	98,112	109,775	25,707	17,381	152,863	142,296	29,303	28,439	201,038	131,816	23,722	30,589
Cawnpore ..	..	..	..	1,063	1,063	11,945	2,910	3,607	18,462	40,712	9,206	18,949	68,867	81,739	17,739	19,847	119,325	4,757	1,114	10,275
Hamirpur ..	8,593	3,565	1,890	4,716	10,171	15,056	3,592	6,240	24,888	38,400	11,219	10,382	60,001	36,532	8,323	15,627	60,482	62,401	13,037	18,817
Allahabad ..	..	10,095	455	3,728	14,278	59,184	23,601	12,129	94,914	136,040	26,888	20,423	183,351	119,729	32,031	29,034	180,794	[illegible]		
Jhansi ..	1,735	7,064	1,624	1,217	9,905	11,329	2,075	3,116	16,520	34,486	6,551	6,019	47,006	47,484	10,455	9,447	[illegible]			
Jalaun ..	7,713	10,281	983	2,497	13,761	17,704	4,663	4,364	26,731	43,555	10,623	21,516	80,694	72,180	19,682	[illegible]				
Jaunpur ..	5,185	6,923	2,068	149	9,140	14,825	3,919	589	19,333	31,158	10,011	1,882	43,051	44,745	[illegible]					
Gorakhpur ..	..	..	..	714	714	2,024	..	3,117	5,141	13,181	1,764	7,193	22,138	32,87[illegible]						
Lucknow ..	460	372	..	1,116	1,488	14,251	1,658	10,521	26,430	34,215	7,298	14,795	56,308	6[illegible]						
Unao ..	..	..	..	..	..	8,028	961	1,378	10,367	28,804	8,169	5,667	42,440	[illegible]						
Rae Bareli ..	7,012	11,661	2,303	1,388	15,352	21,351	6,930	1,568	29,849	55,935	14,587	8,622	79,144	[illegible]						
Sitapur ..	..	4,086	121	250	4,457	18,190	2,617	507	21,314	31,883	5,503	6,717	44,[illegible]							
Hardoi ..	5,591	7,460	1,781	1,938	11,179	20,425	6,527	11,972	38,924	65,483	17,618	93,474	17[illegible]						10,675	[illegible]
Bara Banki ..	..	2,657	..	119	2,776	10,763	..	811	11,574	21,081	2,928	3,069	27,078	14,[illegible]	[illegible]	4,463	21,599	505	..	1,03[illegible]
Mirzapur ..	..	..	..	..	..	1,400	..	795	2,195	12,201	3,090	2,781	18,072	44,627	11,542	9,441	65,610	30,161	8,774	16,322
Azamgarh ..	..	369	..	..	369	9,627	..	1,083	10,710	3,906	..	5,241	9,147	7,291	1,268	7,795	16,354	2,688	..	3,223
Fatehpur ..	..	..	..	..	..	199	..	938	1,137	3,853	..	7,000	10,853	18,718	5,044	10,006	33,768	4,994	611	8,572
Dehra Dun ..	..	..	..	..	..	..	..	..	..	350	..	..	350	360	..	..	360	475	..	..
Bijnor ..	..	..	..	..	..	251	..	453	704	2,419	..	768	3,187	2,728	..	1,423	4,151	..	..	4,266
Moradabad ..	..	..	..	..	..	107	..	134	241	2,426	..	410	2,836	5,481	..	1,557	7,038	62	..	2,705
Bareilly ..	..	..	..	..	..	518	..	106	624	5,238	..	230	5,468	3,565	..	2,115	5,680	..	..	2,206
Mattra ..	..	..	..	..	..	3,399	..	156	3,555	8,429	..	1,032	9,461	22,451	..	4,562	27,013	240	..	7,406
Etah	..	..	..	..	..	1,000	..	596	1,596	707	..	1,783	2,490	960	..	1,834	2,794	..	..	2,280
Mainpuri ..	..	..	..	..	..	77	..	167	244	37	..	700	737	132	..	585	717	..	..	36
Farukhabad ..	..	..	..	..	..	1,174	..	807	1,981	1,867	..	2,242	4,109	546	..	10,904	11,450	..	..	[illegible]
Budaun ..	..	..	..	..	..	668	..	106	774	2,071	..	142	2,213	960	..	294	1,254	..	..	[illegible]
Shahjahanpur ..	..	..	..	..	..	753	..	1,556	2,309	2,436	..	1,885	4,321	3,317	..	2,694	6,011	62	..	[illegible]
Pilibhit ..	..	..	..	..	..	..	..	396	396	8,481	..	418	8,899	6,563	..	1,220	7,783	296	..	[illegible]
Kheri ..	..	..	..	..	..	230	..	19	249	2,614	..	190	2,804	330	..	473	1,303	120	..	[illegible]
Sultanpur ..	..	..	..	..	..	2,661	..	1,238	3,899	9,774	..	2,294	12,068	12,748	..	3,200	15,948	342	..	[illegible]
Partabgarh ..	..	..	..	..	..	3,632	..	428	4,060	2,233	..	6,360	8,593	15,253	..	5,657	20,910	177	..	[illegible]
Fyzabad ..	..	..	..	..	..	1,943	..	1,180	3,123	8,942	..	4,284	13,226	7,274	..	4,521	11,795	280	..	[illegible]
Benares ..	..	..	..	..	..	318	..	604	922	666	..	950	1,616	243	..	561	804	..	..	[illegible]
Gonda ..	..	..	..	..	..	2,163	..	1,480	3,643	7,289	..	2,272	9,561	4,801	..	3,203	8,004	389	..	1,0[illegible]
Basti	..	155	..	331	486	515	..	670	1,185	2,657	..	2,522	5,179	4,708	..	1,770	6,478	1,487	..	1,555
Total ..	40,880	98,017	20,998	26,682	145,697	332,593	77,945	86,637	496,875	805,695	165,611	282,802	1,254,108	1,089,856	248,022	309,651	1,647,529	587,312	111,676	311,628

of relief at the end of each month—continued.

1897.	1st May 1897.				29th May 1897.				3rd July 1897.				31st July 1897.				28th August 1897.			
Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.
17,117	15,990	47	7,492	23,529	20,114	135	6,348	26,597	25,913	..	8,110	32,023	7,983	..	7,208	15,191	3,386	..	6,916	10,302
3,239	1,776	..	2,893	4,669	1,698	..	3,536	5,234	972	..	3,511	4,483	30	..	3,100	3,130	..	..	878	878
186,127	159,789	25,835	35,129	220,753	226,516	30,796	40,164	297,476	130,056	22,091	54,251	215,398	29,190	5,408	75,930	110,528	6,046	1,520	73,226	80,792
16,146	1,370	15	8,696	10,081	2,251	418	9,659	12,323	503	..	8,947	9,450	..	..	10,456	10,456	..	..	4,073	4,073
94,255	76,853	14,925	22,235	114,013	89,857	15,338	22,362	127,557	6,088	1,849	21,636	29,573	762	224	21,110	22,096	..	..	14,500	14,500
175,587	189,462	39,371	45,884	274,717	227,865	51,050	50,809	329,724	29,942	8,217	60,436	98,495	13,755	4,372	59,764	77,891	5,614	1,728	37,133	44,475
73,360	45,142	9,381	17,980	72,503	65,158	12,913	19,350	97,421	6,367	877	22,140	29,384	1,272	366	22,541	24,179	596	166	19,716	20,478
76,568	84,925	25,048	28,121	138,094	83,847	21,595	18,246	123,688	6,720	2,013	21,150	29,883	2,881	905	31,027	34,813	..	..	19,808	19,808
21,979	13,899	..	16,169	30,068	20,432	2,534	20,296	43,262	2,649	..	16,769	19,418	..	..	22,216	22,216	..	..	23,392	23,392
48,072	16,491	..	11,514	28,005	15,055	..	12,408	27,463	11,597	..	17,462	29,059	3,943	..	12,436	16,379	..	..	9,545	9,545
54,293	24,215	1,012	24 215	49,442	27,135	5,499	23,876	56,510	27,210	5,265	25,280	57,755	16,075	3,926	25,193	45,194	907	215	15,158	16,280
15,752	8,844	554	15,545	24,943	19,016	4,208	16,065	39,289	9,342	3,033	16,556	28,931	303	124	19,559	19,986	..	..	17,812	17,812
27,545	15,317	726	12.230	28,273	17,959	3,829	13,419	35,307	9,837	2,674	15,806	28,317	1,375	488	16,662	18,525	637	367	13,303	14,307
4,367	366	..	3,995	4,361	572	129	3,627	4,328	242	..	5,502	5,744	..	..	4,425	4,425	..	..	3,374	3,374
31,548	33,423	21,241	32,423	137,086	88,178	22,074	40,598	150,850	53,460	13,960	46,072	113,492	2,768	802	48,133	51,703	1,772	493	43,357	45,622
1,537	868	..	726	1,594	1,022	..	1,033	2,055	..	..	1,299	1,299	..	..	1,441	1,441	..	..	1,459	1,459
55,257	31,844	6,047	17,580	55,471	29,675	8,240	20,157	58,072	5,700	1,697	20,626	28,023	1,991	615	12,616	15,222	674	119	11,327	12,120
5,911	7,002	..	3,387	10,389	12,320	186	5,569	18,075	3,114	..	17,257	20,371	553	..	15,033	15,586	..	..	10,409	10,409
14,177	5,135	1,386	7,928	14,449	6,531	1,545	8,710	16,786	2,127	660	8,690	11,477	382	176	9,280	9,838	..	..	8,190	8,190
475	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
4,266	..	..	718	718	108	..	862	970	346	..	1,282	2,128	..	..	1,608	1,608	..	..	1,391	1,391
2,767	..	..	2,657	2,657	664	..	2,574	3,238	2,362	..	2,894	5,256	..	..	3,597	3,597	..	..	1,221	1,221
2,206	..	..	2,008	2,008	1,211	..	1,913	3,124	1,713	..	1,593	3,306	938	..	1,899	2,837	..	..	851	851
7,646	1,441	..	3,569	5,010	3,333	..	3,190	6,523	3,119	..	4,651	7,770	..	..	3,972	3,972	..	..	1,689	1,689
2,280	..	..	596	596	5	..	1,464	1,469	..	..	2,183	2,183	..	..	2,052	2,052	..	..	775	775
36	..	..	33	33	..	..	597	597	..	..	470	470	..	..	686	686	..	..	2,414	2,414
1,570	54	..	2,829	2,883	85	..	2,465	2,550	38	..	3,608	3,646	..	..	2,891	2,891	..	..	1,366	1,366
1,029	..	..	1,425	1,425	283	..	1,135	1,418	..	..	175	175	..	..	397	397	..	..	284	284
3,106	303	..	3,828	4,131	533	..	3,158	3,691	231	..	4,291	4,522	..	..	5,604	5,604	..	..	2,749	2,749
2,598	375	..	2,665	3,040	1,047	..	1,514	2,561	1,605	..	3,534	3,139	261	..	3,205	3,466	..	..	2,072	2,072
180	..	..	..	..	706	..	123	829	1,253	..	281	1,534	..	..	945	945	..	..	385	385
872	1,273	..	1,158	2,431	3,018	..	1,448	4,466	269	..	2,394	2,663	..	..	2,363	2,363	..	..	1,488	1,488
2,074	397	..	2,089	2,486	3,069	..	3,363	6,432	318	..	3,772	4,090	..	..	4,082	4,082	..	..	2,468	2,468
2,564	30	..	2,802	2,832	..	..	2,289	2,289	..	..	4,700	4,700	..	..	3,375	3,375	..	..	501	501
8,352	..	..	10,498	10,498	1,479	..	12,268	13,747	..	..	12,033	12,033	..	..	11,123	11,123	..	..	17,163	17,163
1,416	435	..	266	701	1,614	..	304	1,918	..	..	568	568	..	..	2,578	2,578	..	..	2,456	2,456
3,042	2,279	..	1,027	3,306	1,586	..	1,661	3,247	170	..	2,110	2,280	..	..	1,827	1,827	..	..	568	568
1,010,616	789,293	145,588	352,309	1,287,195	973,942	180,484	376,560	1,530,986	350,663	62,336	442,039	855,038	84,462	17,406	470,334	572,202	19,682	4,608	373,417	397,707
Deduct Indian Charitable Relief Fund.			38,699	38,699	Deduct Relief Fund.		59,863	59,863	Deduct Charitable Relief Fund.		56,426	56,486	Deduct Relief Fund.		66,726	66,726				
Balance			313,610	1,248,496	Balance		316.697	1,471,123	Balance		385,553	798,552	Balance		403,608	505,476				

No. II.—Statement of number of persons in receipt

Number.	Name of Province and District.	31st October 1896.	28TH NOVEMBER 1896.				2ND JANUARY 1897.				30TH JANUARY 1897.				27TH FEBRUARY 1897.				3RD APRIL		
			Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.
	Punjab.																				
1	Hissar ..	..	..	..	..	..	13,004	..	..	13,004	23,494	..	5,715	29,209	37,258	9,842	2,928	50,028	39,251	12,044	6,526
2	Rohtak ..	..	..	..	..	..	819	..	..	819	3,614	..	2,185	5,799	2,714	709	2,992	6,415	4,349	1,490	2,508
3	Gurgaon ..	..	..	..	..	..	..	..	..	..	1,552	..	37	1,589	2,402	..	81	2,483	1,070	33	541
4	Delhi ..	..	..	..	..	..	152	..	..	152	3,044	..	696	3,740	2,603	..	959	3,562	1,024	116	724
5	Karnal ..	570	..	..	..	..	2,950	..	..	2,950	2,351	..	114	2,465	1,991	161	4	2,156	5,840	3,321	1,613
6	Umballa ..	..	69	..	..	69	1,167	..	..	1,167	1,003	..	..	1,003	3,726	304	618	4,648	1,847	184	166
7	Ferozepur ..	..	..	..	..	..	2,833	..	..	2,833	2,080	..	228	2,308	2,005	240	..	2,245	1,496	..	..
8	Multan ..	..	..	..	..	..	107	..	..	107	302	..	..	302	126	9	..	135	102	..	..
9	Lahore ..	..	..	..	..	..	600	..	..	600	2,163	..	..	2,163	2,173	..	..	2,173	2,001	..	..
10	Sialkot ..	..	..	..	..	..	284	..	..	284	270	..	..	270	..	..	..	..	..	..	..
11	Gujrat ..	5,332	10,850	..	..	10,850	22,491	8,027	..	30,518	32,780	..	15,177	47,957	28,136	3,500	18,000	49,636	12,168	725	3,236
12	Gujranwala ..	..	..	..	..	..	297	..	..	297	217	..	..	217	..	..	..	..	..	..	..
13	Rawalpindi ..	..	..	..	..	..	226	..	..	226	112	..	..	112	43	..	..	43	..	..	..
14	Ludhiana ..	..	..	..	..	..	116	..	..	116	125	..	..	125	137	..	77	214	79	..	20
	TOTAL ..	5,902	10,919	..	..	10,919	45,046	8,027	..	53,073	73,107	..	24,152	97,259	83,314	14,765	25,659	123,738	69,227	17,913	15,334
	Central Provinces.																				
1	Saugor ..	..	..	..	..	..	..	..	..	27,619	26,969	..	9,616	36,585	23,904	3,672	9,754	37,330	32,715	3,014	12,227
2	Damoh ..	..	..	..	..	..	..	..	..	12,372	18,923	..	1,905	20,828	14,571	2,022	1,447	18,040	21,248	3,114	7,264
3	Jubbulpore ..	..	..	..	..	..	..	..	..	36,077	70,178	..	13,727	83,905	70,103	6,262	10,020	86,385	65,142	9,130	22,480
4	Mandla ..	..	..	..	..	..	..	..	..	12,733	14,260	..	882	15,142	20,639	..	4,788	25,427	18,769	3,993	1,614
5	Seoni	..	..	..	..	..	..	..	..	6,587	4,142	..	3,401	7,543	5,454	1,059	2,003	8,516	8,419	1,433	661
6	Narsinghpur ..	..	..	..	..	..	..	..	..	8,730	18,043	2,179	4,056	24,278	13,981	3,444	3,013	20,438	35,001	7,882	2,467
7	Hoshangabad ..	..	..	..	..	..	..	..	..	23,814	30,907	..	6,033	36,940	20,209	..	6,926	27,135	38,100	7,985	861
8	Nimar ..	..	..	..	..	..	..	..	..	853	558	125	67	750	192	79	114	385	229	20	231
9	Betul ..	..	..	..	..	..	..	..	..	2,935	10,747	872	688	12,307	14,100	1,636	864	16,600	7,398	642	820
10	Chindwara ..	..	..	..	..	..	..	..	..	3,388	4,950	..	1,843	6,793	5,989	1,419	1,393	8,801	7,159	1,466	1,927
11	Nagpur ..	..	..	..	..	..	..	..	..	4,208	1,312	..	830	2,142	1,278	270	958	2,506	5,082	1,012	1,019
12	Chanda ..	..	..	..	..	..	..	..	..	640	2,643	250	12	2,905	2,690	392	..	3,082	..	..	..
13	Bhandara ..	..	..	..	..	..	..	..	..	7,633	9,118	936	512	10,566	15,094	3,420	1,326	19,840	10,371	2,535	1,858
14	Balaghat ..	..	..	..	..	..	..	..	..	8,050	5,219	..	1,662	6,881	10,348	3,000	1,466	14,814	25,244	6,222	3,976
15	Raipur ..	..	..	..	..	..	..	..	..	10,650	7,658	..	1,377	9,035	37,757	..	6,173	43,930	49,853	11,044	2,979
16	Bilaspur ..	..	..	..	..	..	..	..	..	700	6,244	103	1,340	7,687	12,012	1,765	4,257	18,034	20,955	1,507	8,568
17	Sambalpur ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
18	Wardha ..	..	..	..	..	..	..	..	..	25	..	..	..	..	..	..	..	..	..	..	..
	TOTAL ..	..	..	..	..	..	..	..	..	167,189	231,871	4,465	47,951	284,287	268,321	28,440	54,502	351,263	345,685	60,999	68,960
	Burma.																				
1	Meiktila						14,691	..	2,447	17,138	17,277	..	3,135	20,412	13,642	..	2,290	15,932	6,830	..	
2	Myingyan	2,998	20,337	..	..	20,337	10,036	..	2,643	12,679	9,689	..	2,806	12,495	8,075	..	1,785	9,860	12,824	..	
3	Yamethin						..	..	317	317	..	..	323	323	..	..	336	336	..	..	358
	TOTAL ..	2,998	20,337	..	..	20,337	24,727	..	5,407	30,134	26,966	..	6,264	33,230	21,717	..	4,411	26,128	19,659	..	3,946
	Berar.																				
1	Akola ..	..	..	..	..	..	..	..	..	..	..	..	..	..					9,313	..	..
2	Basim ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	11,111	2,105	..	..
3	Ellichpur ..	..	..	..	..	..	..	..	..	..	..	..	..	..					2,507	..	..
4	Amraoti ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
5	Buldana ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1,702	..	..
6	Wun	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	TOTAL ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	11,111	15,627	..	..

of relief at the end of each month—concluded.

1897.	1st May 1897.				29th May 1897.				3rd July 1897.				31st July 1897.				28th August 1897.			
Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.	Relief workers.	Dependants.	Gratuitous relief.	Total.
57,821	45,548	10,792	7,892	64,232	47,448	10,457	9,342	67,247	63,447	5,611	7,783	76,841	19,266	2,792	7,757	29,815	6,838	1,515	7,010	15,3
8,347	5,054	1,343	2,141	8,538	6,678	1,540	2,193	10,411	6,730	1,493	2,135	10,358	45	..	2,118	2,163	..	..	61	6
1,644	443	18	56	517	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
1,864	958	87	536	1,581	767	206	339	1,812	1,070	458	945	2,473	..	..	691	691	..	..	651	6
10,774	3,039	1,235	1,548	5,872	3,886	2,273	1,358	7,517	3,676	1,150	1,370	6,196	1,300	..	882	2,182	1,116	..	209	1,3
2,197	464	722	203	1,389	2,131	..	1,780	3,911	460	..	634	1,094	..	..	550	550	..	..	147	1
1,496	73	..	..	73	360	..	..	360	535	..	..	535	509	..	..	509	..	..	..	..
102	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2,001	91	..	..	91	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
16,129	5,041	..	539	5,580	3,807	789	469	5,065	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	66	..	..	66	45	..	..	45	143	..	..	143	..	..	..	..	..	..	..	..
99	23	..	9	32	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
102,474	60,800	14,247	12,924	87,971	65,122	15,265	15,981	96,368	76,061	8,712	12,867	97,640	21,120	2,792	11,998	35,910	7,954	1,515	8,078	17,54
47,956	31,456	3,361	13,534	48,351	38,162	4,379	15,772	58,313	18,776	1,886	14,882	35,544	23,251	2,485	12,057	37,793	11,584	257	16,308	28,1
31,626	30,432	4,652	8,658	43,742	36,060	5,864	12,099	54,023	32,651	5,348	13,108	51,107	32,660	5,809	13,939	52,408	10,756	2,027	15,562	28,3
96,752	64,362	8,772	39,042	112,176	53,152	8,341	22,167	83,660	24,667	2,770	22,494	49,931	34,004	4,065	38,934	77,003	19,407	3,712	45,070	68,1
24,376	23,021	5,234	2,388	30,643	24,243	5,607	3,119	32,969	11,838	1,810	3,746	17,394	11,107	2,251	4,453	17,811	12,388	3,107	16,527	32,0
10,521	11,717	2,428	884	15,029	12,372	1,768	2,601	16,741	6,597	793	3,168	10,558	4,974	1,047	5,270	11,291	2,986	1,212	12,999	17,1
45,350	18,847	2,768	2,534	24,149	42,154	6,643	3,355	52,152	14,390	2,131	5,835	22,356	19,720	3,108	9,349	32,177	19,790	2,725	14,400	36,9
46,946	44,079	8,349	868	53,296	55,988	9,304	856	66,148	23,273	4,788	3,909	31,970	34,521	6,602	5,600	46,783	29,563	5,490	7,787	42,8
480	133	37	309	479	342	32	512	886	64	11	838	913	688	105	1,040	1,833	841	228	1,401	2,4
8,860	8,937	1,685	1,530	12,152	15,341	2,920	1,880	20,141	7,299	509	2,258	10,066	9,290	671	3,149	13,110	8,499	..	4,983	13,4
10,552	10,807	1,603	1,910	14,320	12,866	1,961	2,054	16,881	12,040	1,541	2,425	16,006	14,644	1,405	2,982	19,031	13,106	1,507	4,109	18,7
7,113	8,874	2,401	945	12,220	14,052	3,244	749	18,045	12,640	2,822	2,527	17,989	13,197	2,998	4,558	20,753	6,951	805	8,522	16,2
..	482	..	..	482	128	..	..	128	..	..	..	..	95	..	1,176	1,271	..	..	1,530	1,5
14,764	13,568	2,286	2,302	18,156	25,172	4,710	1,844	31,726	16,326	2,523	6,245	25,094	19,698	3,160	8,668	31,526	13,288	2,609	8,837	24,7
35,442	36,601	10,135	6,344	53,080	41,310	10,873	8,677	60,860	28,384	6,022	10,061	44,467	36,690	6,256	11,1	54,056	25,635	3,109	12,362	41,1
63,876	65,533	17,180	5,415	88,128	81,266	18,102	12,472	111,840	39,508	6,722	15,179	61,409	40,610	7,999	14,20	62,815	34,220	6,689	22,955	63,8
31,030	31,249	5,015	13,679	49,943	34,607	5,818	24,115	64,540	33,956	3,994	44,021	81,971	49,560	4,935	63,77	118,269	40,808	4,149	80,856	125,8
..	1,683	..	379	2,062	1,009	..	343	1,352	107	36	..	143	2,218	194	..	2,412	800	..	71	8
..	3,509	46	..	3,555	7,076	39	..	7,115	3,017	37	..	3,054	2,017	..		2,521	597	254	505	1,3
475,644	405,290	75,952	100,721	581,963	495,300	89,605	112,615	697,520	285,533	43,743	150,696	479,972	348,944	53,150	200,769	602,863	251,219	37,880	274,784	563,8
7,761	3,516	..	549	4,065	4,322	..	760	5,082	7,604	..	1,551	9,155	7,712	..	2,420	10,132	792	..	122	9
15,486	9,804	..	2,483	12,287	10,290	..	2,542	12,832	10,744	..	2,756	13,500	18,874	..	4,462	23,336	15,998	..	4,004	20,0
358	..	..	376	376	..	..	363	363	..	..	304	304	..	..	329	329	..	..	259	2
23,605	13,320	..	3,408	16,728	14,612	..	3,665	18,277	18,348	..	4,611	22,959	26,586	..	7,211	33,797	16,790	..	4,385	21,1
9,313	9,118	..	1,073	10,191	8,520	..	1,805	10,325	9,874	..	3,383	13,257	5,602	..	4,507	10,109	345	..	4,323	4,6
2,105	4,252	..	1,142	5,394	7,745	..	2,960	10,705	955	..	489	1,444	714	..	235	949	..	..	372	3
2,507	1,826	..	680	2,506	1,955	..	..	1,955	1,592	..	3,966	5,558	1,813	..	2,829	4,642	2,384	..	2,894	5,2
..	2,571	..	..	2,571	2,069	..	1,052	3,121	2,892	..	1,654	4,546	3,421		1,133	4,554	8	..	347	3
1,702	2,028	..	..	2,028	3,522	..	..	3,522	3,355	..	1,946	5,301	1,013		2,161	3,174	..	..	179	1
..	470	..	..	470	844	..	..	844	2,314	..	..	2,314	4,449	..	1,052	5,501	103	..	..	1
15,627	20,265	..	2,895	23,160	24,655	..	5,817	30,472	20,982	..	11,438	32,420	17,012	..	11,917	28,929	2,840	..	8,115	10,9

No. III.—Statement showing the death-rate in districts affected by famine in 1896–97.

Province.	Average annual death-rate.	1896.			1897.							
		October.	November.	December.	January.	February.	March.	April.	May.	June.	July.	August.
Madras.												
Kurnool	26·5	1·60	1·22	1·31	1·23	1·00	1·14	1·21	1·68	1·63	2·56	3·73
Cuddapah	22·6	1·41	1·34	1·78	1·75	1·29	1·23	1·28	1·74	1·44	1·59	1·88
Bellary	23·2	1·51	1·31	1·43	1·39	1·16	1·35	1·55	1·79	1·94	2·96	3·87
Anantapur	18·9	1·74	1·42	1·32	1·53	1·19	1·14	1·23	1·52	1·54	1·91	1·90
Ganjam	12·5	—	—	—	2·34	2·40	2·98	3·42	4·73	8·13	6·88	4·63
Vizagapatam	17·0	—	—	—	1·51	1·40	1·72	1·64	1·26	2·80	4·00	3·40
Bhadrachalam (Godavari District).	14·8	—	—	—	1·95	1·09	1·68	2·75	4·51	5·09	3·02	2·66
Bombay.												
Ahmednagar	36·28	2·20	2·13	2·12	1·92	1·77	2·07	2·63	3·32	3·50	6·86	7·18
Khandesh	33·79	2·64	2·34	2·36	2·26	1·99	2·52	3·00	2·95	3·17	3·62	7·32
Nasik	35·69	2·86	3·29	3·28	3·26	2·54	2·9	3·19	3·23	5·25	6·54	8·06
Poona	31·16	2·08	1·97	2·20	2·39	2·85	3·89	2·91	2·59	5·72	10·10	7·18
Satara	31·39	2·69	2·18	2·27	1·93	1·70	2·38	3·72	7·12	5·81	5·82	5·52
Sholapur	32·92	2·25	1·80	1·81	1·82	1·82	2·59	3·75	4·12	3·96	7·72	5·78
Belgaum	28·15	2·14	2·02	2·42	—	2·63	3·41	4·32	5·23	5·0	3·73	3·46
Bijapur	27·30	1·89	1·80	1·96	—	1·94	2·57	3·22	6·87	4·56	5·25	5·13
Dharwar	30·39	—	—	—	—	—	—	—	—	—	—	3·31
Bengal.												
Patna	32·12	2·41	2·11	1·93	1·50	1·36	(not reported.)	—	—	—	—	—
Shahabad	34·38	1·78	1·89	1·97	1·96	1·88	2·70	2·37	2·54	2·75	2·85	3·44
Saran	29·51	2·42	2·65	2·41	1·92	1·86	2·48	1·96	2·15	2·45	2·59	3·89
Champaran	32·64	2·91	3·22	2·84	2·20	2·36	3·03	2·15	2·40	2·44	2·49	4·50
Muzufferpore	33·40	2·68	2·59	2·37	1·83	1·90	2·61	1·99	2·20	2·26	2·62	4·07
Darbhanga	29·07	2·4	2·3	3·1	1·6	1·4	2·2	1·8	2·06	2·1	2·0	2·9
Palamau	33·50	2·49	2·44	2·19	1·75	1·73	2·14	1·73	2·43	3·83	4·62	6·43
Manbhum	24·09	1·19	1·51	1·95	1·41	1·4	2·46	2·09	3·27	3·96	4·08	4·49
Hazaribagh	31·19	2·31	2·49	2·54	1·77	1·72	2·44	2·18	2·86	3·03	5·34	10·51
Lohardaga	27·65	2·36	2·04	2·26	1·84	1·69	2·19	1·61	1·9	1·97	3·42	12·07
Nadia	38·93	1·99	2·34	2·46	1·87	1·91	3·15	3·37	2·44	1·70	1·64	1·83
Khulna	29·05	2·78	3·79	3·69	3·12	2·30	3·41	2·74	2·01	1·59	1·86	2·38
Puri	29·82	1·39	1·53	2·23	2·49	2·07	2·68	2·36	2·98	5·58	4·87	4·66
Bhagalpur	32·80	2·1	2·1	2·07	1·7	1·6	2·2	—	2·1	2·1	2·29	3·5
Sonthal Parganas	20·92	1·45	1·40	1·44	1·13	1·02	1·67	1·71	1·86	2·43	2·85	4·13
Murshidabad	33·91	—	—	—	1·85	1·82	2·75	2·55	2·71	2·12	2·61	2·74
Bankura	24·15	—	—	—	—	—	—	—	2·87	2·47	2·44	1·92
North-Western Provinces and Oudh (distressed districts).												
Agra	28·90	2·34	2·23	2·31	2·11	1·72	1·95	2·05	2·61	2·94	2·63	4·17
Etawah	26·58	2·43	2·14	2·38	2·71	2·01	2·22	2·65	2·80	2·61	2·20	3·08
Cawnpore	33·73	2·59	2·37	2·82	2·86	2·47	2·77	2·90	2·83	2·62	2·70	2·81
Lalitpur	34·37* / 34·44	—	—	—	—	4·84	—	—	—	—	—	—
Fatehpur	34·55	2·26	2·80	4·66	6·36	—	6·83	4·55	4·93	3·61	2·68	2·93
Banda	30·02	4·20	4·39	4·71	5·10	4·81	5·00	5·23	4·73	3·60	2·62	2·61
Hamirpur	37·35	8·06	6·13	5·35	5·03	3·64	3·41	2·15	2·97	4·97	3·80	6·62
Allahabad	30·75	2·37	2·08	3·34	3·55	3·48	5·40	4·41	2·98	3·09	2·45	2·70
Jhansi	31·43	7·37	5·86	5·29	4·92	4·16	3·73	2·59	2·73	3·25	3·18	4·40
Jalaun	35·25	3·24	3·01	3·29	3·29	2·75	3·09	2·62	2·59	3·67	4·39	6·19
Mirzapur	33·06	2·54	2·23	2·95	4·04	3·80	4·86	4·82	3·97	3·45	3·83	4·57
Jaunpur	30·12	1·65	1·84	2·22	2·30	2·25	3·23	3·86	3·15	2·48	2·83	3·18
Gorakhpur	30·08	2·52	2·38	2·82	3·26	2·84	2·69	2·57	2·11	2·10	3·20	4·09
Azamgarh	31·43	1·60	1·84	2·32	2·97	2·75	2·71	2·62	2·26	2·34	3·89	5·02
Lucknow	36·18	2·01	2·25	3·20	3·87	3·33	3·80	3·91	3·42	3·06	4·89	6·00
Unao	30·74	1·96	1·73	2·59	3·63	3·31	3·86	3·52	3·08	2·34	2·81	3·26
Rai Bareli	33·93	2·01	2·37	3·71	4·81	4·38	5·42	5·21	4·01	2·95	2·94	3·64
Sitapur	31·94	2·90	2·63	2·61	2·52	2·30	2·49	3·68	3·39	2·96	2·70	3·11
Hardoi	31·77	4·43	2·76	3·49	4·39	4·0	4·71	5·27	3·51	2·95	4·37	5·72
Bara Banki	35·88	1·74	1·66	2·13	2·15	1·95	2·54	3·11	3·36	2·87	3·22	3·34

* Town Circle 34·37 / Rural „ 34·44 } Lalitpur is included in the figures given for Jhansi.

No. III.—Statement showing the death-rate in districts affected by famine in 1896–97—cont.

Province.	Average annual death-rate.	1896.			1897.							
		October.	November.	December.	January.	February.	March.	April.	May.	June.	July.	August.
Districts slightly distressed.												
Dehra Dun	27·16	2·85	2·40	2·09	2·29	1·85	1·69	2·04	2·40	1·77	—	—
Muttra	26·89	2·27	2·29	2·17	1·83	1·29	1·31	1·75	1·78	2·37	1·73	2·06
Farukhabad	34·01	2·88	2·50	2·81	2·89	2·69	3·26	3·72	3·44	2·60	2·55	2·78
Mainpuri	23·00	2·10	2·27	2·67	2·39	1·90	2·02	2·39	2·21	1·98	1·65	1·80
Etah	27·53	2·83	2·54	2·22	2·53	2·36	2·75	3·25	3·01	2·57	2·48	2·59
Bareilly	32·11	8·33	6·07	4·55	2·85	2·90	2·48	3·01	2·78	2·15	2·10	2·63
Bijnor	37·14	4·47	3·53	3·51	3·48	2·36	3·32	3·78	3·82	2·22	1·93	2·30
Budaun	27·39	3·45	2·80	3·35	3·52	3·19	2·53	3·82	2·85	2·22	2·21	2·46
Moradabad	37·19	6·90	4·14	3·54	3·33	2·59	2·84	2·88	3·04	1·96	1·95	2·62
Shahjahanpur	35·01	7·59	4·28	3·80	3·37	3·00	3·69	3·69	3·02	2·20	2·35	3·93
Pilibhit	35·44	9·10	7·16	4·81	3·00	2·02	2·22	2·75	2·31	1·88	1·96	2·27
Benares	33·10	2·63	2·28	2·64	2·61	2·48	3·15	3·57	3·27	3·21	3·76	4·39
Basti	31·55	2·19	2·17	2·74	2·55	2·65	2·62	2·95	2·35	2·50	2·80	2·59
Kheri	38·44	4·76	3·60	2·94	2·57	2·16	2·53	3·47	3·23	2·47	2·50	2·95
Fyzabad	34·54	2·22	2·75	2·95	2·93	2·35	2·50	2·39	2·20	1·81	2·70	3·39
Gonda	31·94	2·56	2·01	3·31	3·38	3·20	4·32	4·03	3·72	3·13	3·77	4·84
Sultanpur	35·61	1·88	2·17	2·93	3·19	3·27	3·97	4·62	3·59	2·44	2·57	2·82
Partabgarh	29·74	2·09	1·83	2·70	3·21	3·84	4·80	4·23	3·66	2·32	2·16	2·59
Punjab.												
Hissar	30·3	2·33	2·25	2·25	2·13	1·75	1·90	2·43	3·03	3·34	3·35	2·25
Rohtak	29·3	2·25	2·58	2·25	2·12	1·59	1·51	1·73	2·10	2·41	2·33	2·17
Gurgaon	32·0	2·75	2·75	2·42	2·16	1·56	1·54	1·79	2·21	—	—	—
Delhi	40·1	2·17	2·50	2·75	1·83	1·70	1·77	2·02	2·47	2·43	1·99	2·5
Karnal	33·8	2·25	3·17	2·42	2·26	1·79	1·85	1·99	2·41	2·70	2·56	2·83
Umballa	40·6	3·08	3·08	3·00	2·44	2·22	1·87	1·89	1·90	1·77	1·90	2·33
Ferozepore	30·8	1·83	1·91	1·83	1·48	1·77	2·16	2·07	2·23	2·34	2·08	—
Lahore	36·2	2·17	2·33	2·42	1·66	1·72	1·66	1·59	—	—	—	—
Gujrat	29·0	2·00	1·83	1·58	2·18	1·52	1·35	1·52	1·66	1·49	—	—
Burma.												
Meiktila	—	—	—	—	not reported.	1·00	3·50	3·50	3·50	3·00	3·00	2·5
Yamethim	—	—	—	—		0·98	4·18	3·37	3·35	1·73	1·98	1·76
Myingyan	—	—	—	—		0·88	1·36	2·72	2·26	2·04	2·37	1·68
Central Provinces.												
Saugor	39·33	8·1	6·3	5·6	5·3	4·9	4·2	5·6	7·48	10·37	8·26	11·26
Damoh	37·93	1·02	7·8	5·8	5·5	4·3	3·4	4·9	6·01	6·39	4·57	7·26
Jabalpur	36·90	7·4	5·0	4·9	6·9	6·9	7·7	5·4	6·31	5·71	4·38	5·60
Narsingpore	41·26	7·7	5·7	5·1	6·5	4·0	4·0	8·2	7·41	6·48	6·26	7·24
Hoshangabad	39·18	4·6	3·8	4·4	4·2	3·2	2·9	2·9	7·76	6·15	4·33	6·95
Nimar	43·73	4·4	4·2	4·2	3·9	3·3	3·3	3·9	5·39	6·96	5·60	7·32
Mandla	31·53	6·0	3·5	4·0	3·9	7·1	6·7	4·2	7·17	10·52	16·44	16·66
Betul	36·21	3·5	3·0	3·1	3·6	3·5	4·8	4·3	3·63	6·30	7·45	11·76
Chhindwara	31·16	3·4	3·2	3·0	2·5	2·1	2·5	2·6	2·83	4·08	4·46	4·80
Seoni	30·60	6·1	4·2	4·6	5·3	4·4	4·4	4·2	4·62	6·86	8·28	12·29
Balaghat	30·50	6·2	4·3	5·2	4·9	4·8	6·7	4·0	6·56	11·76	8·81	11·75
Bhandara	31·40	4·3	3·8	3·5	3·5	2·6	2·9	2·8	4·47	7·02	5·18	6·42
Nagpur	31·80	3·1	2·5	2·5	2·2	1·3	2·0	2·7	4·54	4·83	3·93	5·68
Wardha	38·00	3·5	2·6	2·5	2·1	1·7	2·0	2·6	4·22	5·59	4·00	6·24
Chanda	31·46	2·8	2·3	2·1	2·0	1·7	0·9	—	2·55	2·83	3·30	4·17
Raipur	31·93	4·0	3·2	3·0	2·7	2·2	2·9	4·1	7·50	9·05	7·16	9·86
Bilaspur	28·39	3·8	3·3	3·4	3·1	3·9	5·2	6·7	6·79	10·99	9·92	12·51
Sambalpur	28·51	1·9	1·6	2·1	2·3	1·9	1·4	2·8	3·01	4·11	2·30	3·78
Berar.												
Amraoti	38·9	3·5	2·8	2·7	2·4	2·1	2·5	3·6	5·5	3·3	3·9	8·0
Akola	40·8	3·0	2·3	2·3	2·0	2·0	1·7	2·4	4·04	4·8	4·7	11·2
Ellichpur	42·8	3·2	2·5	2·5	2·1	—	—	—	—	—	—	—
Wun	33·0	2·8	1·9	2·0	1·7	1·7	1·9	2·4	3·2	3·1	—	5·7
Basim	37·7	3·1	2·1	2·0	1·7	1·5	1·8	1·9	2·3	2·3	3·8	7·8
Buldana	40·7	3·4	2·3	2·1	2·0	1·65	1·76	1·9	2·44	2·4	3·1	5·26

No. IV.—Statement showing the number of deaths from all causes registered in each province from August 1896 to July 1897.

Province.	August.	September.	October.	November.	December.	January.	February.	March.	April.	May.	June.	July.	TOTAL.
Madras.													
1896-97	59,052	59,694	59,602	60,417	79,213	76,115	53,362	52,259	48,542	54,876	59,074	75,543	737,749
Average	*59,463*	*56,353*	*54,953*	*57,697*	*70,205*	*66,325*	*51,527*	*50,960*	*47,720*	*51,421*	*50,425*	*57,747*	*674,796*
Bombay.													
1896-97	58,903	44,082	40,961	41,040	46,722	50,833	47,549	54,353	56,506	59,827	60,611	75,782	637,169
Average	*55,081*	*46,905*	*46,236*	*48,728*	*47,043*	*46,801*	*43,335*	*47,519*	*48,370*	*50,953*	*46,918*	*56,120*	*584,009*
Bengal.													
1896-97	183,902	163,738	151,392	194,405	214,759	154,095	140,493	211,392	189,410	175,987	162,550	171,842	2,113,965
Average	*176,486*	*163,462*	*196,919*	*225,393*	*244,901*	*190,816*	*154,257*	*188,502*	*196,978*	*177,479*	*160,897*	*165,274*	*2,241,364*
North-Western Provinces and Oudh.													
1896-97	131,837	140,611	144,754	126,699	141,406	143,956	125,975	145,830	149,863	135,532	120,859	130,244	1,637,566
Average	*127,598*	*135,118*	*153,561*	*148,542*	*146,621*	*119,221*	*99,109*	*109,463*	*124,208*	*135,124*	*114,995*	*111,717*	*1,525,277*
Punjab.													
1896-97	47,639	51,611	52,468	51,084	50,453	44,262	34,550	36,492	35,695	41,928	41,672	38,907	526,761
Average	*47,490*	*65,106*	*91,869*	*79,966*	*69,395*	*62,920*	*46,897*	*43,762*	*41,484*	*51,084*	*45,940*	*40,637*	*686,550*
Central Provinces.													
1896-97	50,098	47,196	46,190	35,977	35,348	36,547	31,153	32,708	38,362	56,318	56,944	61,445	528,286
Average	*34,406*	*35,481*	*35,343*	*31,285*	*29,189*	*25,548*	*24,265*	*27,666*	*31,245*	*36,115*	*32,205*	*32,853*	*375,601*
Berar.													
1896-97	11,796	10,839	9,104	6,832	6,514	5,856	5,002	5,682	7,839	11,125	10,368	13,188	104,145
Average	*12,059*	*12,010*	*11,019*	*9,439*	*8,256*	*7,427*	*6,936*	*9,533*	*10,701*	*10,511*	*7,322*	*10,001*	*115,214*

NOTE.—The "average" here given is the average number of deaths for the month during the preceding five years.

No. V.—Statement showing the number of units of relief (of one day each) relieved in each Province and in Native States.

Province.	October 1896.	November 1896.	December 1896.	January 1897.	February 1897.	March 1897.	April 1897.	May 1897.	June 1897.	July 1897.	August 1897.	September 1897.	Total.
Madras	...	554,000	897,000	926,000	1,602,000	3,091,000	5,032,000	9,105,000	18,176,000	22,048,000	18,827,000	12,217,000	92,475,000
Bombay	...	160,000	2,975,000	7,362,000	10,744,000	15,073,000	12,184,000	10,359,000	17,381,000	10 896,000	11,534,000	15,312,000	113,980,000
Bengal	...	63,000	1,417,000	7,675,000	11,340,000	17,423,000	18,267,000	22,069,000	27,795,000	17,132,000	11,640,000	3,672,000	138,493,000
North-Western Provinces and Oudh	634,000	3,452,000	17,160,000	26,346,000	43,428,000	42,593,000	30,774,000	38,850,000	40,473,000	19,147,000	12,302,000	8,535,000	283,694,000
Punjab	180,000	234,000	819,000	2,180,000	3,201,000	4,008,000	2,480,000	2,584,000	3,449,000	1,535,000	661,000	237,000	21,568,000
Central Provinces	...	...	2,105,000	6,383,000	9,082,000	13,725,000	14,061,000	18,555,000	19,842,000	16,114,000	16,198,000	22,092,000	138,157,000
Burma	60,000	378,000	1,051,000	877,000	812,000	835,000	458,000	457,000	557,000	808,000	766,000	634,000	7,693,000
Berar	...	...	...	...	206,000	616,000	513,000	811,000	969,000	849,000	412,000	291,000	4,667,000
Total	874,000	4,841,000	26,424,000	51,749,000	80,415,000	97,364,000	83,769,000	102,790,000	128,642,000	88,529,000	72,340,000	62,990,000	800,727,000
NATIVE STATES.													
Central India	436,000	178,000	524,000	1,314,000	3,083,000	4,199,000	4,211,000	4,598,000	5,809,000	2,352,000	1,414,000	1,170,000	29,288,000
Hyderabad	...	...	...	...	49,000	140,000	492,000	806,000	724,000	412,000	561,000	790,000	3,974,000
Rajputana	158,000	573,000	1,279,000	795,000	616,000	1,037,000	703,000	625,000	847,000	463,000	224,000	184,000	7,504,000
Total	594,000	751,000	1,803,000	2,109,000	3,748,000	5,376,000	5,406,000	6,029,000	7,380,000	3,227,000	2,199,000	2,144,000	40,766,000
GRAND TOTAL	1,468,000	5,592,000	28,227,000	53,858,000	84,163,000	102,740,000	89,175,000	108,819,000	136,022,000	91,756,000	74,539,000	65,134,000	841,493,000
Number of weeks included in each month.	5 26th September to 31st October.	4 1st November to 28th November.	5 29th November to 2nd January.	4 3rd January to 30th January.	4 31st January to 27th February.	5 28th February to 3rd April.	4 4th April to 1st May.	4 2nd May to 29th May.	5 30th May to 3rd July.	4 4th July to 31st July.	4 1st August to 28th August.	5 29th August to 2nd October.	
Average number receiving relief during month.													
(1) British India	25,000	173,000	755,000	1,848,000	2,871,000	2,782,000	2,991,000	3,670,000	3,676,000	3,161,000	2,583,000	1,799,000	
(2) Native States	17,000	27,000	51,000	75,000	133,000	154,000	193,000	215,000	211,000	115,000	78,000	61,000	
(3) British India and Native States	42,000	300,000	806,000	1,923,000	3,004,000	2,936,000	3,184,000	3,885,000	3,887,000	3,276,000	2,661,000	1,860,000	

No. VI.—Statement showing the average number of persons receiving relief in each month in each Province and in Native States.

Province.	October 1896.	November 1896.	December 1896.	January 1897.	February 1897.	March 1897.	April 1897.	May 1897.	June 1897.	July 1897.	August 1897.	September 1897.
Madras	—	20,000	26,000	33,000	57,000	88,000	180,000	325,000	519,000	787,000	672,000	349,000
Bombay	—	6,000	85,000	263,000	384,000	431,000	435,000	370,000	497,000	389,000	412,000	437,000
Bengal	—	2,000	40,000	274,000	405,000	498,000	652,000	788,000	794,000	612,000	416,000	105,000
North-Western Provinces and Oudh	18,000	123,000	490,000	941,000	1,551,000	1,217,000	1,099,000	1,387,000	1,156,000	684,000	439,000	244,000
Punjab	5,000	9,000	24,000	78,000	114,000	114,000	89,000	92,000	99,000	55,000	24,000	7,000
Central Provinces	—	—	60,000	228,000	324,000	392,000	502,000	663,000	567,000	575,000	578,000	631,000
Burma	2,000	13,000	30,000	31,000	29,000	24,000	16,000	16,000	16,000	29,000	27,000	18,000
Berar	—	—	—	—	7,000	18,000	18,000	29,000	28,000	30,000	15,000	8,000
Total	25,000	173,000	755,000	1,848,000	2,871,000	2,782,000	2,991,000	3,670,000	3,676,000	3,161,000	2,583,000	1,799,000
Native States.												
Central India	12,000	6,000	15,000	47,000	110,000	120,000	150,000	164,000	166,000	84,000	50,000	33,000
Hyderabad	—	—	—	—	1,000	4,000	18,000	29,000	21,000	15,000	20,000	23,000
Rajputana	5,000	21,000	36,000	28,000	22,000	30,000	25,000	22,000	24,000	16,000	8,000	5,000
Total	17,000	27,000	51,000	75,000	133,000	154,000	193,000	215,000	211,000	115,000	78,000	61,000
GRAND TOTAL	42,000	300,000	806,000	1,923,000	3,004,000	2,936,000	3,184,000	3,885,000	3,887,000	3,276,000	2,661,000	1,860,000

No. VII.—Statement showing the net imports and exports of food-grains from January to September 1897.

(Tons.)

[Net imports +]. [Net exports —].

—		November to December 1896.	January to March 1897.	April to June.	July to September.	Total.
PRINCIPAL PORTS.						
Calcutta		+ 4,618	+ 44,334	+ 122,056	+ 74,409	+ 245,417
Rangoon...		— 90,754	— 517,019	— 269,320	— 170,225	— 1,047,318
Madras		+ 1,305	+ 8,687	+ 14,323	+ 13,030	+ 37,345
Bombay		+ 41,374	+ 31,820	+ 60,359	+ 86,213	+ 219,766
Karachi		— 21,517	— 14,950	— 26,482	— 39,167	— 102,116
PROVINCES AND DISTRICTS.			*From 17th January, 1897.*			
Bengal—						
DIVISION.	DISTRICT.					
Patna ...	Patna	...	+ 1,840	+ 1,991	+ 10,789	+ 14,620
	Gaya	...	— 1,888	+ 3,747	+ 5,617	+ 7,476
	Shahabad	...	+ 1,040	— 4,324	+ 3,504	+ 220
	Saran	...	+ 11,318	+ 18,044	+ 14,779	+ 44,141
	Champaran	...	+ 5,551	+ 8,240	+ 1,598	+ 15,389
	Muzaffarpur	...	+ 6,272	+ 17,428	+ 9,164	+ 32,864
	Darbhanga	...	+ 4,621	+ 26,416	+ 13,438	+ 44,475
Bhagalpur ...	Monghyr	...	— 18,069	— 7,950	— 5,037	— 31,056
	Bhagalpur	...	— 14,978	— 4,473	— 8,103	— 27,554
	Purnea	...	— 731	— 1,287	— 22	— 2,040
	Malda	...	— 26	— 7	+ 40	+ 7
	Sonthal Parganas ...	...	— 8,214	— 1,197	+ 1,400	— 8,011
Rajshahi ...	Rajshahi	...	+ 5,573	+ 5,084	+ 1,260	+ 11,917
	Dinajpur	...	— 7,920	— 4,930	+ 23	— 12,827
	Jalpaiguri	...	+ 3,028	+ 5,148	+ 4,523	+ 12,699
	Darjeeling	...	+ 1,793	+ 2,171	+ 1,965	+ 5,929
	Rangpur	...	— 408	+ 433	— 889	— 864
	Bogra	...	— 5,631	— 4,632	+ 1,712	— 8,551
	Pabna	...	+ 3,894	+ 4,864	+ 702	+ 9,460
Dacca ...	Dacca	...	— 173	+ 15	+ 334	+ 176
	Narainganj	...	— 4,772	— 125	+ 151	— 4,746
	Maimensingh	...	+ 2,406	+ 106	+ 251	+ 2,763
	Faridpur	...	— 4	+ 1,076	+ 1,866	+ 2,938
	Backerganj	...	— 470	— 746	— 452	— 1,668

NOTE.—In the case of the *ports* the figures include imports and exports by rail and sea.
In the case of *districts* the figures as a rule are for rail borne traffic only, but in certain cases (such as Chittagong or Balasore) they include coasting traffic.
The figures are *net*: that is, the imports have been deducted from the exports, or *vice versâ*.
As the imports of one district are the exports of another, no inference as to the gross volume of trade can be made by taking the aggregate totals. Only districts on the line of rail are shown.

Net Imports and Exports of food-grains—contd.

(Tons.)

[Net imports +].

[Net exports —].

		17th January to March 1897.	April to June.	July to September.	Total.
DIVISION.	DISTRICT.				
Chittagong ...	Tippera	— 444	+ 123	+ 610	+ 289
	Noakhali	— 92	— 121	— 15	— 228
	Chittagong	+ 4,132	+ 7,536	+ 5,701	+ 17,369
Burdwan ...	Burdwan	+ 23,022	— 23,900	— 14,036	— 60,958
	Birbhum	— 35,600	— 14,106	— 9,602	— 59,308
	Hooghly	+ 786	+ 96	+ 345	+ 1,227
	Midnapur	— 8,643*	— 30,860	...	— 39,503
Presidency ...	24-Parganas	+ 51	— 40	+ 279	+ 290
	Nadia	— 5,804	+ 4,522	— 404	— 1,686
	Murshidabad	— 4,504	— 2,645	— 1,539	— 8,688
	Jessore	+ 2,421	+ 3,369	+ 1,580	+ 7,370
	Khulna	— 827	+ 11	+ 154	— 662
Chota Nagpûr ...	Hazaribagh	+ 2,538	+ 3,648	+ 1,216	+ 7,402
	Lohardaga	+ 18	...	...	+ 18
	Manbhum	+ 1,796	+ 2,931	+ 2,814	+ 7,541
	Singhbhum	— 830	— 708	+ 77	— 1,461
	Ranchi	— 138	+ 8	+ 20	— 110
Orissa	Cuttack	— 3,971	— 6,287	— 2,058	— 12,316
	Balasore	— 13,709	— 16,321	— 12,791	— 42,821
	Puri	— 117	— 931	— 897	— 1,945
North-Western Provinces—					
Meerut ...	Saharanpur	+ 3,684	— 667	— 1,122	+ 1,895
	Muzaffarnagar ...	+ 5,194	— 10,455	— 4,507	— 9,768
	Meerut	+ 5,786	— 9,780	— 7,490	— 11,484
	Bulandshahr	— 327	— 14,782	— 12,908	— 28,017
	Aligarh	+ 1,517	— 11,777	— 16,222	— 26,482
Agra	Muttra	+ 1,852	— 2,608	— 2,075	— 2,831
	Agra	+ 3,317	+ 2,267	— 4,746	+ 838
	Farukhabad	+ 2,333	+ 738	+ 235	+ 3,306

* For March 1897.

Net Imports and Exports of food-grains—contd.

(Tons.)
[Net imports +]
[Net exports —].

Division.	District.	17th January to March 1897.	April to June.	July to September.	Total.
	Mainpuri	+ 573	— 533	— 496	— 456
	Etawah	+ 885	+ 371	— 617	+ 639
	Etah	+ 48	— 4,140	— 3,130	— 7,222
Rohilkhand ...	Bijnor	+ 3,453	+ 1,914	+ 2,858	+ 8,225
	Moradabad	+ 3,615	— 9,162	— 2,311	— 7,858
	Shahjahánpur ..	+ 1,444	— 9,006	— 560	— 8,122
	Budaun	+ 33	— 584	— 110	— 661
	Pilibít	+ 1,440	— 2,328	— 51	— 939
	Bareli	+ 1,455	— 2,634	+ 217	— 962
Allahabad ...	Cawnpore	+ 18,030	+ 24,627	+ 2,314	+ 44,971
	Fatehpur	+ 2,064	+ 3,262	+ 2,823	+ 8,149
	Bánda	+ 5,250	+ 13,151	+ 5,172	+ 23,573
	Hamirpur	+ 893	+ 2,509	+ 2,042	+ 5,444
	Allahabad	+ 21,273	+ 13,136	+ 11,120	+ 45,529
	Jhansi	+ 2,649	+ 9,867	+ 4,607	+ 17,123
	Jalaun	+ 808	+ 4,794	+ 4,063	+ 9,665
Benares ...	Benares	+ 4,250	+ 11,994	+ 6,362	+ 22,606
	Mirzapur	+ 1,445	+ 4,786	+ 2,312	+ 8,543
	Jaunpur	+ 2,972	+ 1,279	+ 2,377	+ 6,628
	Ghazipur	+ 845	+ 342	+ 1,602	+ 2,789
Gorakhpur ...	Basti	— 661	— 6,781	— 4,831	— 12,273
	Ballia	+ 375	+ 82	+ 146	+ 603
	Gorakhpur	— 92	— 12,868	— 1,458	— 14,418
Kumaun ...	Garhwal	+ 37	+ 162	+ 48	+ 247
	Naini Tal	— 915	— 1,348	+ 198	— 2,065
Oudh—					
Lucknow ...	Lucknow	+ 3,982	+ 6,348	+ 5,683	+ 16,013
	Unao	+ 1,910	+ 59	+ 294	+ 2,263
	Rae-Bareli	+ 5,198	+ 1,595	+ 2,854	+ 9,647

Net Imports and Exports of food-grains—contd.

(Tons.)

[Net imports +].

[Net exports —].

DIVISION.	DISTRICT.	17th January to March 1897.	April to June.	July to September.	Total.
	Sitapur	— 1,242	— 8,346	— 4,765	— 14,353
	Kheri ...	— 1,168	— 3,460	— 1,216	— 5,844
	Hardoi	+ 3,651	— 514	+ 1,109	+ 4,246
Fyzabad ...	Fyzabad	+ 937	— 3,651	— 819	— 3,533
	Gonda	+ 2,476	— 1,245	— 1,156	+ 75
	Bahraich	— 379	— 5,576	— 1,513	— 7,468
	Barabanki	— 2,009	— 2,976	— 4,368	— 9,353
Rajputana—					
Jodhpur ...	... ...	...	— 2,372	— 916	— 3,288
Bikaner ..	... ...	...	+ 3,922	+ 3,823	+ 7,745
Ajmere-Merwara	... ...	+ 687	+ 3,458	+ 4,449	+ 8,594
Punjab—					
Delhi ...	Hissar	+ 9,830	+ 20,248	+ 5,907	+ 35,985
	Rohtak	— 22	+ 70	+ 37	+ 85
	Gurgaon	+ 1,201	— 2,792	— 2,502	— 4,093
	Delhi	+ 9,735	+ 7,453	— 1,473	+ 15,715
	Karnal	+ 1,198	— 1,142	— 14	+ 42
	Ambala	+ 4,640	+ 4,757	+ 3,751	+ 13,148
	Simla	+ 602	+ 1,411	+ 698	+ 2,711
Jalandhar ...	Jalandhar	— 3,567	— 18,199	— 8,372	— 30,138
	Ludhiana	— 8,342	— 7,711	— 8,166	— 24,219
	Ferozepur	— 8,420	— 4,757	— 4,640	— 17,817
Lahore	Multan	+ 2,289	— 1,429	— 1,245	— 385
	Jhang	+ 547	— 3,824	— 2,226	— 5,503
	Montgomery	+ 2,652	+ 301	+ 217	+ 3,170
	Lahore	+ 7,594	— 4,091	— 696	+ 2,807
	Amritsar	+ 838	— 8,938	— 2,436	— 10,536
	Gurdaspur	— 1,272	— 9,272	— 2,869	— 13,413
Rawalpindi ...	Sialkot	— 147	+ 1,763	+ 1,234	+ 2,850

Net Imports and Exports of food-grains—contd.

(Tons.)
[Net imports +].
[Net exports —].

DIVISION.	DISTRICT.	17th January to March 1897.	April to June.	July to September.	Total.
	Gujrat	+ 3,204	+ 110	+ 918	+ 4,232
	Gujranwala	+ 1,855	+ 12,200	— 5,007	— 15,352
	Shahpur	+ 1,330	— 1,139	— 382	— 191
	Jhelam	+ 4,278	— 1,407	+ 1,239	+ 6,924
	Rawalpindi	+ 7,022	+ 15,609	+ 12,141	+ 34,772
Peshawar ...	Peshawar	— 713	+ 1,958	— 3,082	— 1,837
Derajat ...	Bannu	— 1,576	— 1,616	— 1,091	— 4,283
	Dera Ismail Khan ...	— 1,804	— 2,373	— 3,457	— 7,634
	Muzaffargarh... ...	— 933	— 2,662	— 2,114	— 5,709
Bombay Presidency—					
Guzerat ...	Ahmadabad	+ 1,267	+ 5,110	+ 2,046	+ 8,423
	Kaira	— 1,458	+ 478	+ 1,502	+ 522
	Panch Mahals ...	— 9,288	— 11,668	— 2,443	— 23,399
	Broach	+ 3,218	+ 76	+ 511	+ 3,805
	Surat	+ 3,868	+ 8,945	+ 3,501	+ 16,314
	Bhavnagar	+ 2,576	...	...	+ 2,576
	Kathiawar	+ 658	+ 5,527	+ 744	+ 6,929
Deccan ...	Khandesh	+ 8,181	+ 14,113	+ 15,487	+ 37,781
	Nasik	+ 3,479	+ 7,578	+ 10,907	+ 21,964
	Ahmadnagar	+ 1,190	+ 1,484	+ 6,469	+ 9,143
	Poona	+ 7,668	+ 16,843	+ 14,161	+ 38,672
	Sholapur	+ 790	— 1,844	+ 11,090	+ 10,036
	Satara	+ 4,409	+ 6,610	+ 10,922	+ 21,941
Karnatak ...	Belgaum	— 779	+ 7,722	+ 6,594	+ 13,537
	Bijapur	+ 4,397	+ 5,102	+ 16,013	+ 25,512
	Dharwar	— 4,026	— 5,940	— 3,273	— 13,239
	Tanna	— 3,314	— 1,164	— 422	— 4,900
	Kolaba	— 918	+ 225	+ 275	— 418
	Kolhapur	+ 5,450	+ 12,539	+ 9,264	+ 27,253

Net Imports and Exports of food-grains—contd.

(Tons.)

[Net imports +].

[Net exports —].

DIVISION.	DISTRICT.	17th January to March 1897.	April to June.	July to September.	Total.
	Kanara	—2,006	—1,591	—48	—3,645
	Ratnagiri	+ 6,767	+ 16,938	+ 1,084	+ 24,789
Sind and Baluchistan—					
Shikarpur		—17,382	—29,978	—27,052	—74,412
Thar-Parkar		—316	—1,275	+ 2,303	+ 712
Upper Sind Frontier		—4,537	—3,009	—3,031	—10,577
Hyderabad		+ 228	—1,330	—2,630	—3,732
Central Provinces—					
Jubbulpur ...	Saugor	—169	+ 7,211	+ 5,023	+ 12,065
	Jubbulpur	—360	+ 4,691	+ 2,142	+ 6,473
Nerbudda ...	Narsinghpur	—1,322	+ 2,641	+ 2,770	+ 4,089
	Hoshangabad... ...	+ 588	+ 4,878	+ 2,553	+ 8,019
	Nimar	+ 2,296	+ 2,524	+ 4,085	+ 8,905
Nagpur ...	Wardha	+ 977	+ 720	+ 1,745	+ 3,442
	Nagpur	+ 3,839	+ 8,629	+ 4,897	+ 17,365
	Chanda	—562	—1,106	—356	—2,024
	Bhandara	+ 771	+ 7,678	+ 2,274	+ 10,723
Chattisgarh ...	Raipur	—10,763	—2,597	—977	—14,337
	Bilaspur	+ 36	+ 2,604	+ 2,843	+ 5,483
	Sambalpur	—9,184	—7,376	—6,039	—22,599
Berar—					
East—					
Amraoti		+ 3,670	+ 2,917	+ 5,815	+ 12,402
West—					
Akola		+ 1,587	—672	+ 3,850	+ 4,765
Buldana		+ 643	+ 485	+ 601	+ 1,729
Madras—					
Ganjam		—992	—1,679	+ 4,647	+ 1,976
Vizagapatam		+ 3,780	+ 6,991	+ 10,293	+ 21,064

Net Imports and Exports of food-grains—contd.

(Tons.)

[Net imports +].

[Net exports —].

DIVISION.	DISTRICT.	17th January to March 1897.	April to June.	July to September.	Total.
Godavari	... ...	— 9,184	— 21,611	— 22,181	— 52,976
Kistna	... ...	— 9,044	— 17,193	— 17,049	— 43,286
Neliore	... ...	— 367	— 517	— 1,495	— 2,379
Karnul	... ...	+ 984	+ 661	+ 1,756	+ 3,401
Bellary	... ...	+ 2,171	+ 4,092	+ 10,686	+ 16,949
Anantapur	... ...	+ 59	— 1,686	+ 165	— 1,462
Cuddapah	... ...	+ 1,374	— 591	— 66	+ 717
North Arcot	... ...	— 1,110	— 5,936	— 5,602	— 12,648
Chingleput	... ...	— 1,565	— 3,827	— 5,058	— 10,450
South Arcot	... ...	— 4,930	— 14,756	— 16,093	— 35,779
Salem	... ...	— 2,399	— 4,944	— 9,404	— 16,747
Coimbatore	... ...	— 7,667	— 7,556	— 7,446	— 22,669
Trichinopoly	... ...	— 1,748	— 2,436	— 5,920	— 10,104
Tanjore	... ...	— 30,901	— 64,135	— 48,464	— 143,500
Madura	... ...	— 3,530	— 7,531	— 9,364	— 20,425
Tinnevelly	... ...	+ 239	+ 2,340	+ 2,362	+ 4,941
Malabar	... ...	+ 16,230	+ 23,672	+ 12,633	+ 52,535
South Canara	... .	— 12,662	— 6,193	— 88	— 18,943

No. VIII. Statement showing extension of irrigation from State Irrigation Works in India since 1881.

Year.	AREAS IRRIGATED FROM ALL CLASSES OF WORKS IN						
	Madras.	BOMBAY.		Bengal.	North-Western Provinces.	Punjab	Total.
		Deccan and Gujarat.	Sind.				
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
1881–82 ...	5,653,197	160,658	1,601,986	415,453	1,915,949	1,687,725	11,443,968
1882–83 ...	5,949,801	167,004	1,673,293	410,532	1,974,175	1,683,272	11,858,077
1883–84 ...	5,496,595	171,430	1,540,831	518,414	2,297,674	1,652,068	11,677,012
1884–85 ...	5,173,724	180,290	1,783,173	519,550	1,617,304	1,614,288	10,888,329
1885–86 ...	5,586,307	183,751	1,739,919	536,518	1,709,676	1,787,567	11,543,738
TOTAL ...	27,859,624	863,133	8,339,202	2,400,467	9,514,778	8,424,920	57,402,124
Average ...	5,571,925	172,627	1,667,840	480,093	1,902,956	1,684,984	11,480,425
1886–87 ...	5,723,643	184,484	1,814,650	417,821	1,478,002	2,014,447	11,633,047
1887–88 ...	5,841,750	190,113	1,871,114	494,968	1,625,797	2,346,622	12,370,364
1888–89 ...	5,945,362	222,878	2,118,635	605,932	1,716,579	2,754,364	13,363,750
1889–90 ...	5,960,717	231,802	2,349,819	583,761	1,994,083	3,016,261	14,136,443
1890–91 ...	5,833,407	221,464	2,203,473	547,725	2,118,249	3,124,666	14,048,984
TOTAL ...	29,304,879	1,050,741	10,357,691	2,650,207	8,932,710	13,256,360	65,552,588
Average ...	5,860,976	210,148	2,071,538	530,042	1,786,542	2,651,272	13,110,518
1891–92 ...	5,516,461	242,671	2,165,631	760,117	2,155,734	3,295,463	14,136,077
1892–93 ...	6,068,078	212,673	2,399,055	744,223	1,906,352	2,989,893	14,320,274
1893–94 ...	6,505,739	230,195	2,373,796	569,372	1,748,992	2,910,283	14,338,377
1894–95 ...	6,158,803	231,910	2,635,726	530,201	1,000,504	2,931,050	13,488,194
1895–96 ...	6,332,482	222,492	2,096,777	616,154	2,089,743	3,797,357	15,155,005
TOTAL ...	30,581,563	1,139,941	11,670,985	3,220,067	8,901,325	15,924,046	71,437,927
Average ...	6,116,313	227,988	2,334,197	644,013	1,780,265	3,184,809 (*b*)	14,287,585
1896–97 ...	6,141,178	264,906	(*a*)	830,761	3,125,234	4,641,435 (*b*)	—
Demands.							
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1891–92 ...	1,48,22,691	12,15,726	45,90,839	13,99,602	71,11,505	78,90,883	3,70,31,246
1892–93 ...	1,85,82,793	11,41,546	50,10,395	12,72,010	65,16,326	69,95,903	3,95,18,973
1893–94 ...	1,94,06,516	12,46,203	50,31,182	10,72,764	70,03,783	71,87,533	4,09,47,981
1894–95 ...	2,00,68,286	12,55,367	55,30,740	9,75,530	48,49,589	72,78,426	3,99,57,938
1895–96 ...	2,12,66,444	12,90,640	42,18,230	10,96,866	77,39,841	1,12,66,818	4,68,78,839
TOTAL ...	9,41,46,730	61,49,482	2,43,81,386	58,16,772	3,32,21,044	4,06,19,563	20,43,34,977
Average ...	1,88,29,346	12,29,896	48,76,277	11,63,354	66,44,209	81,23,913	4,08,66,995
1896–97 ...	1,95,73,083	12,54,634	(*a*)	15,34,398	1,08,46,722	1,42,12,490	—

(*a*) Return for Sind not received.

(*b*) The Punjab area figures include areas irrigated from the Native States Branches of the Sirhind and Western Jumna Canals.

N.B.—The figures in this statement include irrigation from (1) Major Works, (2) Minor Works for which capital accounts are kept, (3) Minor Works for which no capital accounts are kept.

Extract from the Proceedings of the Government of India, in the Department of Revenue and Agriculture—No. 36—240–5, *dated the* 30*th December* 1897.

READ—

Preliminary Narrative of the Famine in India in 1896–97 by T. W. Holderness, Esq., I.C.S., Deputy Secretary (Famine) to the Government of India.

Weather and Crop Reports for the various provinces published in the *Gazette of India*, dated the 1st January 1898.

RESOLUTION.

THE famine which since the close of 1896 has grievously afflicted so large a part of India, is now virtually at an end; and an abundant autumn harvest and conditions favourable to the spring crops have, throughout the greater part of the distressed tracts, once more put the people into good heart. The calamity, in respect of its intensity and of the area and population which it affected, though fortunately not in respect of its duration, has been more severe than any other famine of the century, and probably than any other which Indian history records. The tracts in which distress was acute or severe covered an aggregate area of 270,000 square miles with a population of 50,000,000, while distress of less intensity, but which still amounted to famine, prevailed over a further area of 33,000 square miles, with a population of 13,000,000. Thus the area throughout which relief operations were required was two-and-a-half times that of the United Kingdom, while the population for whose relief they were undertaken fell only just short of double the population of Great Britain. And there was probably no part of India in which the poorer classes did not suffer severely from the abnormally high prices which have obtained during the past year.

2. In coping with such a calamity the hands of the Government have been stronger than at any previous period. Since the last famine of comparable magnitude that afflicted the country—that of 1877–78—the irrigated area in which crops are reasonably secure and for which returns exist has increased by 17 per cent., and the area watered from large works constructed by the State from seven to ten million acres, while some five million acres are watered from smaller works under Government control. In 1877 less than 9,000 miles of railway were open. In 1897 the mileage exceeded 20,000; and nothing in the experience of the past year has been more striking than the freedom with which grain has passed from place to place in accordance with fluctuations of prices, and the manner in which the prices of food staples have maintained a general level throughout large tracts, in parts of which the harvests have been excellent. The scarcity prices which obtained over considerable areas during former famines have, except for a very short time, over very limited tracts, and under very exceptional circumstances, never even been approached on the present occasion; and while the improvement of communications has probably operated to make high prices more general than they otherwise would have been, it has certainly done much to diminish the intensity of distress where distress was most acute. The experience of the past year has shown that the reserve of food stocks in India is, even when preceding harvests have been unfavourable, larger than could have been foreseen; and the external help that has been afforded amounts to under 700,000 tons, of which 600,000 were rice from Burma. In parts of the country, however, the local reserves were exhausted at an early stage of the scarcity; and the Government of India believe that the readiness with which the demand thus arising was supplied from the resources of other and more favoured tracts, is due in no small measure to the policy of absolute abstention from interference with private enterprise, which, save in the case of very limited areas of which the circumstances were most exceptional, has been scrupulously observed throughout. Nor is it only in material respects that the position has been stronger now than formerly. The experience of previous famines has not been thrown away; and the approach of

scarcity found for the first time an organisation elaborated in readiness for the struggle, and the main principles on which it was to be conducted laid down beforehand. The Famine Codes of the various provinces have been subjected to the severest possible test; it has disclosed in them defects which will now be corrected; but on the whole they have borne the trial well.

3. In the relief of distress and the prevention of death from privation the Government of this country have incurred a direct expenditure of between seven and eight crores of rupees; they have distributed about two crores more in the shape of loans for the construction of wells, for the purchase of seed and bullocks, and for other agricultural purposes; and they have suspended over two crores of land revenue, of which a substantial portion will not be recovered. This public expenditure has been supplemented by private charity of the most splendid nature. Rs. 29,16,000 have been contributed to the Indian Famine Charitable Relief Fund by India itself, Rs. 1,22,51,000 by Great Britain, Rs. 11,23,000 by other British Colonies, of which more than half came from Canada, and Rs. 2,46,000 by Foreign countries, making, in addition to valuable gifts in kind, an aggregate of Rs. 1,65,36,000. The money has been expended in the relief of distress which refused from honourable motives to accept public aid, in supplying additional comforts to the aged, the infirm, and the diseased, in providing for children whom famine has deprived of their natural guardians, and (perhaps most important and most valuable of all) in giving a fresh start in life to those who had lost their means of livelihood in the struggle for existence. The good thus done has been incalculable, and has called forth the deepest gratitude from the inarticulate millions who have benefited by it. Nor do the public subscription lists by any means exhaust the tale of private liberality. Large sums of money have been sent from various parts of the world, especially to Missionary agencies, and have been applied to the relief of distress. In this connection the cargo of grain contributed by charitable persons in America and despatched at the expense of the Government of the United States deserves special mention. Gentlemen, both European and Native, who derive their wealth from the land, have expended large sums in assisting the cultivators of the estates in which they were interested; and throughout the country smaller people have exercised, according to their means, that private charity which so honourably distinguishes the people of India. In all, relief for one day has been given at the expense of Government to 834 million units. In operations of such magnitude, mistakes are inevitable. But the Government of India believe that they were seldom serious, either in their nature or in their extent, and that in all cases they were promptly detected and remedied.

4. No measures of relief, however perfect and extensive, can prevent privation and distress at a time such as the past year has been; and privation and distress, when continued for long months together, must of necessity affect the death-roll, if only by increasing the susceptibility and weakening the power of resistance to disease, and by hastening the decease of those whose natural term was in any case approaching its close. Some of the parts of India in which distress was most acute are inhabited by passive and timorous forest tribes, habitually suspicious of Government interference; some are traversed by the great highways along which enormous numbers of the poorer classes annually pass from province to province in search of that employment which the varying agricultural seasons afford; in some provinces the re-establishment of the normal rainfall has been accompanied or followed, as often in former famines, by a wave of malarial fever. But the Governor-General in Council believes that the task of preserving human life which has for nearly a twelvemonth taxed the energies and the resources of the administration of almost every province in India, has been performed with conspicuous success.

5. No mere expenditure of money, however lavish, could have secured that success, unless accompanied by untiring devotion to duty on the part of those charged with its administration. The functions of the Supreme Government have necessarily been confined to providing the necessary funds when provincial resources were exhausted, and to exercising the most general supervision over the broad principles upon which relief was administered. Upon the heads of the Provincial Governments and their advisers devolved the heavy responsibility of watching the pulse of local distress, of instantly adopting measures varied to

suit the varying conditions, and of holding an even balance between the claims of the unfortunate and the duty of public economy. The Governor General in Council desires to recognise most cordially the manner in which that responsibility has been discharged, and the high sense of duty which has animated those upon whom it fell. Upon the Divisional and District Officers, working in concert with the local officers of the Public Works, Medical, Police, Forest and other Departments, has lain the task of carrying into effect the scheme of relief, the success of which was mainly dependent upon their watchful and active care. It is these officers and their assistants, European and Native, Civil, Military and non-official, who have most literally borne the burden and heat of the day; and some indeed have sacrificed their own lives in the successful effort to save the lives of others. There are many also who hold no official position, who have laboured with assiduity and self-devotion to save life and relieve suffering. All have done their duty nobly under the most trying circumstances; and his Excellency in Council desires publicly to express his admiration of the manner in which their fight to save life has been conducted. It will be found that the customary means of rewarding merit have not been overlooked, but the number of those who can be thus individually distinguished is necessarily small. The knowledge that they have done their duty and have earned the gratitude of the poor and helpless will remain with all who have done good service in the struggle, and his Excellency in Council is anxious to add this recognition of their work, which he is sure that public opinion will emphatically and universally endorse.

6. Finally, the Governor General in Council desires to express his admiration of the manner in which the people of the country have endured the calamity. When prices rose at the first approach of scarcity, there were a few unimportant cases of local disturbance; and the amount of petty crime has no doubt been generally increased by the prevalence of famine. But as a whole, the inhabitants of the tracts affected have endured the suffering which no efforts either of public or of private charity could do more than mitigate, with a patience and a fortitude that are beyond all praise. The marvellous power of recuperation which the population of India possess has often been the subject of remark; and His Excellency in Council earnestly hopes that within the next few years, favourable seasons will have restored the people to prosperity, and have obliterated at any rate all material traces of what they suffered during the famine of 1897.

---

* Government of Madras.
" Bombay.
" Bengal.
" N.-W. P. & Oudh.
" Punjab.
" Burma.
Chief Commissioner, Central Provinces.
Chief Commissioner, Assam.
" Coorg.
" Ajmere-Merwara.
Resident at Hyderabad.

ORDER.—Ordered that copies of the above Resolution be forwarded to the Local Governments and Administrations noted in the margin * for information.

Ordered also, that copies be forwarded to the Finance, Public Works, Home and Foreign Departments for information.

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[True extract.]

DENZIL IBBETSON,

Secretary to the Government of India

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1897.

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IN

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DURING THE YEARS 1897-98.

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TELEGRAMS.

From Viceroy, 9th August 1897.

Famine. Monthly telegram.—Relief figures for each province as follows :— Madras has in six districts 191 relief works, with 536,647 workers, and 19,894 dependants, also 40,258 weavers employed in weaving, and 209,648 on gratuitous relief: also six test works in two districts with 530 workers in one district, no report other district. Affected and distressed area 26,000 square miles ; population 5,774,000. Bombay in nine districts has 75 small and large works, with 285,588 workers, and 65,976 dependants, 25 poor-houses with 2,415 inmates, on gratuitous relief 54,164 ; distressed area 42,700 square miles, population 6,744,000. Bengal has 527 works, with 165,735 workers and 6,868 dependants, 125 poor-houses and kitchens, with 21,983 inmates, on gratuitous relief 367,206 ; distressed area 24,200 square miles, population 11,126,000: also seven test works, with 1,265 workers and dependants ; affected area 800 square miles, population 60,000. North-West Provinces and Oudh have in 17 districts, 126 works, with 83,263 workers, and 17,406 dependants, 80 poor-houses with 33,360 inmates, besides 385,091 on gratuitous relief; distressed area 33,900 square miles, population 15,013,000 : also in 19 districts five test works, with 1,199 workers, and 42 poor-houses with 9,859 inmates, besides 48,211 on gratuitous relief ; affected area 19,100 square miles, population 10,484,000. Punjab has in five districts 86 works, with 19,820 workers and 2,792 dependants, 10 poor-houses with 1,126 inmates, besides 9,923 on gratuitous relief ; distressed area 9,200 square miles, population 1,850,000. Central Provinces have in 18 districts 174 works, with 352,789 workers and 54,603 dependants, 56 poor-houses with 38,682 inmates, besides 152,100 on gratuitous relief ; distressed area 51,800 square miles, population 6,461,000. Burma has in two districts two works, with 26,586 workers and 5,879 dependants, besides 1,331 on gratuitous relief ; distressed area 4,900 square miles, population 527,000. Berar has 37 works, with 17,012 workers and 2,414 dependants, 23 poor-houses with 3,455 inmates, besides 8,362 on gratuitous relief ; distressed area 16,700 square miles, population 2,627,000. Including Native States, numbers on relief are 3,146,008 against 3,303,968 last month. During past month rainfall good in Lower Burma, Bengal, North-West Provinces, Central Provinces, Berar, Rajputana, Central India, most parts Punjab, and North Bombay districts. Rainfall insufficient in Madras, Bombay Deccan, and parts Upper Burma. Prospects much improved therefore since rain. Crops are doing well throughout Lower Burma, Bengal (Deltaic and Central) and Behar, North-West Provinces. In latter province fine weather generally wanted for weeding, full average area having been sown. Central Provinces (East) in need of more rain for rice, but elsewhere crops are doing well. Prospects good in Berar and three-quarters Punjab. Frequent showers keep crops alive and permit sowings in most places in Bombay Deccan and Madras, and good rain now would relieve anxiety. In Upper Bombay parts of dry zone districts are suffering. Government of North-West Provinces and Oudh expect to close relief operations by end of September. In Bengal some gratuitous relief may be needed beyond that date, but numbers on relief should now decrease. In Central Provinces population enfeebled and resources exhausted ; gratuitous relief increasing, and operations may last longer. In Madras, Bombay, future depends on early improvement in monsoon. Large increase in relief population in Madras due in part to lenient management ; this now being remedied. Improvement continues Rajputana. Scarcity at end in Marwar. Prospects are favourable Central India. Closure of relief works in Bundelkhand and Baghelkhand by the end of September anticipated. In Hyderabad there is still cause for anxiety. Prices about the same as reported last month. Until situation is absolutely assured grain will be held up. During June, July, 120,000 tons Burma rice imported chiefly for Bengal and Central Provinces. In latter stocks low and imports continuous.

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Foodstocks sufficient in North-West Provinces, and large in Punjab. Condition of people is fair to good everywhere, save in Central Provinces. In latter relief labourers are fairly well, but in outlying tracts cases of privation occur despite extension of relief. Cholera bad throughout Central Provinces and Bombay.

From Viceroy, 13th August 1897.

Famine. Heavy rain during past week throughout North-West Provinces; good rain has fallen throughout Bengal, Lower Burma, Rajputana, Central India States, Central Provinces, and many districts of Punjab. Prospects generally good, except in Madras and Bombay Deccan, Upper Burma, and Vizagapatam, where rain insufficient. No change in prices. On relief:—Madras 748,000, Bombay 399,000, Bengal 490,000, North-West Provinces 475,000 (excluding 69,000 relieved from Famine Fund), Punjab 30,000, Central Provinces 581,000, Burma 35,000, Berar 19,000, Hyderabad 18,000, Central India 55,000, Rajputana 5,000; total 2,855,000.

From Viceroy, 20th August 1897.

Famine. Good rain has fallen during the week in all parts of India, except in Madras Central and Deccan districts, in Bombay Deccan, and in Burma dry zone districts, where rainfall continues slight and partial, and sowings backward. In Hyderabad prospects, however, are now encouraging. Outside these areas prospects generally good. Early rice selling in Bengal at 10 seers per rupee, wheat in Punjab from 9 to 11; in North-West Provinces and Oudh prices easier. Prices are high still, from 6¼ to 9 seers in Central Provinces and Bombay, and from 9 to 12 in Madras. On relief:—Madras 697,000, Bombay 403,000, Bengal 449,000, North-West Provinces and Oudh 467,000, Punjab 25,000, Central Provinces 578,000, Burma 26,000, Berar 15,000, Hyderabad 18,000, Central India 48,000, Rajputana 8,000; total 2,735,000.

From Viceroy, 27th August 1897.

Famine. Somewhat excessive rains in North-West Provinces. Excellent rain throughout Punjab, and sufficient rain has fallen generally in Bengal, Central Provinces, Rajputana, Sind, Guzerat, Central India, Berar, west and east coasts of Madras. Deficient only in Nizam's dominions, parts of Madras, Bombay Deccan, and dry zone districts, Upper Burma. Outside latter areas prospects excellent of ripening autumn crop. Prices falling slightly in Bengal and parts of North-West Provinces and Central Provinces; steady in Punjab; still slightly rising in Madras and Bombay. In affected districts of Hyderabad wheat 5½ seers per rupee, coarse rice 6. On relief:—Madras 654,000, Bombay 409,000, Bengal 392,000, North-west Provinces 424,000, Punjab 21,000, Central Provinces 592,000, Burma 27,000, Berar 14,000, Hyderabad 22,000, Central India 49,000, Rajputana 4,000; total 2,608,000.

From Viceroy, 30th August 1897.

Famine. In North-West Provinces July mortality highest in Jalaun 4·39, Lucknow 4·89, Hardoi 4·37, Azamgarh 3·89, elsewhere practically normal. In Central Provinces July mortality highest in Mandla 16·4 or, excluding cholera, 14·3, Bilaspur 9·92 or 9·45, Balaghat 8·81 or 8·54, Saugor 8·26 or 8·04, Seoni 8·28 or 8·05, Betul 7·45 or 6·44, Raipur 7·16 or 6·28, Nimar 5·60 or 5·29, Bhandara 5·48 or 4·64, Damoh 4·57 or 4·46, Chindwara 4·46 or 3·77.

Total number of deaths during the month 65,971, including 5,281 deaths from cholera. In Bombay highest mortality in Sholapur 7·72, Poona 10·1, Ahmednagar 6·86, Nasik 6·54, Satara 5·52, Bijapur 5·25 ; excess due principally to cholera. In all Behar districts July death-rate below normal. In Punjab death-rate below normal, except in Hissar. Madras return not received.

From Viceroy, 3rd September 1897.

Famine. Ample rain continues to fall in Bengal (Deltaic and Central), Behar, Central Provinces, North-West Provinces and Oudh, Punjab, Rajputana, Berar, Central India, Lower Burma. Harvest prospects excellent for autumnal crops. Good rain has fallen also in Madras, Hyderabad, North-West Provinces (West) and Punjab (Central), and prospects have improved there. Rain still insufficient in parts of Bombay Deccan. Prices falling in Bengal, easier elsewhere ; maize in Darbhanga 13 seers per rupee. On relief :—Madras 593,000, Bombay 436,000, Bengal 336,000, North-West Provinces and Oudh 398,000, Punjab 18,000, Central Provinces 568,000, Burma 21,000, Berar 10,000, Hyderabad 21,000, Central India 49,000, Rajputana 6,000 ; total 2,457,000.

From Viceroy, 13th September 1897.

Famine monthly telegram. Relief figures for each province as follows :— Madras has in seven districts 157 relief works with 346,133 workers and 17,393 dependants, also 56,617 weavers employed in weaving and 114,289 on gratuitous relief, one poor-house with 58 inmates : also six intermediate works in two districts, with 158 workers ; affected and distressed area 22,900 square miles, population 4,611,000. Bombay in nine districts has 79 small and large works with 320,982 workers and 70,079 dependants, 35 poor-houses with 3,484 inmates, on gratuitous relief 78,328 ; distressed area 42,700 square miles, population 6,744,000 : also five test works with 221 workers in one district ; affected area 900 square miles, population 263,000. Bengal has 141 works with 32,098 workers and 279 dependants, 340 poor-houses and kitchens with 42,774 inmates, on gratuitous relief 146,007 ; distressed area 14,200 square miles, population 8,877,000 : also two test works with 41 workers in one district. Relief works closed in five districts. North-West Provinces and Oudh have in 17 districts 14 works with 13,236 workers and 2,539 dependants, 74 poor-houses with 16,914 inmates, besides 346,073 on gratuitous relief ; distressed area 38,500 square miles, population 17,555,000 ; no test works open : also in 19 districts 35 poor-houses with 4,575 inmates, besides 39,167 on gratuitous relief ; affected area 27,900 square miles, population 15,955,000. Punjab has in two districts seven works with 4,807 workers and 1,164 dependants, four poor-houses with 803 inmates, besides 7,061 on gratuitous relief ; distressed area 3,700 square miles, population 544,000. Relief works closed except in Hissar. Central Provinces have in 18 districts 175 works with 238,184 workers and 39,857 dependants, 58 poor-houses with 38,833 inmates, besides 242,487 on gratuitous relief ; distressed area 52,400 square miles, population 6,541,000 : also two test works in one district with 169 workers. Burma has in two districts two works with 15,665 workers and 3,725 dependants, besides 1,455 on gratuitous relief ; distressed area 4,900 square miles, population 527,000. Berar has 13 works with 2,626 workers and 115 dependants, 17 poor-houses with 2,029 inmates, besides 4,519 on gratuitous relief ; distressed area 13,900 square miles, population 1,972,000. Including Native States, numbers on relief are 2,286,812, against 3,146,008 last month. Rain sufficient during the month, and excellent everywhere except in parts of Deccan and Upper Burma ; lately good rain has fallen there also, and prospects much improved, especially in Madras, but the prolonged drought has injured early crops and forced up prices there. Millet is 7 seers per rupee in Poona, 9½ in Kurnool. With these exceptions, autumn harvest will be good everywhere. Early rain crops being harvested in Bengal. The great winter rice crop promises well, and prices easier in Upper

India. In Bengal new rice is 10 to 12 seers, maize 15. In North-West Provinces and Oudh and Punjab wheat is 9 to 11; new maize and millets, prices much cheaper. In Central Provinces harvest will be late, and wheat and rice are still 7 to 9 seers. Relief should close in Punjab, Bengal, North-West Provinces and Oudh this month. In Central Provinces condition of poorest classes in the most distressed districts not improved, and relief still extending. In Madras relief rapidly contracting. In Bombay, through the prolonged drought and reduced condition of people in the worst tracts, numbers on relief still increasing. In Central India, general prospects continue to be on the whole favourable, crop prospects good generally, distress abating, relief works about to be closed, prospects good. In Rajputana and Ajmere relief works closed, though gratuitous relief continues on small scale in five States. Prospects have improved in Hyderabad through good rain, though numbers on relief are higher.

From Viceroy, 17th September 1897.

Famine. Rainfall good during week in affected tracts, Madras and Bombay, and agricultural prospects continue to improve there. In Upper Burma more rain is still wanted. Elsewhere sufficient rain has fallen, and autumn harvest promises well. Winter rice crop prospects good in Bengal and Behar. Lands everywhere in course of preparation for cold weather sowings. Prices falling in Bengal, rice being from 8 to 12 seers. Staple grains are from 9 to 12 seers in Upper India, and common autumn grains still cheaper in villages. In Central Provinces prices lower by one seer. Prices have fallen in Madras also. Prices continue high in Bombay, ranging from 6½ to 9 seers. On relief: Madras 427,000, Bombay 473,000, Bengal 149,000, North-West Provinces 304,000, Punjab 6,000, Central Provinces 604,000, Burma 18,000, Berar 9,000, Hyderabad 18,000, Central India 36,000, Rajputana 6,000; total, 2,050,000. Decrease of 237,000 on last week.

From Viceroy, 24th September 1897.

Famine. Sufficient rain has fallen during the week in Bengal, North-West Provinces and Oudh, Central Provinces and south-east Punjab, and prospects continue good. In Upper Burma, Madras and Bombay Deccan, Hyderabad, rainfall has been fairly general; outlook improving. Madras hopes to close relief at the end of next month. By that date relief is expected to have closed everywhere except in Central Provinces, Bombay, Upper Burma, provided prices fall; they are yielding in Bengal, North-West Provinces and Oudh, but elsewhere little change; from 7 to 9 seers prevails in Bombay Deccan and Central Provinces, and still higher rate in Hyderabad. On relief:—Madras 354,000, Bombay 465,000, Bengal 92,000, North-West Provinces and Oudh 242,000, Punjab 5,000, Central Provinces 614,000, Burma 18,000, Berar 7,000, Hyderabad 23,000, Central India 27,000, Rajputana 6,000; total 1,852,000; decrease 198,000.

From Viceroy, 30th September 1897.

Famine. North-Western Provinces and Oudh:—August mortality highest Hamirpur 6·6, Jalaun 6·2, Lucknow 6·0, Azamgarh 5·0, Benares 4·9, Mirzapur 4·6, Jhansi 4·4, Gorakpur 4·1. Malarial fever very prevalent. Central Provinces:—August death rate 8·35; rate highest Mandla 16·6, Bilaspur 12·5, Seoni 12·3, Balaghat and Betul 11·7, Saugor 11·6. Fevers, dysentery, diarrhœa very prevalent. Heavy rain has told on people weakened by long continued scarcity, especially among those who maintained themselves under much privation without going to relief works. Most strenuous efforts have been made to extend village relief and multiply kitchens. Bengal:—Death rate high, in Palamau 6·4,

Hazaribagh 10·5, Lohardaga 12·0, owing to cholera. Bombay :—Mortality high in Ahmednagar 7·1, Khandesh 7·3, Nasik 8·0, Poona 7·18, due principally to cholera. Berar :—Mortality also high, being 11·2 Akola, 8·0 Amraoti, due in part to cholera.

From Viceroy, 1st October 1897.

Famine. In Southern India rainfall still good and prospects are favourable now in Madras, Bombay. Moderate rain continues Central Provinces, Bengal, Upper India, ensuring sowing of winter crops. Prices falling slowly. On relief: —Madras 258,000, Bombay 424,000, Bengal 41,000, North-West Provinces and Oudh 206,000, Punjab 6,000, Central Provinces 628,000, Burma 17,000, Berar 6,000, Hyderabad 24,000, Central India 32,000, Rajputana 4,000; total 1,647,000. Decrease 205,000.

From Viceroy, 11th October 1897.

Famine monthly telegram. Relief figures for each province as follows :— Madras has in six districts 99 relief works with 92,942 workers and 8,477 dependants, also 30,862 weavers employed in weaving and 39,484 on gratuitous relief; also one intermediate work in one district with 67 workers ; affected and distressed area 19,100 square miles, population 3,112,000. All relief operations have been closed in Vizagapatam. Bombay, in nine districts, has 70 small and large works with 206,157 workers and 50,185 dependants, 38 poor-houses with 3,827 inmates, on gratuitous relief 89,429 ; distressed area 42,900 square miles. population 6,866,000 ; also four test works with 287 workers, besides 2,724 on gratuitous relief in two districts ; affected area 2,500 square miles, population 360,000. Bengal has 34 works with 9,410 workers, 45 poor-houses and kitchens with 3,976 inmates, on gratuitous relief 4,290 ; distressed area 4,400 square miles, population 1,476,000. Relief works closed in all districts except four. North-West Provinces and Oudh relief works closed ; 24 poor-houses with 4,338 inmates, besides 149,729 on gratuitous relief, including 45,263 from charitable fund in 16 districts ; affected area 35,000 square miles, population 14,323,000 ; also in four districts six poor-houses with 679 inmates, besides 13,591 on gratuitous relief, including 2,470 from charitable fund ; affected area 4,300 square miles, population 2,318,000. Punjab relief works closed ; 844 on gratuitous relief. Central Provinces have in 18 districts 174 works, with 240,062 workers and 34,918 dependants, 57 poor-houses with 30,837 inmates, besides 315,543 on gratuitous relief ; distressed area 52,400 square miles, population 6,541,000 ; also one test work in one district, with 93 workers. Burma has in three districts four works with 14,061 workers and 2,961 dependants, besides 1,038 on gratuitous relief ; distressed area 4,900 square miles, population 527,000. Berar has 14 works with 2,122 workers, 72 poor-houses with 2,445 inmates, besides 3,154 on gratuitous relief ; distressed area 12,800 square miles, population 2,056,000. Including Native States, numbers on relief are 1,381,297 against 2,286,812 last month. During past month there has been excellent rain everywhere. Heavy rain has fallen during past week in Madras and the greater portion of Bombay, and good rain has fallen in most districts of Bengal and North-West Provinces and Oudh and Central Provinces (East). Early autumn crops reported to be above average in Bengal, Central Provinces, North-West Provinces, and Oudh. Late rice crop in Bengal and Chhattisgarh plain now safe, and winter sowings will be made generally under excellent conditions. In Bombay, Madras, prospects good now and late crop sowings being extensively made. Prices falling everywhere ; jowar in Bellary 14 seers, in Bijapur 11, rice in Behar between 10 and 13, Indian corn 19 seers, wheat and rice 9 seers at Jubbulpore. In Rangoon rice fallen heavily. Relief practically closed in Bengal, North-West Provinces and Oudh, Punjab, and should close soon in Madras, Bombay. In Central Provinces numbers on gratuitous relief increasing still, as in worst districts condition of low caste labourers and aboriginal tribes has required extension of village relief and kitchens. Condition of

people improving in districts of Central Provinces, in other provinces condition of people good or fair. Throughout Central India autumn crops very good. Most relief works closed and famine practically over in Rajputana. Prospects excellent generally. Prices falling, gratuitous relief ceased, except in two States. In Hyderabad prospects good. Prices still very high, though falling slightly. About 27,000 still on relief.

From Viceroy, 15th October 1897.

Famine. Prospects continue favourable in Bengal. Winter rice crop is estimated at 17 annas, namely above average crop in first forecast. Burma rice crops will be large also; sowings for winter crops progressing. Prices falling slowly. In Madras cholum 13 to 17 seers, in Bombay 9 to 12, in Punjab wheat 10 to 13, staple grain North-Western Provinces and Oudh 10 to 15, Central Provinces 8 to 11. On relief:—Madras 108,000, Bombay 278,000, Bengal 15,000, North-Western Provinces and Oudh 82,000, Central Provinces 618,000, Burma 11,000, Berar 7,000, Hyderabad 21,000, Central India 25,000, Punjab and Rajputana 1,000; total 1,166,000. Decrease 215,000.

From Viceroy, 22nd October 1897.

Famine. Relief virtually closed in North-West Provinces and Oudh, also in Punjab, Rajputana, and Bengal except in Manbhum district. Relief works will close in Meiktila and Myingyan districts, Upper Burma, by 15th November next. Prospects continue favourable, but prices continue high. On relief:—Madras 74,000, Bombay 214,000, Bengal 12,000, North-West Provinces and Oudh 12,000, Central Provinces 562,000, Burma 11,000, Berar 4,000, Hyderabad 16,000, Central India 22,000; total, 928,000. Decrease 237,000.

From Viceroy, 28th October 1897.

Famine. In North-West Provinces and Oudh, September mortality highest in Agra 7·7, Hamirpur 8·9, Jhansi 5·1, Jalaun 9·3, Lucknow 5·2, Pilibhit 5·1; in twelve other districts between 4 and 5 per thousand: malarial fever is prevalent. In Central Provinces, highest in Saugor 11·3, Mandla 11·5, Balaghat 10·0, Bilaspur 11·0, Betul 12·2; in eight other districts between 7 and 9, and in four others between 5 and 7 per thousand: malarial fever very prevalent, affecting well-to-do as well as poor. In Bombay, highest mortality in Nasik 6·5, Khandesh 6·4, Satara 5·3, Poona 5·1, Ahmednagar 5·0: apparently due to fever. In Berar, highest in Akola 10·0, Amraoti 8·7, Buldana 11·5: cause not explained. In Punjab, high in Hissar 5·3: due to fever. Normal in Bengal and Madras, except in districts where cholera prevalent.

From Viceroy, 30th October 1897.

Famine. Prospects continue favourable generally. Spring sowings being actively prosecuted in all provinces. Prices continue very high in Bombay Presidency, but elsewhere prices falling slowly. In Central Provinces, staple grains range from 8 to 11½ seers. On relief:—Madras 37,000, Bombay 148,000, Bengal 13,000, North-West Provinces and Oudh 9,000, Central Provinces 513,000, Burma 13,000, Berar 1,000, Hyderabad 10,000, Central India 18,000: total, 762,000. Decrease 166,000.

From Viceroy, 6th November 1897.

Famine. In Madras relief works will now close. In Bombay will be closed after 15th November, save in exceptional localities, In Central Provinces will be closed this month except in worst districts. Some gratuitous relief may be needed for some weeks in Bombay and Madras and will continue on considerable scale in Central Provinces until end of December. Prospects generally good though fall in prices slow. On relief:—Madras 23,000, Bombay 108,000, Central Provinces 448,000, Burma 12,000, Hyderabad 9,000, Central India 17,000; total, 618,000. Decrease 144,000.

From Viceroy, 12th November 1897.

Famine. Prospects continue favourable generally, though more rain is urgently wanted in Madras. Spring sowings in progress everywhere. Autumn harvest commenced. All relief works closed in Madras, Bengal, North-West Provinces, Punjab, Hyderabad, Rajputana; in Central Provinces virtually closed in Jubbulpore division and Nerbudda valley. Prices continue to fall in Bengal, North-West Provinces, Central Provinces; elsewhere no material change in prices. On relief:—Madras 3,000, Bombay 59,000, Central Provinces 359,000, Burma 12,000, Hyderabad 6,000, Central India 14,000, total 452,000; decrease 165,000.

From Viceroy, 19th November 1897.

Famine. General prospects are favourable, but prolonged delay in establishment of north-east monsoon causes anxiety in Madras. Spring sowings progressing satisfactorily, and seed germinating well. Autumn harvest approaching completion in some provinces. Central Provinces reports good out-turns. Prices are rising in Madras and parts of Punjab, but prices continue to fall in Bengal, North-West Provinces, Central Provinces, Burma, Central India and Rajputana. On relief:—Madras 1,000, Burma 59,000, Central Provinces 269,000, Burma 8,000, Hyderabad 3,000, Central India 6,000; total 347,000.

From Viceroy, 22nd November 1897.

In despatch by next mail we propose appointment of small commission on precedent of 1878 to formulate results of experience gained in recent famine. We believe that relief operations generally have been conspicuously successful, but degree of success, especially as regards economy, has varied in various provinces. Broad principles of relief prescribed by Commission of 1878 have been adhered to; but detailed provisions of Famine Code have been departed from in not unimportant respects, and on different lines in different provinces. It is important to collate for future guidance results of different methods thus employed, while facts are fresh. Scope of inquiry will be far narrower than in 1878. No reconsideration of general principles required; but details of relief scheme, upon which effective relief at minimum cost depends, need revision. We propose following heads of inquiry:—1st, divergence in practice and departure from codes in various provinces; 2nd, varying degree of success in relieving distress and saving life at minimum cost; 3rd, most effective and economical method of working; 4th, recommendations or opinions likely to prove useful in future famines. We would suggest retired Indian official of high position as president, and one member, perhaps medical, appointed by you in England; and an Indian civilian, an engineer, and a native gentleman of high position selected by us in

India. Inquiry will last at least for four months, and should begin by the middle of January at the latest, or earlier if it be desired by you—though, if much earlier, preliminary collection of information may be incomplete. Please telegraph approval, and probable date of meeting.

From Viceroy, 26th November 1897.

Famine. Failure of north-east monsoon causes much anxiety in Carnatic, Deccan and adjoining districts of Madras. More rain is wanted also in some districts of Bombay. Elsewhere agricultural prospects are favourable generally. Out-turns of autumn harvest good in Central Provinces, middling to fair in Madras. Spring sowings in progress; where completed young crops promise well. Prices continue to fall in most provinces, but continue high in Punjab, and risen smartly in some districts of Madras. On relief:—Bombay 28,000, Central Provinces 211,000, Burma 7,000, Central India 6,000; total 252,000.

From Secretary of State, 30th November 1897.

Your telegram, dated 22nd November. I agree to your proposals regarding Famine Commission, which will be appointed by Viceroy as in 1879. I concur that main principles of famine administration are already settled, and I approve subjects of reference. I have selected Sir James Lyall as President, and Dr. Richardson as Medical Member. They can reach Calcutta about 7th January. Other members and secretary will be selected by you.

From Viceroy, 2nd December 1897.

Famine. In North-West Provinces, October mortality highest in Bareilly 12·8, Agra 12·3, Pilibhit 10·7, Hamirpur 9·8, Jalaun 9·7, Etawah 8·8, Muttra 8·3, Moradabad 7·2, Cawnpore 6·5, Etah 6.0; in fifteen other districts between 4 and 6 per mille. Increased mortality not explained, but explanation called for. In Central Provinces, highest in Bilaspur 11·4, Wardha 9·3, Saugor, Betul, Raipur 8·2, Mandla 8·0; in nine other districts between 5 and 7. Satisfactory improvement in Central Provinces. Rate for whole Provinces fallen from 8·30 to 7·22 per mille. Fever epidemic continued, however, throughout the greater part of October. In Bombay, highest mortality in Satara 6·7, Poona 5·2, Sholapur 5·2, Nasik 5·1. Plague very prevalent Satara. In Berar, highest in Amraoti 7·1, Akola 6·3. For Punjab, figures incomplete. Death-rate high still in Hissar, mainly on account of fever, but is steadily improving. In Bengal, death-rate below normal. Madras and Burma reports not received.

From Viceroy, 3rd December 1897.

Famine. Fair rain has fallen in some districts of Madras; prospects brighter, though in parts outlook not encouraging. Rain is wanted also in Bombay Deccan. Prospects continue favourable generally elsewhere. Harvest completed in Bombay, North-West Provinces, Punjab; spring sowings nearly completed, seedlings thriving. Prices falling still in Central Provinces, North-West Provinces, Central India; but risen sharply in some Madras districts. On relief:—Bombay 18,700, Central Provinces 170,900, Central India 5,800; total 195,400, of whom 169,700 are on gratuitous relief.

From Viceroy, 10th December 1897.

Famine. Rain somewhat improved situation in Madras, but prospects not yet assured; more rain is urgently wanted, particularly in Circars and Deccan, as well as in Bombay Deccan. Elsewhere prospects continue favourable. Prices easier somewhat in Madras, continue high in Punjab, elsewhere continue to fall. On relief:—Bombay 21,600, Central Provinces 114,700, Central India 4,600; total 141,200, of whom 118,400 are on gratuitous relief.

From Viceroy, 17th December 1897.

Famine. There is no improvement in Madras, where dry crops generally and wet crops suffering in parts. Rain is wanted also in Bombay Deccan and Carnatic and Hyderabad. General rain in Punjab has benefited spring crops. Prospects of spring crops continue generally favourable everywhere. Prices falling slightly or stationary. On relief:—Madras 400, Bombay 20,400, Central Provinces 63,300, Central India 3,000; total 87,100, of whom 66,800 are on gratuitous relief.

From Viceroy, 24th December 1897.

Famine. Position generally unaltered. Prices falling slowly. Still on relief:—Madras 1,000, Bombay 21,600, Central Provinces 23,600, Central India 2,800; total 49,000, of whom 27,100 are on gratuitous relief.

From Viceroy, 31st December 1897.

Famine. Fair rain has fallen in parts of South Carnatic and Tanjore. Agricultural position generally unaltered. Prices continue to fall slowly. On relief:—Madras 1,900, Bombay 22,300, Central Provinces 13,100; total 37,300, of whom 17,100 are on gratuitous relief.

From Viceroy, 7th January 1898.

Famine. Fair rain has fallen in four districts of Madras, but more rain is needed in that Presidency. Agricultural position unaltered. Prices are generally stationary. On relief:—Madras 2,300, Bombay 19,400, Central Provinces 6,000; total 27,700, of whom 8,300 are on gratuitous relief.

From Viceroy, 10th January 1898.

Famine. In North-West Provinces November mortality highest in Bareilly 11·5, Agra 9·2, Pilibhit 8, Muttra 7·7, Etawah 7·4, Jalaun 6·9, Hamirpur 6·6, Etah 6·2, Moradabad 6, in fifteen other districts between 4 and 6 per mille. Malaria of virulent type reported to have been prevalent in October. In Central Provinces highest in Wardha and Bilaspur 6·5, Bhandara 6·3, Raipur 6.1, Saugor and in eight other districts between 4 and 5. Every district shows a lower rate than in October, and rate for whole Provinces fallen from 7·22 to 5·28 per mille. In Bombay mortality highest in Satara 5·2, Poona 5·1, Sholapur 4·9.

From Viceroy, 14th January 1898.

Famine. Rain is urgently needed in Madras and Northern India generally. Agricultural position generally unaltered elsewhere. Prices are generally stationary, though very high in parts of Madras. On relief:—Madras 3,200, Bombay 12,800, Central Provinces 1,700; total 17,700, of whom 3,900 are on gratuitous relief.

From Viceroy, 21st January 1898.

Famine. Good rain has fallen in two districts of Madras, and eight local showers in five others. Agricultural position generally unaltered elsewhere. Prices continue high in Madras. They are generally stationary elsewhere, or falling. On relief:—Madras has not been reported, Bombay 12,700, Central Provinces 1,500; total 14,200, of whom 3,400 are on gratuitous relief.

From Viceroy, 28th January 1898.

Famine. Light showers in two districts of Madras. Fair rain has fallen in some districts of Punjab. Agricultural position generally unaltered. Prices continue high in Madras; elsewhere prices are generally stationary. On relief:—Madras 6,700, Bombay 12,100, Central Provinces 800; total 19,600, of whom 3,100 are on gratuitous relief.

From Viceroy, 3rd February 1898.

Famine. In North-West Provinces December mortality highest in Bareilly 6·6, Mainpuri 6·2, Pilibhit 6, Agra 5·9, Muttra and Jalaun 5; in ten other districts between 4 and 5 per thousand. In Central Provinces highest in Bilaspur 4·8, Wardha 4·6, Balaghat 4·1, Saugor 4; in ten other districts between 3 and 4. December death-rate lower than at any period since beginning of famine, and rate for whole provinces fallen from 5·28 to 3·70 per thousand. In Bombay mortality highest in Sholapur 4·3.

From Viceroy, 9th February 1898.

Famine. In Madras, December death rate highest in Vizagapatam 3·2; mortality there risen since November, but still substantially lower than in October. In no other affected district does rate exceed 2·4.

From Viceroy, 4th February 1898.

Famine. Light scattered showers in some southern districts of Madras, and general rain over Bengal proper and North Behar. Rain has fallen also in many sub-montane districts of North-West Provinces and Oude, and fair rain has fallen in some Punjab districts. More rain is wanted, however, in all these provinces, as well as in parts of Central Provinces, Central India and Rajputana, where crops have suffered from lack of usual winter rainfall. Otherwise agricultural position generally unaltered. Prices continue high in Madras; prices are generally satisfactory elsewhere. On relief:—Madras 4,800, Bombay 11,800, Central Provinces 600; total 17,200, of whom 3,400 are on gratuitous relief.

From Viceroy, 11th February 1898.

Famine. Latest agricultural reports show general rain in Behar and North Bengal, slight showers in other parts of province. There has been light rain also in most districts of North-West Provinces, in four districts of Central Provinces, and two of Punjab. Subsequently to these reports rain has fallen over the greater part of Northern and Central India and in parts of Madras, and prospects have improved generally. Prices continue high in Madras; elsewhere, they are generally stationary. On relief:—Madras not yet reported, Bombay 12,700, Central Provinces 400; total 13,100, of whom 4,200 are on gratuitous relief.

From Viceroy, 18th February 1898.

Famine. This week's agricultural reports show general rain throughout Bombay, Bengal, North-West Provinces, Punjab, Central Provinces, Hyderabad, Rajputana and Central India; also heavy local storms and scattered showers in several districts of Madras. Rain has everywhere benefited crops, and prospects have improved. Subsequently rain also reported from parts of North-West Provinces, Punjab, Rajputana, and few places in peninsula. Prices are slightly easier in Madras, and elsewhere show a tendency to fall. On relief:—Madras not reported, Bombay 12,700, Central Provinces 300; total 13,000, of whom 4,400 are on gratuitous relief.

From Viceroy, 25th February 1898.

Famine. Rain has fallen throughout Punjab, and slight rain in parts of Bengal, two districts of Central Provinces, and western sub-montane and hill districts of North-West Provinces and Oudh. In Madras, good showers in four districts and slight showers in other districts. Crop prospects excellent in Punjab, good in North-West Provinces and Bengal, fair in Central India, poor in some parts of Bombay and Madras. In Madras, improvement reported in three districts affected by shortness of north-east monsoon. Prices are slightly easier in Madras, and elsewhere stationary or falling. On relief:—Madras 6,700, Bombay 12,300, Central Provinces 300; total 19,300, of whom 4,400 are on gratuitous relief.

From Viceroy, 4th March 1898.

Famine. This week's agricultural reports show no rain of any importance. Spring harvest prospects continue favourable generally everywhere, except in Madras, where they are middling. In Central Provinces wheat is expected to yield three-fourths of full average, and linseed little below normal. Prices are slightly easier in Madras, and stationary elsewhere or falling, fall being noticeably large in Central Provinces. On relief:—Madras 7,100, Bombay 11,700, Central Provinces 200; total 19,000, of whom 4,100 are on gratuitous relief.

CENTRAL PROVINCES.

No. C.-1129 (A.), dated Pachmarhi, the 16th June 1897.

From—M. W. Fox Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, To—The Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to submit, for the information of the Government of India consolidated monthly statements A and B for May as prescribed by Section 16 IV.-VII. of the Central Provinces Famine Code. The usual memoranda by the Commissioners of Divisions and famine maps are also forwarded.

2. The total number of persons on relief rose during the month from 540,055 to 702,999, an increase of no less than 30 per cent. The increase is common to all the divisions, but is most marked in the Nagpur Division where it amounts to 93 per cent. on relief works, and 42 per cent. on gratuitous relief. The temporary relief given by the rabi harvest and the mohwa crop was exhausted long before the end of the month, prices rose steadily, and the area of distress necessarily widened.

It was anticipated, in the forecast submitted with my letter No. 1934, dated the 8th April, 1897, that the lack of other employment would bring on the works many people not in severe distress, and that the numbers would in this month rise to their maximum. That forecast, indeed, put the numbers far below the figure they have actually attained. In some districts, notably the rice districts of Chhattisgarh, Balaghat and Bhandara, the growth of distress has much exceeded the expectations entertained in March last; and, generally speaking, it may be said that sufficient allowance was not made for the numbers of people likely to resort to the works, not from absolute necessity, but as a convenient means of making a little money during the slackest season of the agricultural year It has been clear for some time that we have large numbers of such people on our works, and measures were concerted during the month to ensure the return of as many of them as possible to their fields on the approach of the monsoon. The reports show, indeed, that the desertion of the works for field labour had already begun in some districts, notably in Jubbulpore, before the end of the month. Wherever the condition of the workers was such as to make the experiment a safe one, the process was hastened by the substitution for task work of the intermediate or gang piece-work system, the introduction of which on any work has been invariably followed by wholesale desertions. The really needy return after a few days, while those who have saved a little money on task work, and perhaps have small stocks in their homes, disappear altogether. On some works again desertions have resulted from outbreaks of cholera. The combating of these outbreaks has added much to the labours and anxieties of district and departmental officers, and it is owing to their untiring exertions that confidence has in nearly every case been rapidly restored, and that, although the disease was severe and widespread in several districts, it has never attained serious proportions on the works.

3. The condition of the labourers on relief works has been steadily improving from month to month, and is now everywhere reported to be good. Exceptional cases of emaciated persons are of course met with, and wherever piece-work has been started the precaution has been taken of retaining in the "charge" an "infirm gang" of task workers, or of drafting the weakly labourers to the nearest task work. The proportion of such persons is still naturally somewhat larger in those districts which have suffered most severely, and to this may, in part, be due the differences in classification of workers (B and D) noticed in your letter No. 2233-F.—26-20, dated the 8th June 1897. There is, however, another cause. An examination of the figures in detail has shown that there is some want of uniformity in the methods of classification followed, but, speaking generally, only those workers are classed as B workers who do the actual work by which the task of the gang is measured, *i.e.*, the diggers (in earthwork) or the breakers (in stone breaking). Carriers and other miscellaneous workers are all classed as D workers. Consequently the proportions must vary with the nature of the

work, and where stone breaking is not available the proportion of D workers must be large. Allowing, however, for both these causes, there still remain differences which require further explanation, and it must be admitted that the same degree of success in enforcing tasks has not been attained everywhere. Where, as in Raipur, the rush to the works was sudden and unexpected, and for a time outstripped the provision of establishment, the difficulties in the way of enforcing discipline from the outset were very great. The exaction of a proper task is a matter to which the Chief Engineer's attention is constantly directed, and the outturn of work has steadily improved.

Programmes of work to be carried out during the monsoon months were drawn up during the month for all districts, and the Public Works Department have been busily engaged in providing the necessary shelter for relief workers and for the supervising staff.

4. Large as are the numbers ($6\frac{1}{2}$ per cent. of the whole population of the province) now in receipt of Government relief, they yet do not by any means represent the full number who are being maintained by public and private enterprise and charity. Of the ten lakhs provided by the Government of India for Famine Loans Rs. 253,000 were advanced in April and Rs. 324,000 in May, and the attached statement shows that the number of persons on such works in the eleven districts for which figures are available was no less than Rs. 141,817. Nearly half the total amount of Rs. 577,000 was distributed in four other districts from which no returns have been received, so that it is probable that the total number on these works did not fall short of two lakhs. Much useful work is being done, and the District officers appear to have been everywhere successful in insisting on the payment of a sufficient wage. Besides these 24,041 persons were employed on the Saugor-Katni Railway in the Jubbulpore Division, and 1,311 on the Dhamtari tramway in Raipur, while 18,065 were employed on private works, chiefly in the Bilaspur district.

The District Charitable Relief Committees are everywhere hard at work. The bulk of the funds allotted have been reserved for the provision of seed-grain and cattle to destitute agriculturists, but a considerable number of persons (the exact figures are not available) have been relieved by the provision of cheap clothing or (in the case of the respectable classes who will not resort to relief works or poor-houses) by gifts of money or food. It will also be observed from column 13 of Statement B that over four lakhs had been distributed before the end of May out of the ten lakhs provided for Agriculturists Loans.

5. The increase in the numbers gratuitously relieved has been mainly due to the extension of village relief. Dependants on relief works have, of course, increased with the increase of workers, but constant efforts are made to reduce the proportion. The kitchen system, under which all dependants are collected and fed, instead of being paid, has been worked with much success in the Nerbudda Division, and the introduction of piece-work has resulted in a further reduction in dependants. The poor-house population has generally decreased, except in Saugor and in Chhattisgarh. In Saugor the increasing numbers in the head-quarters poor-house are coincident with an extremely small number of deaths, 18 out of a population of 2,103. This points to a generally good condition of the paupers, and to laxity in drafting to relief works those who are fit for work. The Deputy Commissioner has had his attention specially drawn to this fault in his administration. In Bilaspur the latest reports show that the condition of people seeking for poor-house relief is less satisfactory, but even here the Chief Commissioner thinks that judicious drafting, either to works or to village relief, might sensibly reduce the numbers, and the Commissioner has been asked to give the matter his careful attention.

6. The machinery of relief being so complete it might have been hoped that the effect on the condition of the people would have been more apparent in the returns and that the death-rates for May would have shown a decided improvement over those for previous months. This, however, is unfortunately not the case. The figures are incomplete. They will be examined in detail when the special mortality return for May is received from the Administrative Medical Officer. Meanwhile column 16 of Statement A has been left blank, since it is evident from the divisional reports that the figures cannot be accepted without further scrutiny.

Column 15 shows very high death-rates in Balaghat, Hoshangabad, Narsinghpur and Raipur. In all of these districts cholera was very destructive. If the deaths from cholera be eliminated, the rate falls in Balaghat from 72·60 to 61·08, in Hoshangabad from 93·1 to 59·5, in Raipur from 91·08 to 51·60, and doubtless there would be a similar fall in Narsinghpur, were the figures showing deaths from cholera available. Moreover it is probable that many of the deaths assigned to bowel complaints were really caused by cholera. The Deputy Commissioner of Hoshangabad remarks on this point as follows:—

"There is serious reason to doubt the accuracy of their (the police) diagnosis between cases of cholera and other bowel complaints. In some outpost circles the total number of deaths from cholera returned from the police station houses is considerably less than the number reported on the relief works in that circle, showing clearly the inaccuracy of the statistics. While, therefore, I think the death-rate of 93·1 per mille for the district from all causes may be accepted as correct, I do not think any great weight can be placed on the death-rate of 59·5 per mille excluding deaths from epidemics."

Mr. Crump has been constantly on tour in the distressed area during the month, and his remarks on the condition of the people, which he describes as generally good, are the result of personal observation. The same officer makes the following remarks on the difficulty of drawing any conclusions as to the pressure of distress merely from the mortality returns of particular areas and the rates calculated thereon, and thus of localising the causes of exceptional mortality:—

"Again, the death-rate from circle to circle varies most extraordinarily, and on a careful examination of the figures I find that this is often due to the fact that the death-rate is calculated on the population of the circle according to the census of 1891, whereas in the present year it has been largely increased or decreased by the flow of people to relief-works. Thus last month the Kesla Circle had an extraordinarily high death-rate, and this month, with no epidemic, it has reached a death-rate of 113·5. The next and exactly similar circle, Bordha, has a death-rate of 23·7, which is remarkably low for a tract probably the most highly distressed in the district. The population of Kesla, adopted for the purpose of calculation of the death-rate is 3,909, but throughout the month there has been a relief-work with an average population of 8,178 persons within its limits. Assuming that the whole of the people of the Kesla Circle were on this work the real death-rate per mille would be half of what it appears. Similarly many of the Bordha Circle, also a sparsely peopled tract, are on this work, and the Bordha death-rate thus works out lower than it should."

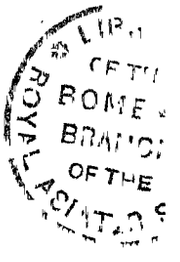
The necessity, referred to in your letter quoted above, for further precautions to secure proper examination of the figures of deaths from starvation for each district, has engaged the Chief Commissioner's attention, and orders are now issuing which it is hoped will result in the exclusion from our returns of deaths which are not clearly due to this cause.

7. The measures, already reported to the Government of India, for securing a sufficient supply of food-stocks in Mandla during the monsoon months are now stated to have been successful, and no further anxiety is felt in this district. The report on the similar action taken in Balaghat, for the Baihar Tahsil has not yet been received, but the weekly returns show that imports are increasing, and that 30,000 maunds of grain have been imported into Baihar during April and May. The Commissioner is now in Balaghat, and has promised to report fully on the matter shortly. Elsewhere food-stocks are reported to be sufficient. Some officers express anxiety as to the supply of seed-grain, but it is hoped that a satisfactory opening of the rains will encourage the malguzars and others to bring out the stores which in many places they are known to be hoarding.

8. The Chief Commissioner has received the expression of the sympathy of the Governor General in Council in the lamentable loss which this Administration has sustained in the death, on the 23rd May 1897, of Mr. H. H. Priest, Commissioner of the Jubbulpore Division, a calamity which was followed, in the course of a few days, by the death of another able and devoted officer, Mr. C. O. Leefe, Executive Engineer of the Eastern Division. The last work of Mr. Priest's life was to visit each district of his division in turn. He had just returned from Saugor, after visiting, in April, Mandla and Damoh, and in May, Seoni. The Chief Commissioner himself went with him through the Jubbulpore rains programme at the end of April, and visited in his company Murwara on the 1st May. In each district he had most carefully considered the arrangements required for the monsoon months, and completed all that could be done in advance. Mr. Lyall trusts that the result will show, as he fully believes that these measures

have been wisely laid out. No pains and thought have been spared in elaborating them. Mr. Galbraith, who submits the report for the Jubbulpore Division for May, only took charge on the 1st June, and his report is interesting as recording the conclusions of a fresh observer; called from a distant field, upon the relief arrangements which experience has gradually led us to adopt in the Central Provinces. It will be seen that his criticisms are generally favourable. Everything, as he points out, depends on the character of the coming monsoon. Should it prove propitious, it may fairly be hoped that before many months are over the distress will gradually begin to melt away. If the case should be otherwise, then indeed the strain upon the resources, not in money only but chiefly in men of the Administration will be very great, and an entirely fresh programme of relief operations with far greater difficulties to encounter than have yet been experienced will be necessary. It is too early yet to judge whether this will probably have to be undertaken, but the contingency will not be overlooked.

9. Mr. Galbraith's remarks on village relief [head (6)] seem to the Chief Commissioner generally judicious. But he overestimates, in Mr. Lyall's opinion, the difficulty of supervision during the rains. This was one of the points specially considered by the Chief Commissioner in conference with the Commissioner and the Deputy Commissioner at Jubbulpore, and Mr. Lyall was assured that each village would continue to be visited either by the Circle Officer or his Assistants at least once a month. The monsoon programmes include provision for this. He also insists too strongly, Mr. Lyall thinks, on the necessity for strictness in the Administration of such relief during the rains. At that time it will be inevitable that employment on Public Works should be restricted. Earthwork is not possible in the rains. Stone breaking is the only form of relief labour available; and this cannot be provided except at a much smaller number of centres than have hitherto been open. Therefore many people will undoubtedly remain in their villages who would, with the more extensive system of works opened to them in the fair season, have gone on Public Works. It will be inevitable that some of these people should fall into a condition in which they will require village relief, and it will be cheaper to afford them such relief gratuitously than to open, under the difficulties occasioned by the rainy season, works for their reception. Besides these, large numbers of cultivators who have now left or are leaving the works for their fields, after they have sown their seed will have to remain in their villages to watch the growing crops, to weed them and tend them, and they cannot be expected to leave them for the works. Their dependants, if not themselves, may during this period need village relief, and it must be given. For these reasons the Chief Commissioner anticipates an increase rather than a decrease in village relief during the rains. This is, of course, quite consistent with a proper vigilance in applying the principles on which that relief is afforded, and it will be the care of the Deputy Commissioners and the Circle Relief Officers to see that these principles are fully carried out.



Monthly Famine Statement A for the five weeks ending Saturday evening the 29th May 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4	Numbers on relief works on last day of month.					Number on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.			Monthly death-rate per mille per annum.	Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Juari.	Wheat.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
JUBBULPORE DIVISION.												(Gram.)			
Jubbulpore	3,948	748	2,853	498	215	9,592	...	45,573	55,380	30,970	8	$10\frac{1}{4}$	$10\frac{1}{4}$	Not reported.	...
Saugor	4,007	592	4,007	592	192	12,893	...	29,516	42,601	20,020	...	$8\frac{1}{4}$	$8\frac{1}{2}$	Do.	...
Damoh	2,831	325	2,000	200	1,072	6,890	...	28,098	36,060	17,963	$6\frac{1}{4}$	9	8	Do.	...
Mandla...	5,056	339	5,056	339	81	917	...	23,000	23,998	8,401	7	$8\frac{1}{2}$	8	Do.	...
Seoni	3,198	371	1,766	200	393	5,302	...	6,670	12,365	4,369	$8\frac{1}{2}$	...	$10\frac{3}{4}$	51·0	...
Total...	19,040	2,375	15,682	1,829	1,953	35,594	...	132,857	170,404	81,723	...	...	...	...	...
NAGPORE DIVISION.															
Nagpur	3,832	758	524	243	289	3,858	...	11,484	15,631	3,425	$8\frac{1}{8}$	$9\frac{3}{4}$	$8\frac{3}{4}$	Not reported.	...
Bhandara	3,968	742	2,350	430	330	8,366	...	22,392	31,088	10,669	$8\frac{5}{16}$	10	$8\frac{5}{16}$	33·84	...
Balaghat	3,164	383	1,500	230	716	8,994	...	31,600	41,310	19,550	$7\frac{1}{2}$	...	$7\frac{1}{2}$	72·60	...
Chanda...	10,749	697	2,052	104	(All private and takavi works.)						$6\frac{9}{16}$	$10\frac{15}{16}$	$8\frac{1}{8}$	34·56	...
Wardha	2,428	400	650	70	70	739	...	3,628	4,437	26	...	$9\frac{1}{2}$	...	40·32	...
Total...	24,141	2,980	7,076	1,077	1,405	21,957	...	69,104	92,466	33,670	...	...	...	...	...
NERBUDDA DIVISION.															
Hoshangabad	4,024	499	3,794	361	1,756	42,440	...	5,240	49,436	12,415	...	$8\frac{3}{8}$	$8\frac{1}{8}$	93·1	...
Narsinghpur	1,916	367	1,916	367	1,072	29,945	...	11,137	42,154	9,998	9	...	$8\frac{1}{2}$	88·8	...
Nimar	3,928	285	3,928	285	3	336	...	3	342	543	7	9	8	56·4	...
Chhindwara	4,630	407	2,549	164	326	14,334	...	940	15,600	4,015	...	9	$9\frac{1}{2}$	27·6	...
Betul	3,824	323	2,868	149	915	12,465	...	1,961	15,341	4,799	...	...	$7\frac{1}{4}$	43·2	..
Total...	18,892	1,912	15,055	1,326	4,072	99,520	...	19,281	122,873	31,770	...	...	...	...	...
CHHATISHGARH DIVISION.												(Gram.)			
Raipur	11,724	1,584	4,027	710	789	20,269	...	53,452	74,510	29,667	$7\frac{1}{2}$	...	9	91·08	...
Bilaspur	8,341	1,164	8,341	1,164	1,139	24,902	...	8,283	34,324	30,240	$8\frac{1}{2}$	8	$8\frac{1}{2}$	Not reported.	...
Sambalpur	4,948	796	228	62	31	198	...	780	1,009	343	$9\frac{1}{4}$	...	9	Do.	...
Total...	25,013	3,544	12,596	1,936	1,959	45,369	...	62,515	109,843	60,250	...	...	...	...	...
GRAND TOTAL ...	87,086	10,811	50,409	6,168	9,389	202,440	...	283,757	495,586	207,413	...	...	...	...	...

Monthly Famine Statement B for the five weeks ending Saturday the 29th May 1897.

[To be submitted to the Government of India within the first-half of the next month.]

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works, (*i.e.*, average daily number for three months).			Number for whom relief can be provided by works remaining on programme on date of report (*i.e.*, average daily number for three months).		Expenditure since April 1st 1897.			Advances since April 1st up to end month under.			Revenue suspended.
		Date of last programme.	On large works, (P. W. D. Schedule A).	Others.	On large works, (P. W. D. Schedule A).	Others.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
JUBBULPORE DIVISION.													
Jubbulpore	93,000	12-5-97	127,556	...	165,000	...	29-5-97	311	96	...	75	5	253
Sangor	42,000	,,	129,000	...	87,200	...	,,	100	45	...	26	...	114
Damoh	40,000	,,	91,511	...	80,600	...	,,	85	29	1	29	186	(259 remitted).
Mandla	27,000	,,	135,556	...	120,000	...	,,	127	9	...	7	20	33
Seoni	26,000	,,	98,222	...	105,400	...	31-5-97	7	8¼	1	7	7	46
Total ...	228,000	...	581,845	...	558,200	...	...	630	187¼	2	144	218	446 (259 remitted).
NAGPUR DIVISION.													
Nagpur	53,000	6-4-97	51,444	...	59,600	...	29-5-97	59	3	...	30	2	...
Bhandara	52,000	,,	46,111	...	60,000	...	,,	81	8	...	103	...	135
Balaghat	53,000	,,	48,768	...	72,200	...	,,	215	18	...	43	80	56 (3 remitted).
Chanda	49,000	,,	47,262	...	125,800	...	,,	...	...	...	82	6	...
Wardha	28,000	,,	7,056	...	18,800	...	,,	15	...	...	...	...	...
Total ...	235,000	...	200,641	...	336,400	...	...	370	29	...	258	88	191 (3 remitted).
NERBUDDA DIVISION.													
Hoshangabad	65,000	21-5-97	162,224	2,400	110,400	...	29-5-97	261	8	13	...	...	430
Narsinghpur	46,000	,,	153,984	...	124,600	...	,,	155	15	...	7	...	426
Nimar	18,000	,,	77,171	...	33,400	...	,,	5	4	2	...	3	...
Chhindwara	29,000	,,	128,327	3,000	147,000	...	,,	78	12	...	20	10	...
Betul	23,000	,,	122,067	...	119,800	...	,,	62	8	...	14	14	...
Total ...	181,000	...	643,773	5,400	535,200	...	...	561	47	15	41	27	856
CHHATTISGARH DIVISION.													
Raipur	89,000	4-12-96	146,228	5,555	162,000	...	29-5-97	292	36	...	106	30	164
Bilaspur	38,000	26-4-97	56,493	23,750	160,200	...	,,	110	65	...	28	43	...
Sambalpur...	56,000	4-12-96	25,778	...	32,400	...	,,	4½	...	½	...	½	...
Total ...	183,000	...	228,559	29,305	354,600	...	...	406½	101	½	134	73½	164
Grand Total ...	827,000	...	1,654,818	34,705	1,784,400	...	...	1,967½	364½	17½	577	419½	1,657 (262 remitted).

Statement showing Number of Persons employed on Private Works.

Division.	Districts.	Numbers employed on					Remarks.
		Railway work.	Court of ward work.	Famine loans work.	Other private works.	Total.	
1.	2.	3.	4.	5.	6.	7.	8.
Jubbulpore	Jubbulpore ...	4,256	...	...	...	4,256	
	Saugor	8,781	19	4,097	...	12,897	
	Damoh	11,004	...	...	...	11,004	
	Mandla	...	...	2,104	1,118	3,222	
	Seoni	...	...	2,612	...	2,612	
Nagpur ...	Nagpur	...	...	5,650	...	5,650	
	Bhandara ...	...	...	11,000	...	11,000	
	Balaghat... ...	...	...	9,264	...	9,264	
	Chanda	...	...	30,362	...	30,362	
	Wardha	...	...	...	...	...	
Nerbudda ...	Hoshangabad ...	...	...	...	...	...	
	Narsinghpur ...	...	...	...	...	...	
	Nimar	...	...	...	...	...	
	Chindwara ...	...	...	2,734	...	2,734	
	Betul	...	...	1,756	...	1,756	
Chhattisgarh	Raipur	1,311	..	33,865	...	35,176	
	Bilaspur	...	3,622	38,373	16,947	58,942	
	Sambalpur ...	...	...	...	...	...	
	TOTAL ...	25,352	3,641	141,817	18,065	188,875	

Summary to accompany Monthly Famine Statements A and B for the districts of the Central Provinces for the Month of May 1897.

JUBBULPORE DIVISION.

1. *Private Relief.*—The chief feature of the month has been the preparations made to ensure the proper distribution of the large sums provided by the Famine Charitable Relief Fund for the fourth object held in view—the supplying of seed-grain and cattle to needy cultivators. Small sums of money have been devoted to the supply of clothing and extra diet as also the support of orphan children; but the large bulk of the allotments has been devoted to the above—the main object. It has been generally concluded that the allotments have not been large enough; but it is also fully admitted that great and substantial benefit will have been conferred on the poorer classes. They have every reason to be peculiarly grateful to those generous persons who have contributed to the Famine Fund. The wants of the Indian famine-stricken cultivators are simply

immense, the catchment area, so to speak, is so large and extended that even the magnificent contribution of over half a million pounds sterling cannot satisfy all wants. Adding on the amounts locally subscribed—and they are *very* trifling—the following are the sums which have been placed at the disposal of the various districts :—

	Rs.
Jubbulpore	291,119
Saugor	200,940
Damoh	345,177
Seoni	37,389
Mandla	103,350
TOTAL ...	977,975

The districts have had then close on ten lakhs handed over to them for distribution—a large sum. It is beyond all doubt that the spreading of such a large amount over the distressed area must do an immense, an incalculable, amount of good. We should be grateful we have had such a large sum to dispose of, thankful in fact that we have received as much as we have.

The district reports show, in fair detail, the methods adopted for the distribution. Lists of deserving tenants have been carefully prepared and prudent steps have been taken to ensure honest payment to those needy persons who are to benefit. Payments had commenced towards the close of the month under report, and I trust that as I write (the 12th June) the whole amount has been transferred to the pockets of the people.

The sums reserved for this fourth object in the various districts were as follows :—

	Rs.
Jubbulpore	246,000
Saugor	180,000
Damoh	300,000
Seoni	23,000
Mandla	100,000
TOTAL ...	849,000

The Damoh figure is not quite accurate. The sum given represents the district requirements, but it is not certain what exact amount has been, or will be, appropriated to this fourth object. As I have already said distribution began towards the close of May, and it has, I hope, been by now completely carried out. It may be noted that in Mandla a sum of Rs. 30,000 (included in the one lakh) has been reserved for the next rabi when it is feared tenants may have no grain-seed to sow in their fields.

2. *Government poor-houses.*—The following table will show the number of poor-houses in the division and the number of inmates on the last Saturday of March, April, and May respectively :—

District.	No. of poor-houses.			No. of inmates.		
	March.	April.	May.	March.	April.	May.
Jubbulpore	5	5	5	2,241	2,715	2,408
Saugor	5	5	5	3,373	3,381	4,598
Damoh	4	4	4	1,146	1,104	1,236
Mandla	2	2	2	499	551	470
Seoni	2	2	2	558	430	465
TOTAL	18	18	18	7,817	8,181	9,177

These figures show a steady increase. In Jubbulpore itself there has been a decrease of some 300 paupers and this has been brought about by drafting inmates on to relief-works as they became fit for labour. The final resultant increase is altogether due to Saugor where there has been a rise of over 1,200. The Deputy Commissioner professes himself unable to explain the increase satisfactorily, but he is inclined to think that poor-house Superintendents do not discharge paupers as soon as they become fit for work. He promises to give the matter continued attention.

3. *Village Relief.*—In Saugor and Damoh there were no relief centres open. The comparative figures for the remaining three districts I now append :—

District.	Not centres.		Relieved gratuitously.		On work		Total.	
	April.	May.	April.	May.	April.	May.	April.	May.
Jubbulpore	17	11	2,065	1,201	10,548	2,740	12,613	3,941
Mandla	17	17	830	919	3,111	3,562	3.941	4,481
Seoni	8	5	143	64	561	354	704	418
Total	42	33	3,038	2,184	14,220	6,656	17,258	8,840

Nine of these centres have been closed, six in Jubbulpore and three in Seoni, as a result the total number of persons relieved has fallen from 17,258 to 8,840. This is satisfactory for, from a working point of view, these centres have not proved a success. In Jubbulpore a further decrease will take place very shortly. Mandla shows an increase—an increase partly due to efforts to finish up work before the rains break and partly to the end of the mohwa season.

(*b*) *Relief of persons in their homes.*—The numbers thus relieved stand thus :—

Jubbulpore	17,064	18,418	+ 1,354
Saugor	9,485	11,174	+ 1,689
Damoh	7,040	10,863	+ 3,823
Seoni	1,500	1,972	+ 472
Mandla	1,011	1,880	+ 869
Total ...	36,100	44,307	+ 8,207

The figures go on increasing and that too in every single district. The total increase comes up to 8,207 and the Damoh district has made the largest contribution to the increase. The figures there have ran up by not far off 4,000. The Deputy Commissioner attributes the increase to the great prevalence of guinea worm and a foot disease known as chakawa and partly to the demoralization of the people, who, finding that the State will support their dependants, refused to do so themselves. None of the reasons given can be called thoroughly satisfactory, and I shall request him to pay continued and considerable attention to this matter.

The Deputy Commissioner of Jubbulpore writes that village relief is in full operation, but has to admit that he expected decrease where he now actually finds increase. He has, he adds, "again issued orders that the village lists are to be carefully scrutinised and the whole system checked."

In Saugor the Deputy Commissioner has little doubt that many more persons are being gratuitously relieved than are really entitled to gratuitous relief. He attributes this fact to the unpopularity of the Public Works Department relief works. On these works, however, he admits considerable improvement has taken place, and he looks for a substantial diminution in the number gratuitously relieved at no distant date.

In Mandla the increase is attributed to :—

(1) the return of wanderers to their homes from the Jubbulpore District ;

(2) the disappearance of forest produce, such as roots and green articles of the vegetable description.

The Deputy Commissioner anticipates still higher figures as distress is on the increase in the district. The number relieved gratuitously is not perhaps excessive for the district, but the Deputy Commissioner seems to forget that forest produce fit for food will rapidly appear with the rains.

The Seoni increase (472) is not perhaps excessive.

The main conclusion as regards this system of relief to be drawn is this. As a system it is liable to very great abuse, while the facilities for abuse are ample. The chances of escaping detection are very great, and it follows that it is a method of relief that should be worked with the most rigid precision, with the most continued and constant supervision. The rainy season. it should be added, must perforce render strict supervision quite impossible save in places on the main arteries of communication, and altogether as a system it should be worked with extreme caution, with great strictness, actual harshness alone being avoided. Where actual debility, old age, or the custom of the country do not forbid a recourse to relief works, all persons should be compelled to go on to such works.

4.—*General character of relief work*—

(*a*) *Public Works Department relief works.*—The number of persons on these works at the end of April and May is shown below :—

District.	Workers.		Dependants.		Total.		
	April.	May.	April.	May.	April.	May.	+ or —
Jubbulpore	39,070	36,033	7,771	7,042	46,841	43,075	—3,766
Saugor	15,168	25,896	1,116	2,750	16,284	28,646	+ 12,362
Damoh	14,279	21,048	2,065	2,917	16,344	23,965	+ 7,621
Mandla	18,131	18,178	4,931	4,800	23,062	22,978	—84
Seoni	9,015	11,024	2,069	1,756	11,084	12,780	+ 1,096
Total ...	95,663	112,179	17,952	19,265	113,615	131,444	+ 17,829

Jubbulpore still continues to show a fall. In April the numbers decreased by nearly two thousand. In May the decrease is not very far off four thousand. This is nearly entirely due to the introduction of piece-work.

Saugor and Damoh show very marked increases. The Saugor figures present some difficulty. In April they suddenly fell by nearly 16,000. In May they have again risen by 12,362. The great decrease in April was ascribed by the Deputy Commissioner to three causes—

(*a*) incorrect, that is to say dishonest, figures in March,

(*b*) the unpopularity of the Public Works Department works due to malpractices and deferred pay,

(*c*) an exodus caused by mohwa picking.

The last cause has ceased to act. There is reason to believe that the steps taken by the District and Public Works Department authorities have removed the blemish referred to in (*a*). It is hoped by the Deputy Commissioner that the unpopularity referred to in (*b*) is disappearing. It may be added that a rise in the number of workers was to be expected as we more nearly approached the rains.

The rise in Damoh may be ascribed to natural causes. The mohwa crop is over and we are now in the very hardest time of the year. The rabi stocks were very low, and what little there was will be required for seed time if it *can* be kept back. As a consequence the distressed tracts must furnish a larger number of relief workers. In Mandla the figures have practically remained unchanged, while in Seoni, in spite of the introduction of the piece-work system on two works, the figures have gone up. The Deputy Commissioner's remarks on these figures are not quite as lucid and explanatory as they might have been.

The number of dependants on the Mandla relief-works is noticeable if the figures of the various districts be subjected to comparison. Those of Mandla appear to be peculiarly high. The number and distribution of charges remained unchanged in Damoh, Mandla, and Seoni. In Saugor two new charges were established. In Jubbulpore the introduction of piece-work effected the change. The four works on the two roads selected had a total number of 12,248 at work in the first week in May. The numbers had fallen to 2,525 by the 29th of the month. The Deputy Commissioner is in no way opposed to the new system; he advocates only its introduction cautiously until at least the rains break. In this I agree with him.

(*b*) *Local relief-works under District Officers.*—The numbers on these works, excluding dependants, at the close of the two months now under comparison, are as overleaf.

I must point out here, to avoid possible further reference, that the figures given by the late Mr. Priest in the last monthly report were inaccurate in the case of Saugor and Seoni. Again, the figures given by the Deputy Commissioner of Seoni in the body of his report are clearly incorrect and do not even agree with the figures given in his own printed statement which he has submitted.

Two districts alone show any noticeable increase, Jubbulpore and Damoh. In Jubbulpore there has been a very considerable change in these works. All are, with two exceptions, new works and in new localities. This renders any rigid comparison of numbers unnecessary. In Damoh the Deputy Commissioner gives the same reasons for the higher figure as he did in accounting for a similar rise on the Public Works Department works. The mohwa crop is over, and the people are passing through the hardest time of the year.

There must be a tendency to rise in nearly every district, for these works are in their nature such as every effort must be made to have them completed before the rains set in.

In Jubbulpore, as I have already stated, the month's works are nearly all fresh ones.

In Saugor one new work was started.

In Damoh one is about to be started.

District.	April.	May.	+ or —
Jubbulpore	14,971	16,607	+ 1,636
Saugor	13,240	13,617	+ 377
Damoh	10,649	15,012	+ 4,363
Mandla	1,779	2,258	+ 479
Seoni	1,538	987	—551
TOTAL	42,177	48,481	+ 6,304

FAMINE LOANS.

The Deputy Commissioner of Jubbulpore does not give his monthly expenditure under this head. He has simply given his total expenditure up to the end of May. It comes to Rs. 95,039. A similar remark applies to Damoh. There the total expenditure amounts to Rs. 29,250.

In Saugor, Mandla, and Seoni the expenditure for the month now under discussion is given. The figures are Rs. 12,855, Rs. 5,025 and Rs. 7,133 respectively.

The relief given on the works carried out by such loans has been considerable. They are carried out in localities closer to the homes of those who come to work on them than the ordinary relief works, and I gather that a reasonable tale of work is exacted for the wage given.

The persons who have accepted the loans have their own interests at stake, and they look after these works and see that proper and honest work is done. The tendency, however, must be to shut out the weakly persons. That is the drawback to the system.

5. *Physical condition of the people.*—The various opinions may be summarised by stating that the physical condition of the people on the relief works has improved.

The Deputy Commissioner of Jubbulpore writes—

"This continues to be good, and as relief is now so widely distributed, very few cases of emaciation are to be met with outside the poor-houses."

The Deputy Commissioner of Saugor—

"There has been no change of any considerable importance in the physical condition of the people since last month, and it seems unnecessary for me to repeat what I have said in previous reports."

The Deputy Commissioner, Damoh, writes—

"During the month I made some personal inspections of the relief works and poor-houses, and from what I have seen I can say that the condition of the people on works, in the poor-houses, and generally, has materially improved."

The Deputy Commissioner, Mandla, remarks—

"The condition of the inmates of the poor-houses is, speaking generally, fair, although no further improvement seems to have taken place during the past month in spite of a third light meal being allowed to them."

"The physique of those relieved at relief centres has very greatly improved."

"The health of those working on Public Works Department relief works is very fair, and the percentage of emaciated cases may not exceed 10."

"The condition of the general population in the affected tract is not bad, cases of emaciation not at all frequent, and there can be no manner of doubt that the general condition since the beginning of relief works has much improved."

The Deputy Commissioner of Damoh writes—

"Outside of relief centres and poor-houses but few cases of emaciation are to be seen."

The condition of those in the poor-houses shows a decided improvement.

The condition of those on relief works is good. The extension of the village relief system has noticeably improved the condition of the infirm and old.

6. *Mortality—Deaths from starvation.*—The monthly reports of the District officers deal again with the figures of March and April and do not touch on May save in the case of Seoni, where the death-rate of May is merely given at 51. These figures have already been dealt with by the late Mr. Priest on page 6 of the April monthly report, and it is hardly necessary for me to go again over the same ground. I must, however, point out that the present district reports work out very different per millage figures, and from the same identical figures. For these variations I am unable to account, and there remains no time for reference. I

append a table which shows these differences. The figures in italics are taken from Mr. Priest's table on page 6 of his last report. Those in romans are those now received by me from the districts :—

District.	No. of Deaths.		Per Thousand.				May.
			Exclusive of towns.		*Inclusive of towns.*		
	March.	April.	March.	April.	March.	April.	
Jubbulpore	*5,287*	*4,014*	*81·82*	*62·8*	*88·18*	*65·*	...
	5,287	4,014	69·6	52·8	91·2	63·6	...
Saugor	*2,595*	*3,047*	*54·*	...	*53·*	*61·*	...
	2,595	3,047	53·	60·	52·62	62·	...
Damoh	*1,871*	*1,592*	...	...	*69·*	*58·*	...
	...	...	Not	given	...	...	...
Mandla	*2,277*	*1,430*	..	...	*74·*	*50·*	...
	2,277	1,430	Not	given	80·5	50·8	...
Seoni	*1,647*	*1,571*	...	...	*52·*	*50·*	...
	Not	given	...	...	...	53·	51·

With varying per millage, calculated on identical figures, it is hard to say where the error lies without a reference being made in each case.

Cholera accounted for 1,390 deaths in the month of April. I fear the cholera returns for the month of May will be much higher. In Damoh alone I can at present state that the cholera figure was as high as 421.

Deaths due to—

(*a*) Starvation.

(*b*) Effects of privation.

Here again Mr. Priest reviewed the figures of March and April on page 7 of the April monthly report. In the May District Reports the Deputy Commissioner of Jubbulpore has confined himself to a comparison of the same two months, while the Deputy Commissioners of three districts, Saugor, Mandla, and Seoni, had given figures for the month of May. Damoh deals with no figures in the monthly criticism. The figures are alleged to be utterly untrustworthy by the Deputy Commissioner. I have to add that here again we find utterly irreconcilable figures, if those given in Mr. Priest's table are compared with those given now by the Deputy Commissioners. Under these circumstances, it becomes exceedingly difficult to deal with the figures at all, or to analyse them with any such degree of accuracy as to render an analysis of any practical value whatever.

I have endeavoured to combine the resultant figures, so far as it is possible, in a single statement. This I now append, adding that here again I give Mr. Priest's figures in italics as a distinctive mark :—

District.	Starvation.			Privation.		
	March.	April.	May.	March.	April.	May.
Jubbulpore	*152*	*49*	...	*1,237*	*993*	...
	152	49	...	814	547	...
Saugor	*9*	*3*	...	*255*	*111*	...
	...	9	3	255	141	158
Damoh	*14*	*54*	...	*167*	*244*	...
	Not	given	Not	given		
Mandla	*2*	*1*	...	*39*	*7*	...
	...	1	1	...	7	3
Seoni	*17*	*8*	...	*131*	*199*	...
	...	...	...	...	186	97

If the District Officer's present figures be taken as accurate, improvement would seem to have taken place, but I confess I do not like to argue on such figures.

From Damoh I have, as already pointed out, got no figures which the Deputy Commissioner will accept as trustworthy. I have, however, just received the May returns as furnished by the Civil Surgeon, and a comparison can be made between the months of April and May :—

←	April.	May.
Total deaths	1,593	1,407
Cholera	323	421
Small-pox	32	4
Poor-houses	244	158
	In towns or villages.	In towns or villages.
Deaths ascribed not to disease but to actual	141	120
	Wanderers.	Wanderers.
Want of food for several days before death	55	5

From the words of the heading used by the Civil Surgeon I assume we may, I think, conclude that 125 persons died of practical starvation.

I note that out of the figure 120 (towns and villages) 28 deaths were reported from one Circle, Mariadoh, and 85 from another, Gaisabad.

The Civil Surgeon writes on this matter as follows :—

"The death-rate from starvation is very high and is localised to places where there are large relief works."

"There were 28 deaths from Mariadoh. There is a large relief camp within two miles of the place. Then again there are 85 deaths reported from this cause from Gaisabad. These deaths according to the return occurred on the relief works. This is a most disgraceful state of affairs."

I am given to understand that the workers on these relief works get paid once in three or four days, and it is not surprising that those in a debilitated state succumb when they have got to wait days for a meal.

The condemnation is a severe one and I am communicating with the Deputy Commissioner by wire.

7. *Food stocks.*—In Jubbulpore, Saugor, and Seoni food stocks are said to be sufficient. Mandla presented considerable difficulty in this matter and special steps had to be taken to provide grain.

Raja Gokuldass has thrown down a large supply of grain along the Jubbulpore-Mandla Road, and as much as Rs. 66,000 worth of grain has been quite recently exported from Jubbulpore for the northern portion of the district. I have quite recently visited Mandla myself, and the Deputy Commissioner has assured me that his stocks are now ample.

The Deputy Commissioner of Damoh now writes that, though stocks are sufficient for the present, it is feared that a sufficient supply of food grain may not be available during the rains. Fortunately, however, the line of rail now runs up to Damoh and there should be no difficulty in importing grain. I shall now request the Deputy Commissioner to keep this matter constantly in view to see that supplies are got in by the local traders and to communicate with me at once should difficulty arise.

I now give a statement showing the retail prices of staple food grains during the months of April and May :—

District.	Wheat.		Grain.		Common Rice.	
	24th April.	29th May.	24th April.	29th May.	24th April.	29th May.
Jubbulpore	10	10¼	11	10¼	9	8
Saugor	8½	8½	9	8¼	6½	6½
Damoh	8	8	9¼	9	7½	6¼
Mandla	9¼	8	10	8½	8¼	7
Seoni	10¾	10¾	9	...	9	8½

Prices (except wheat) have risen all through the division. This was, I think, to be expected. The pressure on food stocks in a year like the present, with distress so very widespread and general, must be immense. The future is, moreover, unknown, and those who hold grain are forced, and very rightly forced, to act with prudence and caution. A succession of bad seasons has now made them timorous in addition to cautious. Altogether I do not see much chance of any marked fall in prices until the character of the approaching monsoon has become clearly known. Until future prospects become clearer a still further upward tendency in prices may, in my opinion, declare itself.

8. *Import and Export of Food Grains.*—The following table gives the figures for the past three months :—

District.	Imports.			Exports.		
	March.	April.	May.	March.	April.	May.
Jubbulpore	56,855	47,446	100,777	85,961	71,978	30,808
Saugor	4,237	26,012	47,279	5,878	595	950
Damoh	...	...	...	...	...	...
Mandla	3,000	5,000	50,000	*Nil.*	*Nil.*	*Nil.*
Seoni	8,744	16,124	10,280	4,056	6,126	3,120

Jubbulpore has been importing heavily, but then the local traders have been busily engaged exporting to the other districts, more notably Mandla. Mandla has been in fact entirely depending on Jubbulpore for her supplies.

In the other districts exports have fallen practically to nothing, and they are all importing. I have received no proper figures from Damoh, but here again it is also a case of import. Nothing to speak of is being exported.

9. *General Condition and Prospects of the Affected Areas.*—None of the district officers will commit themselves to any definite opinion on this matter. It is, of course, a question into which a great deal of uncertainty enters.

Generally speaking, what they say, comes to this. Throughout the affected areas famine relief has now been thoroughly organised, and, as a result, the general condition of the people has improved. Actual starvation has been, save in exceptional cases, warded off, and if people begin to suffer, there are relief works on to which they can go and obtain food. The village system of relief, they would add, has now been put into working order and that has also ameliorated the condition of the people. In addition some five lakhs has been advanced as takavi to agriculturists, a sum of Rs. 849,000 has been distributed as a free gift to the more needy of the impoverished tenants for seed-grain and plough cattle. To sum up, everything that could be done in the way of giving assistance *has* been done, and, in so far, prospects are hopeful *provided* we get fair and seasonable rains. Given a good rainy season, and the prospects are good. It all then depends on the rains. Nothing more can be said on the matter at present. All that human aid can do has been done and "*permitte divis cœtera*" now explains the position.

The Deputy Commissioner of Jubbulpore sums up his opinion in the following words :—

"These 'general conditions' are, I consider, as favourable as could be expected. A large amount of famine loans has been given out during the month, and a good deal of employment has thus been found for labourers in embanking fields. The regular relief works have now been established long enough for most of the persons on relief to have made their circumstances fairly comfortable. In the large long-established works piece-work is being introduced, as the people can afford to take a holiday should they prefer to do so. But as has been previously mentioned, the introduction of the system is being deferred in places where relief has not yet been so ample as on the older works. In my opinion the general condition of the people will be sufficiently good to enable us to apply piece-work almost everywhere, once the rains set in."

"The poorer cultivators have been supplied with money from the charitable fund to buy seed-grain and bullocks, and they are now busy making their purchases. In addition takavi is being widely distributed, so that when the sowing season commences, cultivators should be very generally in a position to return to their villages and sow their crops."

The Deputy Commissioner, Saugor, writes as follows :—

"As to the general condition of the affected area I have little that is new to say. In most parts of the districts the land is now being busily prepared for the kharif sowings, but in the Khurai Tahsil the preparations are in rather a backward state. The general cry there is that *takavi* is badly wanted : and yet most of the persons who join in the cry have not even applied for it. The want of self-reliance among the cultivators of the district generally is most marked, but it is particularly marked in the Khurai Tahsil. It is, however, admitted on all hands that the grants from the charitable fund to destitute cultivators will be a great boon. On the whole I have hopes that most of the cultivated area will be sown this year."

The conclusions of the Deputy Commissioner of Damoh run thus :—

"There has been no material change in the general condition and prospects of the affected area. The outturn of the rabi crops was poor. The mohwa crop was a fairly good one. The harvesting season brought in poor wages. Whatever little stocks the majority of people had laid by, must by this time have been consumed. There is, therefore, no prospect of any improvement in the condition of the affected area. The takavi loans and the charitable grants will go some way to improve the prospects, but it is a question of time and much depends on the character of the season and the amount of land which the cultivators will be able to put under cultivation."

The Deputy Commissioner of Mandla writes :—

"The general condition cannot be said to be very bad yet. Probably it will go worse during the months of July and August."

This is quite possible in a wild sparsely cultivated country like Mandla. The people have absolutely nothing just at present to fall back upon. They are quite

at the end of their resources. Forest produce, as it springs up with the rains, will no doubt assist them but it cannot do *very* much. I may add that I passed through a large Public Works Department relief came quite recently on my way to Mandla. The workers appeared to me to be in a very fair condition indeed.

The Deputy Commissioner of Seoni is of opinion that :—

"It is impossible to offer any opinion yet. A fair area of land has been prepared for kharif and rabi sowings, but I fear the shortness of seed-grain will gravely (query 'greatly'), restrict the area sown in kharif and rice land."

I am unable to give at the present moment the exact disbursements under the Agriculturists Loans Act, but, as all the District Officers clamoured for more than they received, it may fairly be assumed that all the allotments have been swallowed up. These allotments, amounting in all to five lakhs, were :—

	Rs.
Jubbulpore	150,000
Saugor	50,000
Damoh	200,000
Mandla	60,000
Seoni	30,000

It is beyond all doubt that very much more could have with advantage been distributed, even in spite of the large sums disbursed by the Charitable Famine Relief Fund. Still, there must be a limit even to State aid, and the State has, in the present case, certainly been generous.

There has been a rise in the crime returns all over the division, but, considering the hard times the people are passing through, the rise is very slight indeed. Serious crimes against property, such as robbery and dakaiti, do not show any marked increase, as one might have expected. Cattle theft has increased and amongst the Gonds the animals are stolen merely to be killed and eaten.

10. *Changes in the Rate of Wages.*—In Jubbulpore and Saugor there has been no change. In the Damoh district the famine wage had to be changed towards the end of the month. The price of the staple food grains for the purposes of the wage was changed from ten to nine seers for the rupee. In Mandla the price of common rice rose to seven seers and the wages rate had in consequence to be raised also. In Seoni the piece-work rate on the great northern road had to be raised to Rs. 5 per 100 cubic feet. That rate was Rs. 3-8 on the Seoni-Balaghat Road ; but, as the Deputy Commissioner points out, the *gittee* on the former road is harder than that on the latter.

11. *Railway Work.*—The figures showing the numbers employed on the Saugor-Katni extension of the Indian Midland Railway during the months of March, April, and May, are as follows :—

District.	27th March.	24th April.	29th May.
Jubbulpore	3,935	3,921	4,256
Saugor	7,238	7,561	8,781
Damoh	12,214	13,090	11,004
	23,387	24,572	24,041

The fall in Damoh is due to the fact that the work now remaining to be done requires more or less skilled labour. The decrease here, moreover, will account to some extent for the increase in numbers on the relief works. I fancy that as the rains set in a good many of these railway labourers will find their way on to the district relief works.

12. *General Remarks for the division.*—The statement now given will show the aggregate numbers in receipt of Government relief at the end of April and May respectively.

Nature of relief.	24th April. Nos. relieved.	29th May. Nos. relieved.
A. WORKS.		
1. Public Works Department	95,663	112,179
2. Under Civil Officers	56,497	55,137
Total	152,160	167,316
B. GRATUITOUS RELIEF.		
1. In Poor-houses	8,181	9,277
2. Other gratuitous relief, including that of dependants on works	60,724	62,356
	68,905	71,633
	221,065	238,949

There has thus been an increase of 15,156 on the works and of 2,728 in the case of those receiving gratuitous relief. These figures give percentages of rise approximating closely to ten and four respectively. If we consider that the gathering of the mohwa has ended and that we were, during the month of May, the last month before the rains, in perhaps one of the worst months that has to be passed through, the increase in numbers given above does not appear to be excessive.

(*b*) Measures taken to organize and complete measures of relief.

A full programme for monsoon relief has been drawn up for each district under the supervision of the late Mr. Priest. I have quite recently asked the District Officers whether they considered any changes or additions necessary. They have all replied in the negative. The programme then in each case may be accepted as complete, and Mr. Priest considered each one very carefully.

Care has been taken to improve the poor-houses in the division so as to render them habitable without discomfort during the rains. Office buildings, storage huts and workers' huts have been run up or improved during the month, and it is hoped that all will be ready before the monsoon bursts. Special measures have been taken to ensure a proper food supply for the Mandla district during the rainy season, and more especially for the northern portion of the district.

(*c*) Prospects of the division as regards the scarcity.

Every precaution that seems possible has been taken, and now all depends upon the character of the approaching rains. Looking to all pecuniary assistance given, if these rains are fairly plentiful and good, prospects are decidedly favourable. More cannot be said. As regards general health, it is undoubted that a great deal of cholera is about. It is hard to say what its course will be. The rains when they come will clear out the dirty places, and fill up with clean water those questionable places where the people *will* drink from in spite of all warning.

It is to be hoped that cholera may disappear, or at any rate greatly decrease, with the appearance of the rains, and if so, our chief enemy in the way of disease will have withdrawn.

The rainy season is, however, an unhealthy one in the case of all exposed to out-door work. Many of those on the works, although improved in health, are still pulled down and below par. In their case I fear we must look for a death-rate well above the normal.

EDGAR GALBRAITH,
Officiating Commissioner.

Nagpur Division.

1. *Private relief, Balaghat.*—Rs. 140-6-6, Rs. 57 and Rs. 137 were collected respectively for the three poor-houses of Balaghat, Bihar and Katangi, Rs. 309-9-6 were spent. The Revd. J. Lampard continues to maintain 20 or 30 orphans, and gives employment to about 200 men on the tanks in his village. A few malguzars are constructing tanks at their own expense. A substantial allotment from the charitable fund must have been received during the month, but no reference to this is made in the district report.

Bhandara.—The distribution of relief from charitable funds continues under the direction of the District Committee. Towards the close of the month a sum of Rs. 75,000 was allotted for the provision of seed-grain and bullocks for impoverished cultivators, and this sum has been distributed over the 12 circles into which the district is now divided for the purpose. The actual distribution to tenants is being made by the Deputy Commissioner, his three Assistants, the Settlement Officer, and two of his Assistants, the three Tahsildars, the Superintendent of Land Records, and the Munsiff of Bhandara. Agricultural loans to the extent of Rs. 25,000 are being made to tenants simultaneously with the distribution of the Charitable Fund.

Chanda.—The amount received in private charity in connection with the Indian Charitable Relief Fund was Rs. 3,126. A sum of Rs. 15,000 has been allotted from that fund. It is expected that this allotment, supplemented by local subscriptions, will amount to Rs. 30,000, of which it is proposed to devote Rs. 25,000 to the relief of destitute tenants ; seed-grain has already been distributed in various parts of the district.

Nagpur.—Two hundred and forty-six passes entitling 464 persons to receive free food have been issued, and 5,660 passes entitling 33,750 persons to buy grain at reduced rates. Also 1,638 passes for seed-grain and food-grain (podger), to destitute agriculturists. These passes affect 472 villages, and benefit the families of persons to the number of 6,676. Rs. 1,500 have been assigned for the purchase and distribution of cloths at poor-houses and relief camps, the cloth so distributed being manufactured by the poorest Koshtis. Mr. James, the Vice-Chairman of the Indian Charitable Relief Fund, inquired about these arrangements in the city, and seemed pleased with the action taken by the District Committee. Poor-houses and relief centres have been opened by private enterprise at Mowar, Warkher, and Sowargaon. Many malguzars are carrying on works at their own expense. At Umrer Rs. 187 were raised for the purpose of providing cooked food for destitute paupers. The expenditure during the month on this account was Rs. 130.

Wardha.—Rs. 3,000 were raised in the Wardha Tahsil, besides which grain was also collected at several places. With such help poor-houses have been started. Paupers are either given raw or cooked food once a day. The quantity of grain collected, and other details are not yet known ; information has been called for.

2. *Poor-house relief, Balaghat.*—There are three Government poor-houses at Balaghat, Katangi, and Baihar. The number of men, women and children was 1,041 in April, and fell to 721 in May. The reason for this decrease is that many persons were drafted out to the works or relieved in their villages, as the latter system of relief was gradually extended. There were 193 deaths during the month.

There was a distinct improvement in the appearance of the inmates during the last two months. Feeding the bad cases three times a day is said to have had a very beneficial effect.

Bhandara.—No new poor-houses have been started. There is some doubt as to the actual number of inmates at the beginning of the month, in regard to which enquiry is being made. But taking the number 904 as reported for 1st May, there were during the month 685 admissions, 632 discharges, 135 deaths, and one birth.

The Gondia poor-house is responsible for about half the admissions and more than half the deaths. The figures for this poor-house are :—

Admissions	329
Discharged	351
Deaths	70
Births	*Nil.*

The poor-house at Tumsar is said to be exceptionally well managed. I saw the one at Bhandara during the month, and was much pleased with the arrangements there. In accordance with the recent orders of the Chief Commissioner a number of able-bodied paupers employed as cooks, water-carriers, etc., have been discharged, and replaced by weaker inmates. The total expenditure on poor-houses during the month was Rs. 3,517.

Chanda.—No poor-house relief.

Nagpur.—The Kamptee poor-house was closed on the 10th instant and the inmates transferred to the Nagpur poor-house, as this arrangement is found to be more economical. No new poor-houses were opened during the month. In the poor-house at Bagadganj (Nagpur city) the number of inmates on 7th May was 688, and on 7th June 600. Still further reduction is expected. Some of those sent out to work return to the poor-house, preferring the penal ration and light work there. By a resolution of the Poor-house Committee, suggested by the Deputy Commissioner, it was decided that no one who had been sent from the poor-house to a relief work was to be re-admitted, unless in an emaciated condition.

Wardha.—No poor-houses.

3. *Village relief, Balaghat.*—There are four relief centres and only 48 persons gratuitously relieved, besides 10 persons on light labour. It is intended to abolish these places now. The number of persons relieved in their homes in the Balaghat and Baihar Tahsils was 5,748 in April, and 7,906 in May. No further increase is expected, in fact there has been a tendency to decrease lately, as some recipients of such relief become gradually fit for work, and are consequently struck off the lists ; and some have been otherwise struck off after local enquiry by the Deputy Commissioner. Distribution is made by Revenue Inspectors to mukaddams, and where the latter are incapable, to the paupers themselves. But there was only one instance detected of a mukaddam not making the payments properly.

Bhandara.—3,019 persons were relieved. The lists, prepared under Article 34 of the Famine Code, are checked by all Inspecting Officers from time to time, and any that do not appear to be entitled to relief are struck off. The expenditure during the months was Rs. 4,275. Children kitchens continue to do good work at police station houses and out-posts. The total number fed on 29th May was 568, and on 24th April 441. These kitchens are most appreciated in Tumsar, Andhargaon, and Mohari, where a number of the poorest *Koshtis* gladly send their children for their two meals daily. The expenditure under this head was Rs. 563 and on account of relief to starving wanderers, by the police, Rs. 48. The wanderers in each case being sent on to either relief works or poor-houses.

Chanda.—No village relief. Two hundred and thirty-seven persons were relieved by private charity on the last day of the week ending 29th May.

Nagpur.—This form of relief has not yet been introduced in this district. The Deputy Commissioner who has just returned from a short tour does not think that the classes under section 34 require any special measures of relief. There are many well-to-do persons throughout the district who still support them by private charity as in ordinary years. Only seven cases of real emaciation were observed by the Deputy Commissioner, due as much to sickness as to privation. The vital statistics are, it is said, very reassuring. Taking Khondali there were 127 deaths, out of a population of 14,576 souls, in 1896–7, against 388 in 1895–6, during the period January to May inclusive, while for the same period there was an increase in the number of births of 78. The number of deaths in May was only 28, *i.e.*, very slightly above the monthly average of the first four months, 25.

Wardha.—Nil.

4. *Relief Works, Balaghat.*

The large works are as follows :—

—	April.	May.
Lalbara-Rampaili Road, one camp	8,369	6,560
Balaghat-Baihar Road, three camps	2,729	3,205
Lanji-Amgaon Road, two camps	19,539	14,766
Lanji-Balaghat Road, two camps	...	18,149
Wara-Seoni-Katangi Road, one camp	...	6,634
Bakal Tank	482	899
Goardhehi Tank	670	216
Bhilewani „	813	1,075
Taregaon „	591	...
Alna „	716	379
Ajgara „	...	295
Total	33,909	52,178

During the month one camp (the Lalbarra-Ranipaili Road), was transferred to the Bhandara district. Two camps were opened on the 1st and 2nd sections of the Balaghat-Baihar Road, two on the Lanji-Balaghat and one on the Wara-Seoni-Katangi Road. Cultivators are said to be already leaving the section of the Baihar Road above the ghats for work in their fields. The number of persons on malguzari tanks was 9,264 in May in 520 villages and 9,172 persons in April.

Bhandara.—During the month two new relief works were opened, one on the Bhandara Circuit Road on the 6th, and the other on the Gondia-Balaghat Road on the 14th May. The following statement shows the rapid weekly increase in numbers on relief works :—

—	Workers.	Dependants.	Total.
1st May	13,568	2,444	16,012
8th „	17,829	2,555	20,384
15th „	22,435	3,396	25,831
22nd „	32,309	6,352	38,661*
29th „	31,088	6,269	37,357*

* Include figures for Lalbarra-Rampaili Road, transferred from Balaghat.

There was a slight fall in numbers at camp No. 1 on the Tumsar-Rampaili Road, Bhandara Circuit Road, the Amgaon-Satgaon, and Rampaili-Lalbarra Roads, said to be due partly to cholera, and partly to better supervision and greater strictness in enforcing full tasks, but otherwise there has been a steady increase in numbers throughout the month, which is attributed to want of employment elsewhere. Three hundred and sixty-five private works are reported to have been in progress during the month, employing on the last day 12,716 persons, at a cost of Rs. 35,000, mostly from famine loans, but except these works there was not much employment for agricultural labourers who naturally flocked in large numbers to the relief works. All relief works have been managed throughout the month in strict accordance with the Famine Code, but attempts are now being made to introduce the piece-work system, on some of them.

Chanda.—The only relief works taken in hand consisted of repairs to 287 tanks and three wells, started partly with the aid of famine loans under Land Improvement Loans Act, aggregating Rs. 15,970

Nagpur.—There were relief works at Borgaon, Madhoba, Phutala and Telinkheri near Nagpur, the work consisting of stone-breaking and road-making and of the former only on the Nagpur, Murer, Kalmeshwar, Katol, and Great Northern Roads. The number of workers and dependants on the 7th June was 15,631 and 2,676, and, on the 7th May, 8,133 and 2,104 respectively. The following statement compares the number of each class :—

—	Men.	Women.	Children.	Dependants.
On 7th May	2,401	4,430	1,302	2,104
„ 7th June	4,149	7,911	3,571	2,676

Each of the above charges includes two or more camps. The piece-work system has now been introduced on the Katol and Umrer Roads as well as in the Nagpur charge, and to this cause is attributed the increase in the number of camps. Rs. 1,003 were advanced to the Bhonsla estate for two tanks in the immediate neighbourhood of Nagpur. Rs. 1,000 were allotted by the District Council for the deepening of the Katol tank : the work is being pushed on rapidly, seven hundred persons from Katol and a dozen neighbouring villages finding relief there.

Wardha.—The Arvi-Ashti Road is the only relief work. The piece-work system has been introduced but is said to be difficult to work. Tour contractors were brought from Nagpur but were unwilling to stay. Since the introduction of the system the numbers on the work have decreased 50 per cent. Only one malguzar has up to date applied for a famine loan. Efforts are being made to induce others, but there is much unwillingness owing to the close approach of the rains. The Deputy Commissioner was asked some time ago to try and distribute these loans in small sums to reliable tenants. I believe that some measure of success in this respect has been obtained:

5. *Physical condition of the people.—Balaghat.*—In receipt of gratuitous relief, improving fast. On works, healthy and generally strong. The Deputy Commissioner writes :—

"In distressed tracts, *i.e.*, the whole of the district, I can safely say now that practically all in need of gratuitous relief are getting it. I have seen large numbers of cultivators both in Baihar and in Balaghat, this last week, and although one occasionally sees a drawn and hungry look the greater part appear very fit."

Bhandara.—The general condition of the people in the affected and distressed area is reported to be about normal. On relief works good, almost without exception ; in receipt of village relief as good as can be expected ; while as regards poor-houses occasional cases of emaciation are still met with, especially among the old and infirm.

Chanda.—The physical condition of the people is reported to be satisfactory.

Nagpur.—It is reported that, except a few infants and recent admissions, there were no cases of emaciation. At Umrer the people were more wretched in appearance, but there were very few who presented the painful characteristics of the really famine-stricken. Those recently inspected by the Deputy Commissioner on the Umrer and Katol Roads and on the Nagpur charges are reported to have "looked well and improving." It is believed that in no part of the district does any pressing necessity exist. Labourers on village and famine loan works all looked well and strong.

Wardha.—The condition of the people is said to be fairly good on relief works ; a few cases of heat apoplexy and sun-stroke occurred, but cases of emaciation were few.

6. *State of crime, Balaghat.*—Said to show improvement, but no figures have been furnished.

Bhandara.—A few cases of petty thefts in the northern part of the district, but no serious crime that could in any way be connected with the prevailing scarcity.

Chanda.—There was a slight increase of crime throughout the month, especially thefts of grain.

Nagpur.—As regards heinous crime, there were 6 robberies and 2 dacoities which occurred all over the districts. They were not of a very serious kind. Also 95 burglaries and 130 thefts of all kinds, against 39 and 50 respectively in 1896, an increase said to be mainly due to the high rates at which grain is sold.

Wardha.—No information on this point has been furnished.

7. *Deaths from starvation.—Balaghat.*—Three hundred and sixty-eight deaths from cholera are reported from the Balaghat and Baihar Tahsils alone, the number of deaths in poor-houses being 193, and the death-rate for the district 6·05. Fourteen deaths are reported from starvation, said to be unknown wanderers. Cholera has broken out all over the district. It has had no effect as yet in diminishing the numbers on the large works.

Bhandara.—Two thousand and ninety-seven deaths occurred during May against 2,091 in April 1896, and 304 deaths from cholera against 251 in 1896. The death-rate of April 1897, is equal to an annual rate of 33·84 per mille against 31·80 the mean for the same month in the preceding 10 years. The increased death-rate is ascribed to cholera. Deducting the deaths from this cause, the balance gives an annual rate of 28·95 Twelve deaths are reported from starvation; two more were accelerated by privation. Out of the 12 cases only 2 occurred in the villages in which the deceased resided, 7 were unknown wanderers. In 4 cases the age of the deceased is reported to have been 60 years or more.

There is, however, a discrepancy in the number of deaths from starvation which the Deputy Commissioner will be asked to explain.

Chanda.—There were 6 deaths from alleged starvation but the Deputy Commissioner reports that enquiry as to their real cause is being made.

Nagpur.—Forty-three deaths are reported from starvation, or an average of nearly 9 per week. Most of the deceased were unknown wanderers, found dead. The Deputy Commissioner remarks, "cases of persons who have died in their houses have been in very different parts of the districts, and are possibly due, as in some cases I have tested, to the sufferers being thrown out of employment through sickness. Cases of this kind are very difficult to guard against; mortality returns have not yet been received for the month of May."

I have discussed, with both the Deputy Commissioner and the District Superintendent of Police, this large number of deaths said to be due to starvation. The latter explains that they are chiefly travellers returning from the Berars to their homes, who refuse aid to help them on to a relief work or to the poor-house, and prefer to beg their way homewards. I have explained, however, that such persons should be made to accept necessary help to enable them to continue their journey, and the Deputy Commissioner has called for weekly returns from the Police showing the number of persons so relieved in future.

Wardha.—Nine deaths are reported from starvation. There were none during the last week of the month. The Deputy Commissioner has hopes that this satisfactory state of things will continue owing to the organization of private charity.

8. *Changes in Rates.—Balaghat.*—Nil.

Bhandara.—During the month the payment of wages at the 8-seer rate on four out of the seven camps was sanctioned. The others are paid at the 9-seer rate.

Chanda.—No information has been given under this head.

Nagpur.—No change.

Wardha.—No information has been given on this point.

9. *Food-stocks—Balaghat.*—Transport is said to be a greater difficulty than ever. There are no food stocks in the district, which the Deputy Commissioner reports is living from hand to mouth on what it can import. A large amount of grain has been imported as far as Balaghat itself, but the difficulty is to get it up the ghats and distribute it over the uplands.

Nagpur.—Local bazaars are not well supplied but there is plenty of food in the district. Burma rice is sold everywhere, and is now dearer than ordinary rice. Rangoon juari does not succeed on account of its bitter taste.

Chanda.—Food-stock reported to be adequate.

Bhandara.—Food supply fairly sufficient, but on two relief works, removed from large markets, contracts for the supply of grain have had to be given. It is considered probable that similar contracts will have to be given on other relief works during the rains. Large quantities of Burma rice are being imported.

Wardha.—The food-stock is reported to be sufficient, but those who have any stocks are reserving them for the rains, and thus prices are steadily rising and causing considerable hardship to the poor.

10. *Imports and Exports.—Balaghat.*—*Vide* remarks *supra* under "9" exports are practically *nil.*

Bhandara.—130,692 maunds of food-grains were imported into the district by rail, while 10,158 maunds were exported, thus leaving a balance of 120,534 maunds. There seems, therefore, no reason to fear that food-stocks will ever be insufficient. The Deputy Commissioner, however, observes that much of the grain shown as imported, especially at Tumsar and Gondia actually finds its way to Balaghat.

Chanda.—The imports and exports were 900 and 11,700 respectively, against 800 and 5,000 maunds in the previous month.

Nagpur.—18,596 and 2,551 maunds of food-grains and pulses were respectively imported and exported from Nagpur by road. The statistics for other tahsils are as follows :—

	Imports. Maunds.	Exports. Maunds.
Ramtek	9,175	6,175
Katol...	3,000	*Nil*
Umrer	8,840	4,460

The imports and exports by rail were 138,131 and 9,430 maunds respectively, against 59,895 and 22,199 maunds in the previous month.

Wardha.—The imports were 13,274 maunds and exports 2,237 maunds.

11. *General Condition and Prospects.*—As regards Balaghat, the Deputy Commissioner thinks the worst stage has been reached, but that it will be some time before any marked improvement becomes apparent. Cultivators will go back to their fields, but want of sufficient seed-grain will prevent them sowing more land than they can manage themselves. Farm labourers will be required in comparatively few instances. The Settlement Officer anticipates that two-thirds the normal area will be sown, and that very thinly. In Bhandara there is now practically no distress except such as individuals may bring on themselves.

Village relief has been much extended, and money from charitable funds given to those not entitled to Government help. There are relief works for all who are willing to work, and poor-houses for those who are temporarily unable to do so.

Prospects depend, as in other districts, on a timely and well-distributed monsoon, and the provision of the necessary seed-grain. A lakh of rupees (Rs. 75,000 from charitable funds and Rs. 25,000 as agriculturists loans) are now being distributed in this district. But it is not anticipated that the normal area will be brought under cultivation ; still it is hoped that not more than 25 per cent. will remain uncultivated. Agricultural operations, such as manuring and hot weather ploughing, have been and are still being carried on in the Nagpur district, and if the monsoon is favourable, there is reason to believe that, even in the most distressed parts, there will be no decline in the area under cultivation, a remark which may be held to apply in a modified degree to the Chanda and Wardha districts also.

12. *General Remarks for the Division.*

(*a*) *Situation in regard to Famine.*—In all districts except Wardha the situation remains much the same. Though the numbers on receipt of relief have increased, there has been no proportionate increase in distress. On the contrary, the opening of relief camps, new relief works, the extension of the village relief system, combined with the operations of the charitable committees have afforded help to all those who otherwise, from lack of employment and high prices, would have been reduced to distress. Indeed, such distress as there is cannot be said to have declared itself generally till after the gathering of the mohwa crop. Had that crop been normal, or even the mango crop a good one, instead of a complete failure, any large measures of relief would have been unnecessary except as regards immigrants from other districts, and the poorer classes of large towns ; the weaver class specially.

In Wardha the distress has increased in the Hinganghat Tahsil especially ; grain stocks though fairly plentiful are confined to a wealthy few, who have stopped selling grain ; prices, therefore, are steadily rising and severely straining the resources of the poor, large numbers of whom are emigrating to large villages and towns. Rents are largely in arrears, and agricultural loans are being applied for on a large scale.

(*b*) *Measures taken to Organise and Complete Measures of Relief.*—These are complete and may be briefly decribed as consisting of several new relief camps gratuitous relief, agricultural loans ; the entertainment of additional Revenue Inspectors for the supervision of private works of improvement and for the distribution of gratuitous village relief ; the establishment of children's kitchens at Police station houses and outposts ; the issue of passes entitling the holders to free food, to buy grain at reduced rates ; also of passes for seed-grain and "podga" to destitute agriculturists ; the opening of combined poor-houses and relief centres by private enterprise, where wayfarers are maintained for three days up to a maximum of 50 per day. The introduction of a special system for the relief of the weaver class. In Wardha the appeal to private charity has been liberally responded to. Rs. 3,000 have been collected in Wardha, and a large quantity of juar in Arvi, Ashti, and other places. Raw grain or cooked food is distributed at these places to the weak and infirm, and they thus get one full meal a day. Rs. 10,000 have been received from the charitable fund, and an equal sum has further been applied for.

(*c*) *Prospects of the Division as Regards Scarcity.*—As already observed everything depends on the rainfall. If unfavourable prices will rise, distress will continue to increase and operations, more extensive than ever, will be necessitated. The number on relief works are not expected to increase much now ; on the contrary, on the break of the rains a large decrease may be looked for and will probably continue till about the end of July. Much depends, of course, on whether cultivators are able to obtain sufficient seed. Relief works for those who cannot find work in the fields will probably be necessary through July and August, and it is probable that the numbers will increase during September and

the early part of October, when there is not much work for the cultivating class. It is not expected that it will be possible to close permanently all Government relief works till November when the new rice will be in the market and prices will fall. As regards relief in poor-houses and children's kitchens no great change in numbers is anticipated, though there will probably be a fall in the number of children attending the kitchens during the busy season, but it will not be possible to close any of these institutions before November. It is difficult to place any limit to the period during which village relief will be required ; no great increase in numbers is expected, but it is probable that this form of relief will be necessary till nearly the end of the year.

No. 643-C, dated the 10th June 1897.

From L. K. Laurie, Esq., I.C.S., Commissioner, Nerbudda Division, to the Chief Secretary to the Chief Commissioner, Central Provinces.

I have the honour to forward herewith consolidated Statements A and B for the districts of this division (excepting Chhindwara) for the four weeks ending Saturday the 29th ultimo. I also send the District Officer's notes, and the prescribed memorandum. The Deputy Commissioner of Chhindwara has been called on by telegram for an explanation of the delay in submitting the returns for his district.

2. The following abstract compares the number of persons employed on relief works, as now reported, with the numbers shown in last month's statement :—

District.	No. of workers on 24th April.	No. of workers on 29th May.	Difference.
Hoshangabad	38,524	49,436	+ 10,912
Narsinghpur	22,770	42,154	+ 19,384
Betul	8,019	15,341	+ 7,322
Chhindwara	12,449	15,600	+ 3,151
Nimar	139	342	+ 203
Total	81,901	122,873	+ 40,972

In my report for last month I expressed the belief that the number of workers at the end of May would touch 100,000. The anticipation has been more than verified. Every district shows an increase, the most striking advance being in Narsinghpur where the numbers have nearly doubled. It may be noted, however, that the number of workers on relief works in the Hoshangabad district seems to have reached its maximum on the 22nd May, when the total was 59,339. As the condition of the workers is still reported to be good on the whole there can be little doubt that the rise in numbers is in a great measure due to the completion of harvest work (winnowing and storing grain) and to the absence of any other source of employment for the labouring classes at this slack season of the year. As there seems to be no reason why the State should provide work for the unemployed who are not in danger of starving, it was decided at a Conference held at the Pachmarhi Residency on the 25th ultimo not to admit to the relief works persons who are in good physical condition, showing no signs of privation, during the short period that has now to elapse before the burst of the monsoon.

3. The number of dependants and non-working children is in the ratio of 16·9 per cent. as compared with 17·4 per cent. last month :—

District.	Number on 24th April.	Number on 29th May.	Difference.
Hoshangabad	8,589	9,304	+ 715
Narsinghpur	2,952	6,643	+3,691
Betul	1,317	2,920	+1,603
Chhindwara	1,418	1,961	+ 543
Nimar	38	32	— 6
Total	14,314	20,860	+6,546

The percentage of dependants in the Hoshangabad district (which last month was the highest in the division) has declined from 22 per cent. to 18·8 per cent.

4. The poor-house population shows an increase of 406. This result is chiefly due to the rise in the number of inmates of the Narsinghpur poor-houses, and of the Gadarwara poor-house in particular. The Deputy Commissioner has not referred to the subject in his remarks on the statements :—

District.	No. of inmates on 24th April.	No. of inmates on 29th May.	Difference.
Hoshangabad	830	856	+ 26
Narsinghpur	1,546	1,984	+438
Betul	289	287	— 2
Chhindwara	274	261	— 13
Nimar	161	118	— 43
Total	3,100	3,506	+406

From the inspection notes on the Gadarwara poor-house I gather that the inmates are in a worse condition physically than the inmates of other poor-houses in the district. These conditions seem to point to the possibility that village relief arrangements in the Gadawara Tahsil are not yet wholly adequate, unless, indeed, it can be shown that a considerable proportion of the persons admitted to the poor-house are foreigners. All along, the poor-house population of the Narsinghpur district has been disproportionately high, as compared with other districts, while it will be seen from the following paragraph that the list of persons in receipt of village relief in the same district is not as large as even the Chhindwara and Betul lists. I consider it, therefore, desirable that the services of the additional Inspecting Officer (a staff corps subaltern) for village relief for which I have applied (as noted in last month's report) should be promptly supplied. A copy of this paragraph will be sent to the Deputy Commissioner, Narsinghpur, for consideration and report.

5. The returns of persons in receipt of gratuitous relief *at their homes* give the following totals :—

District.	Number of Persons Relieved on		Difference.
	24th April.	29th May.	
Hoshangabad	1,637	2,255	+ 618
Narsinghpur	429	1,143	+ 714
Betul	1,375	1,585	+ 210
Chhindwara	1,603	1,793	+ 190
Nimar	127	384	+ 257
Total	5,171	7,160	+1,989

Excluding Nimar, where the distress is slight, Narsinghpur shows the smallest number of persons on the village registers of poor. I am inclined to think that the *temporarily infirm* are not fully represented on these lists and are sent to the poor-houses instead of being maintained locally until they are strong enough to work. It is satisfactory, however, to note that a considerable advance has already been made in the revision of the village registers, the number in receipt of relief having increased in Narsinghpur during the month by over 700 and in all the districts together by nearly 2,000. This is a result of the orders issued in my circular letter No. 410-C., dated the 13th April last, referred to in last month's report.

6. The death-rate during May was very high in Hoshangabad (93·1 per mille per annum) and in Narsinghpur (88·8 per mille per annum). Cholera (and bowel complaints closely akin thereto) is mainly responsible for these abnormal figures. On this subject the remarks recorded by the Deputy Commissioner, Hoshangabad, merit perusal. Deaths from starvation were comparatively numerous in Hoshangabad (27) but this figure is much below last month's return. As the Deputy Commissioner has observed there is reason to doubt the accuracy of the returns, some of the deaths being probably due to cholera. The figure which I have given in columns 15 and 16 of consolidated Statement A are taken from returns for May furnished to me by the Civil Surgeons. In the case of the Hoshangabad district these figures tally with those reported by the Deputy Commissioner, while other districts have given returns for April only.

7. To the list of charges given in paragraph 8 of last month's report the following must be added :—

	District.
1. Bankheri-Umardha Road	Hoshangabad.
2, 3. Chirapatla and Sawalmendha Camps on Betul, Hurda and Betul-Ellichpur Roads	Betul.
4, 5, 6. Kareli-Panari and Narsinghpur-Gotegaon Sections of Bombay Road and Babasi-Barha Road	Narsinghpur.
7. Harrai Section of Chhindwara Narsinghpur Road	Chhindwara.

The total number of charges under the Public Works Department was thus raised from 21 to 28. The number of charges under Civil Officers remained unchanged. A village work was opened at Baidi in the Hoshangabad district where 1,200 persons were employed by the malguzar on the deepening of a tank.

8. The chief matters which received special attention during the month were (*a*) the prevalence of cholera on the works and the arrangements to be made for combatting the disease, and (*b*) the course to be adopted in order to induce the labourers who have been flocking to our works, because there is no other field of employment open to them at present, to return to their homes at the commencement of the monsoon. As to (*a*), I think it may be said that the arrangements made were successful, for cholera disappeared from most of the camps attacked almost as suddenly as it came. As to (*b*) the measures decided on are known to the Chief Commissioner as they were adopted after consultation with him at the Conference of the 25th May, which has been referred to in the second paragraph of this letter. The decisions then arrived at were communicated to the Deputy Commissioners concerned in my letter No. 597-C. of 26th idem. We are now awaiting the approach of the monsoon before taking action.

Nerbudda Division.

Private relief.—Seventy-six persons were relieved by private charity in the Narsinghpur district at a cost of Rs. 153-2-0. Rai Bahadur Seth Tikaram continued as in the preceding month to feed needy persons in the town of Narsinghpur. In the Nimar district Rs. 29-8-0 were expended from private contributions for the relief of distress.

Poor-houses.—There was no change in the number of poor-houses open. The number of inmates has been reported in paragraph 4 of my covering letter.

Village relief.—The system of village relief has been thoroughly organized in the Hoshangabad district and is carefully scrutinised by the Circle Relief officers. In some cases it has been difficult to induce persons entitled to it to accept relief as various rumours have been spread regarding the intention of Government. During the month the Police of the Hoshangabad district sent 233 persons to relief works and 178 to the poor-houses. In Narsinghpur the village registers have been recently revised, the result being the addition of a large number of persons (about 700) to the roll of those entitled to relief. In this district 350 persons were at the month's close being fed at Police stations preparatory to their being forwarded to relief works or poor-houses—or to their homes. The poor-house at Burhanpur in the Nimar district has very few inmates and will shortly be closed. The Police of Nimar relieved 44 starving wanderers. Details of the numbers in receipt of village relief on 29th May will be found in paragraph 5 of my covering letter.

Relief works.—Three new charges were opened in the Narsinghpur district, two in the Betul district, and one each in Hoshangabad and Chhindwara. The names of these new camps have been given in paragraph 7 of my covering letter.

The Deputy Commissioner, Narsinghpur, records that the relief kitchens opened on four of the relief works in his district have been managed admirably.

The numbers of workers and dependants on relief works in each district are detailed in paragraphs 2 and 3 of my covering letter.

Famine loans to the extent of Rs. 6,615 were advanced to cultivators in the Narsinghpur district during the month. "Local works are under construction" there and in all 1,196 persons were employed on them at the close of the month. In the Hoshangabad district the only important village work opened was the improvement of the Baidi tank where about 1,200 persons were employed. In Betul no local works were open, but 1,756 persons were employed on village works carried out with the aid of famine loans.

Physical condition of the people.—The physical condition of the people is generally reported to be fairly good, cases of emaciation being uncommon except on one or two works.

Cholera, however, claimed a considerable number of victims during the month. The Deputy Commissioner of Hoshangabad criticises at length the accuracy of the Police reports of deaths from this cause.

Deaths from Starvation.

Districts.	Number of Deaths.	Remarks.
Hoshangabad	27	Almost all were wanderers; 19 died close to relief works, and probably fell victims to cholera.
Narsingphur	...	In April the number reported was 4, but on enquiry it was found to be *nil.* Figures for May not given.
Betul	6	Five of them were wanderers.
Nimar	...	In April 18 persons are reported to have died from privation and disease. "Deaths from starvation" apparently *nil.* No figures for May.
Chhindwara	...	Return not received.

Food-stocks.—In Hoshangabad stocks are sufficient, but prices are rising slowly. In Narsinghpur there are "no signs of insufficiency." The Deputy Commissioner, Betul, considers that there are considerable stocks, but the owners will not bring them into the market till the prospects of the next harvest are assured. The prices of food-grains have risen considerably in his district. In Nimar stocks are sufficient.

Importation of Grain.

District.	Imports. Maunds.	Exports. Maunds.
Hoshangabad	35,178	5,638
Narsingphur	23,674	15,573
Betul	7,850	500
Nimar	27,255	...

Changes in the rate of wages.—On 11th May the scale at which wages are calculated on relief works was raised in the Betul district from 9 seers to 8 seers to the rupee.

L. K. LAURIE,
Commissioner.

CHHATTISGARH DIVISION.

1. *Private Relief, Raipur District.*—As reported last month poor-houses were maintained from private funds at Sirpur and Bisrampur. The number of persons relieved in the former institution was 80, but no return of expenditure has been received. At Bisrampur poor-house 1,293 persons were relieved in May or more than double the figure (566) reported for April. Much good work is being done by the American Mission in affording relief to the destitute in that locality. Owing to the failure of a Bank in America where Mission funds had been deposited, the Mission has now applied for Government help in the future maintenance of the poor-house. The Deputy Commissioner has accordingly, with my approval, decided to convert the institution into a Government relief centre, keeping the management in the hands of Mr. Lohr of the Mission, who has undertaken, and may, I am convinced, be trusted, to conduct it strictly on the principles approved by Government, including that of absolute religious neutrality. It is clear that some relief of this kind is very necessary at Bisrampur and the action taken appears to be the best practicable.

Bilaspur District.—There is no regular private relief in this district other than that organized by the Indian Famine Charitable Relief Fund Committee. Local subscriptions collected up to date amount to Rs. 5,373.

Sambalpur District.—There were six private poor-houses in this district, but one of them, Lohella, was closed on the 22nd ultimo. The reason, though not specified by the Deputy Commissioner, is understood to be exhaustion of funds. It may possibly be necessary to grant some relief at Lohella or in the neighbourhood from Government funds. I have addressed the Deputy Commissioner on the subject. There are 116 inmates in the Sambalpur poor-house. Figures are not available for the other poor-houses.

The Raipur report is silent on the subject of relief afforded from the Indian Charitable Relief Fund. But both here and Bilaspur the work of usefully expending the funds placed at their disposal has been vigorously taken up by the local Committees under all the recognized heads. Clothes and small comforts are distributed to inmates of poor-houses and others; relief is afforded to the respectable poor; and distributions are being made to a large number of destitute cultivators in all parts of the districts for the purchase of seed-grain and plough cattle. In Raipur the demand for seed-grain is considerably larger than for cattle. But a number of bullocks has been purchased by the local Committee to be made over (nominally as a loan) to different village Committees for the use of poor cultivators. The special famine relief officers will personally supervise the working of these arrangements. I have asked the Deputy Commissioners to include in future reports some special information as to the extent of relief afforded from the charitable fund.

2. *Government poor-houses.*—The number of inmates in the Government poor-houses during April and May is compared below :—

		April.	May.
Raipur ...	Raipur	2,229	3,550
	Baloda		
	Drug...		
	Singa...		
Bilaspur ...	Bilaspur	3,476	5,880
	Pendra		
	Mungeli		
	Pandaria		

The numbers have largely increased, as distress has become more acute, and this in spite of vigorous efforts made to weed out such persons as not to be retained as inmates. The construction of the Raipur poor-house had just been completed when a portion of it was destroyed by a fire, in which, and from the effects of which, seven lives were unhappily lost. The circumstances were reported in detail, and the Chief Commissioner has accepted the view that the occurrence was purely accidental, that the prescribed precautions had been carefully attended to, and that everything possible was done for the preservation of life and property. Immediate steps were taken to repair the damage done ; and the work of re-construction, though unfortunately retarded by further damage due to violent storms, is now practically complete.

3. *Village relief.*—The Deputy Commissioner, Raipur, reports that 21 more relief centres were established in the month of May, raising the total to 44. This figure arises from the inclusion of Police posts at which, with the Chief Commissioner's approval, orders have been issued for the receipt and relief, where necessary, of starving wanderers before sending them on to relief works, etc. : 1,775 persons were relieved at these centres. As remarked last month, with the development of other forms of relief, the necessity of this form of relief should be reduced to a minimum. In the Bilaspur district, there is one relief centre at Pendra on the Bilaspur-Mandla road. It is proposed to open another at Takalpur on the same road. The work of village relief has been pushed on vigorously in the Raipur and Bilaspur districts. The figures for the past two months are compared below :—

	April.	May.
Raipur	1,832	7,965
Bilaspur	9,139	18,565

The large increase in the Bilaspur figures may, doubtless, in some measure be ascribed to a circumstance, which has independently come to my notice and on which I have addressed the Deputy Commissioner, namely, that village relief in this district is not strictly confined to those entitled to it under the provisions of Section 34 of the Famine Code. In Raipur, Section 34 appears to have been very strictly interpreted ; but on the other hand, there has been a great deal of relief in the form of " casual " doles, which does not appear in the returns. The new rules which I am issuing, with the Chief Commissioner's approval, indicate a middle course between the systems hitherto prevailing in the two districts, and will, I trust, place the whole arrangements on a better as well as a more uniform basis.

It will be seen from the great increase in Raipur, as compared with the figure for April, that the work of organizing village relief in this district has made satisfactory progress.

The rules above referred to have been drawn up, in consultation with the Deputy Commissioners, for the guidance of Sub-divisional Officers, Revenue Inspectors and others administering village relief. They are being printed in English and Vernacular for distribution to all concerned.

4. *General character of relief works.*—The numbers of persons relieved on works under the Public Works Department during April and May are compared below :—

	Relief Workers.		Dependants.	
	April.	May.	April.	May.
Raipur	72,787	66,096	16,161	14,634
Bilaspur...	19,878	30,709	3,104	5,767
Sambalpur	1,375	1,009	5	343

The increase in the Bilaspur district is due to the fact that a few more charges were open during the month. On the other hand, reports of a serious nature have been received of refusals of admission to relief works in this district, which are now forming the subject of special enquiry. Great difficulty has been experienced in this district in arranging for the opening of additional relief works throughout the distressed area. No work at all has been opened in the eastern portion, comprising the Sheorinarain Tahsil. It is not now the time to open any new works ; but the Superintendent of Works has promised me that all preliminary arrangements shall be made at Akallara, so as to enable work in that neighbourhood to be started at short notice, should it hereafter prove necessary. In the Raipur district the total number of large works has risen from 10 to 18. The total number of relief workers, which at the beginning of the month was rapidly rising, has since declined no less rapidly, and is now considerably less than at the end of April. The decline may be ascribed partly (perhaps mainly) to the prevalence of cholera, partly also to the commencement of agricultural operations, a cause which will, it is hoped, in the current month produce the same effect to a very much greater extent. The works in this division received very special attention during the month at the hands of Mr. Penny, Superintendent of Works, Mr. Leefe, Executive Engineer, and their Sub-divisional Officers, all of whom were actively engaged in inspections throughout the month. As a result innumerable defects have been brought to light, and energetic measures have been taken, in regular communication with the Deputy Commissioners and myself, to remedy them. The sudden death, on the 30th of the month, of Mr. Leefe from cholera, while engaged in the inspection of relief works, is an irreparable public as well as private loss. The question of inducing the agricultural population to leave these works and betake themselves to the fields as soon as the monsoon bursts is engaging special attention. A number of works are being reorganized (under suitable precautions) on the piece-work basis ; others are to be experimentally closed ; while fresh admissions of able-bodied labourers are being generally discouraged. A further question which has engaged special attention is that of the large number of dependants on the works. There can be little doubt that in many cases persons have been improperly admitted by the subordinates in charge. But the rapid expansion of works has greatly overtaxed the energies of supervising officers, and the detailed checking of lists of dependants, which has been called for, is necessarily a work of time. Meanwhile, with the development of the piece-work system, many of these lists will have disappeared. The number of local works under civil agency has increased in the Raipur district from 19 to 23, and in the Bilaspur district from 9 to 11. The total number relieved in Raipur district on these works was 9,914 as compared with 5,131

in April. The figures for the Bilaspur district were respectively 3,638 and 910. Court of Wards Estate works in the Bilaspur district gave relief to 3,783 persons.

Works started by private individuals with their own funds and with the help of famine loans have been the means of affording very considerable relief to distressed cultivators and others while the people are kept together in their villages. 33,865 persons were relieved on private works in the Raipur district during the month of May. In the Bilaspur district 55,320 persons were so relieved. It will be found that in this district the amount of relief afforded on these private works is greater even than on roads under the Public Works Department.

5. *Physical condition of the people.*—In the Raipur district the physical condition of the people is reported to be generally fair ; cases of emaciation continue, however, to be reported from portions of the distressed areas. The Deputy Commissioner, Bilaspur, writes as follows :—

"The physical condition of the people is generally good upon relief works in the khalsa. In the zamindaris many of the workers are in poor condition, cases of emaciation (not generally extreme) being somewhat common. Those in receipt of gratuitous relief whether in poor-houses or at their homes are almost without exception in bad condition. In many cases emaciation is extreme. Almost the only exceptions, so far as poor-houses are concerned, are the children."

The Deputy Commissioner, Sambalpur, reports that several of the relief workers on the Dabhra-Kharsia road who come from Raipur and Bilaspur are weak and emaciated. This part of the district, which is the north-west corner adjoining Bilaspur, is the only portion where there is any distress.

6. *Deaths from starvation.*—The Deputy Commissioner, Raipur, reports 112 deaths from starvation. In the Civil Surgeon's special mortality return for May, just received, the number shown is 425. I have reason to believe that the figures supplied by the Deputy Commissioner have been verified with special care, and they seem to me to be *primâ facie* more probable than those of the Civil Surgeon. At the same time the discrepancy appears to call for explanation, and the Deputy Commissioner has been asked to report after careful examination by Station House Areas.

In the Bilaspur district the Deputy Commissioner reports 575 deaths from starvation, of which 380 were verified by the Police, but I gather that he has but little confidence in these figures. The Civil Surgeon's special mortality return has not yet been received. For April the Civil Surgeons reported 356 deaths to have been caused by starvation, which figure the Deputy Commissioner would accept as correct. Considering the general circumstances of the district, I cannot but suspect it of being exaggerated, while the figures, reported for May, I should consider to be even more so. The Police of this district has been greatly overworked, and I am not satisfied that it has hitherto realized its responsibilities in this important respect. There appears reason to suspect that many deaths have been returned as due to starvation merely to save the trouble of assigning a better reason. The matter has been engaging very special attention, and instructions have recently been issued which, while carefully guarding against any suggestion that deaths really due to starvation are to be suppressed, are intended to ensure that none shall be so returned without good reason. I trust that these instructions will have a salutary effect on future returns.

Deaths from starvation in the Sambalpur district have not been reported. Two deaths occurred in April. In the Raipur district 401 deaths are reported by the Civil Surgeon to have occurred in poor-houses. For April 162 deaths in poor-houses were reported. The large increase calls for explanation. It appears that most of the deaths have been caused by dysentery and diarrhœa. The Deputy Commissioner has promised to submit a special report on the subject. In the absence of Civil Surgeon's special report for May the number of deaths in poor-houses in the Bilaspur district is not known. In connection with the figures reported for April, I called upon the Deputy Commissioners of Raipur and Bilaspur last month to submit a special report regarding the large number of deaths

which continue to be reported from poor-houses. The information is being collected by Deputy Commissioners, and I hope soon to be in a position to submit the result.

The death-rate per mille per annum in the three districts during the months of March and April for which figures are available is compared below—

——	March.	April.
Raipur	34·32	39·60
Bilaspur	50·6	61·81
Sambulpur	29·	33·

The figures show a steady increase in mortality, largely due to cholera.

In the Raipur district the death-rate per mille per annum for May has gone up to 91·08. This increase has been due chiefly to the fact that no less than 50·87 deaths from cholera in May were reported, the number of deaths from this cause in April being 633. The district has been doubly unfortunate in this respect, as the spread of the disease has naturally somewhat impeded relief operations. It may be mentioned to the credit of the district staff that no efforts have been spared to stamp out the epidemic. The personal efforts of Sub-divisional relief officers in attending to the sanitary arrangements of relief camps, etc., and disinfecting attacked villages have doubtless conduced greatly towards checking its progress, and with the advent of the rains it is hoped that it will disappear.

7. *Food-stock.*—The Deputy Commissioner, Raipur, writes that the district is sufficiently provided with grain, but that there is some room for anxiety in regard to the distribution of stocks available. A laxity in trade is feared in some quarters. It is expected, however, that timely negotiation with private traders will relieve this anxiety. The Deputy Commissioner, Bilaspur, writes as follows :—

"Food-stocks appear to be sufficient. Import of rice into the Mungeli Tahsil has been large. It is not worthy that this consists entirely of husked rice. No unhusked rice whatever has been imported. This, I think, tends to show that seed stocks are sufficient."

Food is reported to be sufficient in all parts of the Sambalpur district.

8. *Import and export of grain.*—The exports of the Raipur and Bilaspur districts during the past two months are compared below :—

——	April. Maunds.	May. Maunds.
Raipur	84,081	66,231
Bilaspur	17,208	11,997

There has been a steady decline in the export traffic, combined with a no less steady rise in imports ; 30,582 maunds were imported into Raipur in May as compared with 6,955 maunds in April. The figures of the Bilaspur district were respectively 41,379 maunds and 26,718 maunds.

9. *General condition and prospects of affected area.*—The supply of seed-grain and plough cattle to destitute cultivators continues to engage the special attention of Famine Relief Officers. All funds allotted for the purposes whether by Government or by the Charitable Relief Committee are freely utilized. Much good has been done and it is expected that a large proportion of the normal area will now be sown. There is room for further expenditure in this direction if funds are available, of which there is still some hope from the Charitable Relief Fund.

Should the commencement of the monsoon be favourable to sowings it is hoped that such malguzars as have hitherto been disposed to hold back their grain with a prospect of a still further rise in prices will readily come forward to help needy cultivators to sow their fields.

10. *Changes in the rate of wages.*—The rate of wages has been altered in Pendra and Pandaria in the Bilaspur district, the prevailing price of grain being respectively 8 seers and 9 seers per rupee. On other works in this district wages are still calculated on the scale of 10 seers per rupee ; but in view of the general rise in prices the Deputy Commissioner has now submitted proposals for calculation on a more liberal scale.

In the Raipur district no changes have been reported. The rates of wages on the Public Works Department relief works in this district appear to have been variously fixed, in more or less haphazard fashion, and without due regard to standing orders. The late Mr. Leefe undertook to go thoroughly into the matter, in personal communication with the Deputy Commissioner, and to ascertain precisely for each work what rate is being paid, by what authority, and what changes, if any, are now necessary. I understand that some progress has been made with this enquiry and trust that the matter will not be overlooked by his successor.

11. *Other matters.*—Cases of cattle theft and cattle poisoning have increased in the Bilaspur district and seem to keep pace with the increase in distress. Four dacoities were also reported during the month. In the Raipur district the number of petty theft cases is reported to be large.

12. The general situation has been practically the same as during April. The month has been principally occupied with the organization of preparations for the monsoon. Strenuous efforts have been made by the officers of the Public Works Department to provide materials for monsoon labour along all the principal lines of road, while the provision of shelter both for workers and for officers has not been overlooked. Village relief has been systematically organized. Seed-grain has been freely distributed, and finally special measures have been set on foot with a view to encouraging the mass of the agricultural population to abandon the relief works for the fields.

13. The monsoon prospects are largely a matter of speculation. But assuming normally favourable climatic conditions, there appears good reason to hope that the greater part of the normal area will be sown throughout the division and that in this way employment will be found for the bulk of the population. But the subsistence of the people, until the harvest is reaped, more particularly of the aged and infirm, must continue to be a source of special anxiety, and there certainly appears to be no immediate prospect of any decrease in expenditure on gratuitous relief.

A. D. YOUNGHUSBAND,
Commissioner.

CIRCULAR LETTER No. 2960. REVENUE DEPARTMENT.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces. To all Commissioners and Deputy Commissioners, Central Provinces. Dated Nagpur, the 17th June 1897.

SIR,

In my Circular letter No. 1400, dated the 31st March, detailed instructions were given for the preparation of the special death-rate returns required for submission to the Secretary of State. It was laid down in that letter that

one copy of the return was to be sent direct to the Administrative Medical Officer by the 10th of each month, duplicate copies being sent to the Deputy Commissioner and the Commissioner.

The first returns submitted in accordance with these instructions were for March. They were found to contain obvious mistakes, and discrepancies were discovered between them and the mortality statistics given by Commissioners in their monthly famine statements. There has been much correspondence on the subject, and, in order to obviate the risk of discrepancies in future, it was ordered, in this office Circular letter No. C-1012—29, dated the 1st June, that the return destined for the Administrative Medical Officer should be forwarded through the Deputy Commissioner, who would send it on with any remarks he might have to make.

2. It is hoped that these orders will at least prevent the discrepancies in the returns which have led to so much troublesome correspondence. But the Chief Commissioner is far from being satisfied that Deputy Commissioners recognize the great importance of securing accurate statistics, more especially for the deaths reported as directly due to starvation, or that they realise that by reporting large numbers of such deaths, often without verification, they are furnishing opportunity for damaging attacks on their famine administration. It may not be generally known that the Central Provinces are the only part of India in which the number of deaths reported monthly from starvation cannot be counted by units. Yet there are districts in at least one other Province as severely distressed as any in the Central Provinces, and the Chief Commissioner does not believe that famine administration in the Central Provinces is less efficient than elsewhere.

3. At this stage of relief operations, when 6½ per cent. of the whole population of the Provinces (and in one district as many as 20 per cent.) are on relief of one form or another, when village and town relief is thoroughly organized and wandering checked and controlled by the Police, such a thing as a death from actual starvation should, if all parts of this organization work efficiently, be exceedingly rare. although it must be conceded that nothing that public or private effort can do will prevent the general death-rates from rising above the figures of ordinary years. And a perusal of the accompanying statement will show that there is in many cases strong reason to doubt whether the figures of starvation deaths returned are even approximately correct. The great differences between Saugor and Damoh, Mandla and Balaghat, and Narsinghpur and Hoshangabad can hardly be explained except on the supposition that the principles of classification are not uniform.

In a letter commenting on these figures, recently received from the Government of India, the following remarks are made:—

"The number of deaths shown in column 16 of Statement A as due to starvation is grievously large in five or six districts. But it is clear from the divisional and district remarks that the returns include deaths from unknown causes which have been attributed, without sufficient evidence, to starvation by the reporting agency. The Jubbulpore Divisional Report contains some very good remarks and suggestions on the subject, with which the Government of India agree. In the Hoshangabad District Report it is noted that in 16 deaths only, out of 81 entered in column 16, had the cause of death been verified. In the Jubbulpore District it was found in scrutinizing the Civil Surgeon's returns that *all* deaths from *all* causes occurring in one of the registration circles had been returned as starvation deaths. More pains to secure correct classification and verification of such deaths, in accordance with your Circular order of the 4th February 1897, appear to have been taken in the Jubbulpore Division than elsewhere, but, as the Commissioner remarks, when, as often happens, the deceased are wanderers without friends or companions, 'real verification is impossible.' In the Chhindwara return, 11 of the 25 cases entered in column 16 were of this description. The Government of India think that further precautions are required to secure proper examination of the figures for each district before they are returned, and to exclude deaths from cholera or unknown causes."

To this it may be added that a report recently submitted after special enquiry into the causes of high mortality in January showed that 9 deaths from starvation were entered as having occurred in that month among residents of

a large Cantonment, in which no measures of relief had been thought necessary ; from another district the largest number of starvation deaths have been reported from the Head-quarters Police Station-house Circle, by no means one of the most severely distressed areas ; and of 27 deaths from starvation, reported from a third district, 19 were said to have occurred in close proximity to relief works on which cholera was present.

4. In this office letter No. 626, dated the 4th February, the following definition of starvation deaths, which had been adopted by the Commissioner of the Jubbulpore Division, was quoted with approval, " deaths are only to be shown as due to starvation when it appears that the deceased actually had no food at all, or an amount quite insufficient to sustain life, for some days before he died," and in the Circular letter No. 1,400, quoted above (paragraph 4), attention was again drawn to this definition. To distinguish between deaths due to " starvation " and due to " privation " is no doubt very difficult, and it may be said that the definition adopted is an arbitrary one. But it must be remembered that what we have to ascertain and record is the number of people who die because relief has not been brought within their reach. Wnen once a man has reached a relief work or poor-house, he has been relieved, and if, in spite of all efforts to save him, he dies there, his death should not be shown as due to " starvation," even though it may be obviously due to the effects of previous privation. " Starvation deaths " are, in fact, an index of the efficiency or otherwise of our relief organization, and it is for this reason that the Chief Commissioner has hesitated to issue stricter instructions as to verification of these deaths. There is always a danger of such instructions being misconstrued by the subordinate officials, by whom the reporting is carried out, into a hint that such reports are not wanted, and may safely be suppressed. It is better that the present exaggerated reports should continue than that actual deaths from starvation should be concealed.

5. But Mr. Lyall believes that accurate reporting, though extremely difficult, is not impossible, if only Deputy Commissioners will thoroughly realise and impress on their subordinates its importance. He trusts that they will now do their best to ensure that no more deaths are returned by the Police as due to starvation which should properly be ascribed to other causes. No figures should be returned which have not been thoroughly verified and to each return should be attached a report showing how and by whom each case has been verified. If this cannot be done within the time allowed, the verified figures of the previous month must be returned, with the time to which they refer clearly specified.

The figures returned for previous months are on record, and it is now too late to make any further local enquiry into their accuracy. But it is believed that a careful examination of the Police returns would show that many deaths have been included which are undoubtedly due to causes other than starvation, and Mr. Lyall desires that each District Officer will have such an examination made and report the result. The scrutiny should be done by the Deputy Commissioner himself or by a competent Assistant. It has been ascertained that in one district at least records are available showing that on a proper interpretation of the orders the number of deaths ascribed to starvation will be reduced by about 75 per cent., and it is hoped that similar records may be available elsewhere.

I have, &c.,

M. W. FOX-STRANGWAYS,

Chief Secretary.

Statement showing Deaths from Starvation reported in each month from January to April 1897.

Districts.	JANUARY.		FEBRUARY.		MARCH.		APRIL.	
	In Monthly State-ments.	By Adminis-trative Medical Officer.	In Monthly State-ments.	By Adminis-trative Medical Officer.	In Monthly State-ments.	By Adminis-trative Medical Officer.	In Monthly State-ments.	By Adminis-trative Medical Officer.
Nagpur	30	...	24	...	23	23	7	7
Wardha	...	...	...	...	...	...	10	10
Chandha... ...	3	...	2	...	...	...	...	...
Bhandara ...	31	...	21	...	...	26	16	16
Balaghat... ...	167	...	33	...	48	48	13	13
Jubbulpore ...	704	...	631	...	152	152	49	49
Saugor	..	...	...	...	9	9	3	3
Mandla	102	...	8	...	2	2	1	1
Seoni	121	...	30	...	17	17	8	8
Damoh	11	...	9	...	14	14	54	54
Hoshangabad ...	...	...	2	...	85	85	81	81
Narsinghpur ...	...	...	42	...	...	25	4	4
Nimar	48	...	7	...	Not reported.	...	...	...
Betul	28	...	42	...		14	6	6
Chhindwara ...	14	..	25	...		4	28	28
Raipur	39	...	31	...		213	71	203
Bilaspur... ...	160	...	224	...		278	189	35
Sambalpur ...	...	...	...	...		2	4	5
TOTAL ...	...	...	...	...	...	912	544	844

No. C-1238, dated Pachmarhi, the 26th June 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of my letter No. C-965, dated the 18th May 1897, I am directed to submit a statement, compiled from figures received from the Sanitary Commissioner, showing the death-rates per mille per mensem in each district of the Central Provinces during the month of May.

2. The districts in which the death-rates, exclusive of deaths from cholera and small-pox, were highest, include all those which were conspicuous for high mortality in April, *viz.*, the districts of the Jubbulpore Division, Narsinghpur, Balaghat, Raipur and Bilaspur: to these districts are now added Nimar and Hoshangabad, where in April the death-rate was not excessive. Cholera was present during the month in epidemic form over the greater part of the province, but it was precisely in these districts (except Nimar) that it was most destructive, the proportion of deaths ascribed to it (and to small-pox, which was nowhere

very severe) ranging from 1·01 per mille in Balaghat to 3·36 in Raipur. The fact is well known that when epidemic cholera prevails, numerous deaths, which are really due to cholera, are ascribed in the returns to other forms of bowel disease which thus tend largely to exceed the normal. In all probability therefore the true cholera mortality is much understated, and the death-rates from all other causes are not really so high as appears from the statement. On this subject I am to refer to the remarks by the Deputy Commissioner of Hoshangabad quoted in the Monthly Famine Report for May submitted with my letter No. C-1129-A, dated the 16th June 1897. The prevalence of cholera in a district, moreover, greatly interferes with the working of the relief organization. Thousands of workers fly in a panic from the relief works, and many of them necessarily succumb to disease or privation when, if they had stayed on the works, they would have received both medical attendance and food. These causes doubtless contributed towards the very high mortality of the month, in addition to the inevitable suffering induced by the pressure of high prices.

The death-rate reported for Nimar (5·39 per mille) is extremely high for a district which is but slightly affected by scarcity. The Deputy Commissioner has been asked to examine the figures carefully, circle by circle, and report the result.

3. In only one district, Chanda, is the death-rate below that shown as the ten years' average. This district is but slightly affected by famine. Everywhere else the rates are in excess, the excesses ranging from ·16 in Chhindwara to 4·42 in Mandla. In making these comparisons, however, it has always to be borne in mind that death registration as carried on at present, when special and sustained attention is being given to the subject, is likely to be considerably more exhaustive and correct (though doubtless even now not complete) than it was in other years when no such attention was specially devoted to it. This is particularly the case in the wilder portions of the province, such as the districts of Mandla, Betul, Chanda, Sambalpur, the jagir area of Chhindwara, and the zamindaris of Bilaspur and Raipur.

It is only since February last that the zamindaris of the last two districts have been included in the reporting area, and the average annual death-rate returned for them for previous years has been shown by the Deputy Commissioner to present impossible figures.

4. As regards deaths from starvation I am to forward a copy of a Circular (No. 2960, dated the 17th June 1897) recently addressed to the Deputy Commissioners. This circular had not reached these officers when the returns for May were prepared, and the figures are consequently altogether inaccurate. They have therefore been omitted from the present return, and revised figures for May will be reported with the return for June.

Statement showing death-rates per mille per mensem in the districts of the Central Provinces during the month of May 1897.

District.		Deaths from		Death-rate for May.		Average death-rate of past ten years.	Excess over normal.
		Cholera.	Small-pox.	Excluding cholera and small-pox.	From all causes.		
1		2	3	4	5	6	7
Nagpur Division ...	Nagpur ...	838	28	3·40	4·54	2·59	1·95
	Wardha ...	318	9	3·40	4·22	2·61	1·61
	Bhandara ...	754	2	3·45	4·47	2·70	1·77
	Chanda ...	396	44	1·92	2·55	3·18	—·63
	Balaghat ...	368	21	5·55	6·56	3·05	3·51

District.		Deaths from		Death-Rate for May.		Average death-rate of past ten years.	Excess over normal.
		Cholera.	Small-pox.	Excluding cholera and small-pox.	From all causes.		
1		2	3	4	5	6	7
Jubbulpore Division	Jubbulpore	738	26	5·29	6·31	3·56	2·75
	Saugor ...	971	26	5·80	7·48	3·46	4·02
	Damoh ...	721	4	5·29	6·31	3·74	2·57
	Seoni ...	379	37	3·50	4·62	3·12	1·50
	Mandla ...	681	17	5·11	7·17	2·75	4·42
Nerbudda Division ...	Hoshangabad	1,356	22	5·16	7·76	3·69	4·07
	Narsinghpur	768	3	5·31	7·41	3·09	4·32
	Nimar ...	11	7	5·32	5·39	2·93	2·46
	Betul ...	226	22	2·87	3·63	2·82	·81
	Chhindwara	278	21	2·10	2·83	2·67	·16
Chattisgarh Division	Raipur ...	5,087	237	4·14	7·50	3·43	4·07
	Bilaspur ...	1,955	98	5·03	6·79	2·93	3·86
	Sambalpur	330	39	3·14	3·61	2·87	·74
	Total ...	16,175	663	4·21	5·51	...	...

No. 1359-C., dated Raipur, the 19th July 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to submit for the information of the Government of India, consolidated monthly statements A and B for the month of June 1897, as prescribed by section 16, IV.—VII. of the Central Provinces Famine Code. The usual memoranda by Commissioners of Division and Famine maps are also forwarded.

2. At the end of May the total number of persons on relief was 702,999, of whom 70 per cent. were on relief works. The total had fallen by the end of June to 438,800 of whom 59 per cent. were on relief works. The total reduction amounted to 36 per cent. but while relief workers were less by 47 per cent. than at the end of May, the reduction in gratuitous relief was only 10 per cent. The fall in numbers was entirely due to contraction, for one reason or another, of relief works. The 263,209 workers who left the works must have taken with them some 40,000 dependants, but the total under the head "gratuitous relief" fell by only 22,621. There was in fact no diminution, but an increase, in gratuitous relief in other forms, that is, in poor-house and village relief. It was always expected that a great fall in numbers on relief works would take place on the breaking of the rains, and in the forecast submitted to the Government of India in my letter No. 1140-C., dated the 18th June, it was estimated that the total, which according to the latest information available was 681,542, would fall in July to 463,000. It was remarked in the monthly report for May that it had been clear for some time that large numbers of people resorted to our works not from absolute necessity but as a convenient means of making a little money during the slackest season of the agricultural year. As the time for ploughing

and sowing the kharif crops approached it became a matter of extreme importance to induce as many as possible of these people to return to their houses. A conference was held by the Chief Commissioner at Pachmarhi to consider the best means of attaining this end in the Nerbudda Division, and the notes of this conference (of which I am to forward a copy) were circulated to other divisions, as suggestions for corresponding action in districts where the conditions were similar to those of the Nerbudda Valley. Six charges in all were closed in the Nerbudda Division on or about the 19th June, and the remaining charges were as far as possible converted to piece work, task work camps being established within easy distance of every piece work to provide for weakly applicants unable to earn a living wage at piece work. These measures, combined with the refusal (temporarily) of work to new applicants showing no signs of privation, seems to have been successful, in securing a return to the fields of a sufficient body of labour, to plough and sow the crops. It was not thought safe, in several districts, to completely close any works, but, even where this was not done the showers which fell about the 19th of June caused the tenants and some of the agricultural labourers to leave the works of their own accord. Unfortunately the monsoon opened feebly and unsteadily, the last week of the month was practically rainless and many of those who had left the works were forced to return. The statements now submitted, however, show the figures of the 26th June, when sowing was still in full swing and the break in the rains had not begun to cause alarm. The accompanying reports from the Deputy Commissioners, however, on which the Commissioners' summaries are based, were all written during the persistence of the break, which did not terminate till about the 10th July, and reflect the apprehensions which were felt at that time.

The weekly figures of persons in receipt of relief for each week from the 29th May to the 3rd July were :—

Week ending	29th	May	...	...	...	702,999
,, ,,	5th	June	...	...	...	681,542
,, ,,	12th	,,	...	...	...	658,927
,, ,,	19th	,,	...	...	...	569,247
,, ,,	26th	,,	...	...	...	438,751
,, ,,	3rd	July	...	...	...	553,078

The gradual reduction up to the 12th June was due partly to spontaneous withdrawal of agriculturists, and partly to the unpopularity of the piece work system among those who are in no urgent need of relief, but are willing to be paid the minimum wage for doing the smallest possible amount of work. The heavy falls from the 12th to the 26th were the result of the first burst of rain, and of the special measures referred to above. When these measures were sanctioned it was specially impressed on district officers that great watchfulness would be necessary and that works would be re-opened at the slightest sign of increasing distress. By the end of the month the continued holding off of the rains had caused a renewed demand for labour, and all action in the direction of closing works was suspended.

3. The poor-house population rose from 24,259 to 29,795, the increase being most marked in the Jubbulpore and Nerbudda divisions. It was to be expected that the commencement of the rains would drive into the shelter of the poor-houses many of the beggars and wanderers who have hitherto preferred to pick up a scanty living outside. There will no doubt be a constant tendency to further increase during the next few months. District officers are constantly urged, in order to prevent overcrowding and disorder, to draft the able-bodied to works, and the weakly, provided they are not in such a state as to require medical care, to village relief. It is on an extension of this last form of relief that our main reliance must be placed during the rainy months. There has, indeed, been a very large increase in numbers (from 88,922 to 106,116) on village relief during the month under report. To this increase all districts, in which village relief is in operation, have contributed, except Saugor, where, however, it appears from the report of the Commissioner of the Jubbulpore Division that there has been a serious mistake in the figures, and that the numbers receiving relief are really larger than have been hitherto shown.

4. The death-rates given in column 15 of statement A are for the month of May. Figures for June have been reported only from the Nerbudda Division, and these are given in a supplementary statement. The death-rates for May are very high in Jubbulpore, Saugar, Mandla, Balaghat, Hoshangabad, Narsinghpur, Raipur and Bilaspur. These are all severely affected districts, but in all of them a great deal of the abnormal mortality may be put down to cholera. The supplementary statement for the Nerbudda Division shows that the death-rate fell in Hoshangabad and Narsinghpur, but rose largely in Betul, Nimar, and Chhindwara. These figures, and also the figures showing deaths from starvation, will be reported on in greater detail when the monthly mortality return is submitted. It has been frequently admitted that mortality due to famine cannot be properly ascertained in time for inclusion in the report for the month in which it occurred.

5. As already observed, district reports were written at a time when the prospects of a favourable monsoon were very gloomy. Much of the report from the Nagpur Division was written before the recent rain fell. The weather reports up to date show that Nagpur has received 7·97 inches of rain, Wardha 6·23, Bhandara 5·92, Balaghat 5·73, and Chandha 3·51, and it may therefore be hoped that the damage done by the sudden cessation of rain after the first sowings may not have been so great as was thought. The Commissioner's report, however, shows that even if lack of agricultural employment should drive large numbers back to the works in Balaghat and Bhandara, there is ample provision for them. In Nagpur where the bulk of the workers appear to be non-agriculturists there has been no closing of works. In Chandha the unavoidable closing of large numbers of mulguzari works (tanks) has thrown many people out of employment, some of whom may not obtain field labour, and to provide for possible distress among these, village relief has since the close of the month been started all over the district. It was suggested to the Commissioner that this might be advisable in parts of Nagpur also, but Mr. Nedham and the Deputy Commissioner both consider that in that district, the wealthiest in the province, the springs of private charity have not yet altogether dried up and the village poor are still being supported by their neighbours. The matter will be personally discussed by the Chief Commissioner with the Commissioner in a few days. A further measure taken since the close of the month was the opening of two poor-houses in Wardha. It may be hoped that in this division anxiety will now be practically confined to Balaghat. Here the exertions of the local officers have surmounted the main difficulty, the supply of grain for the Baihar Tahsil. The Chief Commissioner is now on his way to meet the Commissioner and the Deputy Commissioners of Balaghat and Bhandara and will discuss the situation with them.

6. The report from the Jubbulpore Division is written by Mr. Fuller, who took charge on the 1st July, and who had still, at the time of writing, to see personally a large portion of his charge. His observations on the superiority of village relief to the aggregation of helpless people at relief centres are entirely in accordance with the principles which have always guided this administration. In Mandla, however (as in the Chhindwara Jagirs—a very similar wild tract of sparse population, great distances, and difficulties of communication, with a revenue staff poorly trained and ill-acquainted with the country), it was recognised that the character of the country offered great obstacles to the regular visitation of every village in the distressed area, and for this reason an exception was made to the rule prevailing elsewhere, and relief centres, where persons unable to work could be gathered together, were deliberately adopted as a standing (and not as elsewhere a provisional) form of relief. This view was that of Mr. Anderson, the Commissioner, and of the late Mr. Priest, his successor, who shortly before his death visited the district and recognized the relief centres. At the same time the Deputy Commissioner has consistently been urged to extend village relief wherever this can be done, and the numbers have been increasing, though slowly. If Mr. Fuller finds it possible, in this district, to extend the area of village relief and to contract the operation of relief centres, the Chief Commissioner will be very glad to see this done. But "to collect people at (even) imperfectly supervised depôts" is preferable to leaving them in places where no supervision at all is possible, the villages being too far apart or too inaccessible for the circle officer to visit them from month to month.

The decrease in the numbers on village relief in Saugor, which has been noticed above, is attributed by the Commissioner partly to orders, apparently restricting the operation of the system, which are said to have reached the Deputy Commissioner. No such orders, I am to say, were issued by the Chief Commissioner, whose views, as explained in paragraph 9 of last month's report, are different from those held on this subject by Mr. Galbraith, the Officiating Commissioner. I am also to forward a copy of this Administration's Circular No. 3205, dated 2nd July*, in which the importance of this branch of relief is emphasised.

The reduction in the number of relief workers was greater in the Jubbulpore Division than elsewhere. Piece work was introduced freely on works (of which there were many) that had been a long time in existence, and where the workers were in good condition. Opinions differ a good deal as to the success of the system, but where it has failed the failure has generally been due to misapprehension or neglect of the orders defining its conditions and limitations. These orders are contained in Public Works Department Circular No. 385—3822, dated 28th May 1897, a copy of which I am to enclose*. Mr. Fuller has now corrected any misapprehension which may have arisen on the subject in the Jubbulpore Division. It is satisfactory to learn that he is satisfied that under the piece-work rules "people in good health and strength" (for whom alone they are intended) "earn enough, and more than enough, for their support."

7. In the Nerbudda Division the matter which gave most trouble during the month was the rapidly rising price of grain in the Betul District, and the difficulty of supplying the relief works. Betul, though off the line of railway, is better served in the way of communications than Mandla, and the measures which were found necessary, and were successfully carried out, in the Mandla District, were not at first thought to be required in Betul. Prices, however, rose so quickly during the last part of June that the situation became serious, and the Chief Commissioner sanctioned advances to the amount of Rs. 5,000 to petty dealers for the supply of grain at local bazaars. In this district also the piece-work system did not at first work altogether satisfactorily, but it is believed that proper arrangements have now been made. The high death-rate in the Nimar district, although largely due to cholera, is disquieting. The attention of the Deputy Commissioner was called to the matter some time ago. The Chief Commissioner is now about to visit Khandwa, and will enquire further into it.

8. In the Chattisgarh Division the reduction in the number of relief workers has been less than elsewhere, and this difference is most marked in the Bilaspur District. Here, indeed, it has been found necessary, so far from contracting or closing works, to steadily extend them, while village relief, largely given before, has been doubled. The situation in this district has been causing anxiety for some time past. The Chief Commissioner has now visited Bilaspur and conferred with the local officers, and will shortly submit for the information of the Government of India the further information asked for in paragraph 4 of your No. $\frac{2233\text{-F.}}{26-20}$, dated 8th June. The condition of the Raipur District now (so far as can be judged) gives no serious cause for anxiety, and in both districts the present prospects of the kharif crops appear to be decidedly favourable.

9. In conclusion I am to express regret that, partly owing to the late receipt of the report from Jubbulpore, and partly to the Chief Commissioner being now engaged on a rapid tour through the distressed districts, this report is some days late.

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* Not reprinted.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 26th June 1897.

[To be submitted to the Government of India within the first-half of the next month.]

District	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Numbers on Relief Works on last day of month.					Number on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.			Monthly death-rate for May per mille per annum.	Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Juar.	Wheat.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Jubbulpore Division.															
Jubbulpore	3,948	748	2,853	498	235	5,780	...	15,179	21,194	25,310	8	...	9¼	75·72	...
Saugor	4,007	592	4,007	592	28	3,547	...	14,317	17,892	17,974	...	6	8½	89·76	...
Damoh	2,831	325	2,000	200	535	3,601	...	19,276	23,412	16,635	6	...	7¼	75·72	...
Mandla	5,056	339	5,056	339	7	2,205	...	9,626	11,838	5,557	7	...	7¾	86·04	...
Seoni	3,198	371	1,766	200	273	2,865	...	3,469	6,607	3,636	...	...	8½	55·44	...
Total ...	19,040	2,375	15,682	1,829	1,078	17,998	...	61,867	80,948	69,112	...	...	...	...	...
Nagpur Division.															
Nagpur	3,832	758	524	243	179	2,973	...	8,278	11,430	4,007	8⅛	9 3/16	8⅛	54·48	...
Bhandara	3,968	742	2,900	550	100	4,459	...	12,713	17,272	9,078	8 5/16	10	8 5/16	53·64	...
Balaghat	3,164	383	1,500	230	559	4,463	...	15,887	28,923(a)	14,126	7	...	...	68·72	...
Chanda	10,749	697	2,052	104	All private and Takavi Works.				...	...	6¾	8¾	6 9/16	30·60	...
Wardha	2,428	400	650	70	21	313	...	1,216	1,550	20	...	8½	...	50·64	...
Total ...	24,141	2,980	7,626	1,197	859	12,208	...	38,094	54,175	27,231	...	...	...	...	...
Nerbudda Division.															
Hoshangabad	4,024	499	3,794	361	933	14,649	...	4,723	20,305	7,777	8 3/16	7⅛	6 15/16	93·12	...
Narsinghpur	1,916	367	1,916	367	588	15,072	...	5,245	20,905	8,011	...	8	8	88·92	...
Nimar	3,928	285	3,928	285	8	136	...	5	144	631	6½	8	7½	64·68	...
Chindwara	4,630	407	2,549	164	409	10,235	...	1,013	11,657	3,476	...	8 16/16	7⅞	33·96	...
Betul	3,824	323	3,824	323	234	5,248	...	1,581	7,063	2,730	...	...	6	43·56	...
Total ...	18,892	1,912	16,011	1,500	2,167	45,340	...	12,567	60,074	22,625	...	...	...	...	...
Chhattisgarh Division.															
Raipur	11,724	1,584	4,027	710	681	9,056	...	31,432	41,169	23,888	7⅛	...	8	90·00	...
Bilaspur	8,341	1,164	8,341	1,164	988	19,040	...	6,594	26,622	41,873	8	...	8¼	81·48	...
Sambalpur	4,948	796	228	62	9	51	...	166	226	63	9	...	7¾	43·32	...
Total ...	25,013	3,544	12,596	1,936	1,678	28,147	...	38,192	68,017	65,824	...	...	...	...	...
Grand Total ...	87,086	10,811	51,915	6,462	5,782	103,693	...	150,720	263,209	184,792	...	...	...	...	...

(a) Includes 3,014 on malguzari works.

SUPPLEMENTARY STATEMENT A.

Death-rates (per mille per annum) in the Nerbudda Division in June.

Hoshangabad	78·0
Narsinghpur...	76·8
Nimar	82·8
Betul	75·6
Chhindwara	48·0

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Monthly Famine Statement B for the four weeks ending Saturday the 26th June 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works (*i.e.*, average daily number for three months).			Number for whom relief can be provided by works remaining on programme on date of report (*i.e.*, average daily number for three months) (*a*).		Expenditure since April 1st 1897 (*b*).			Advances since April 1st up to end of month under (*c*).			Revenue suspended.
		Date of last programme.	On large works (P. W. D. Schedule A).	Others.	On large works (P. W. D. Schedule A).	Others.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
JUBBULPORE DIVISION.													
Jubbulpore	93,000	12-5-97	127,556	...	40,645	...	26-6-97	399	140	...	75	133	399
Saugor	42,000	12-5-97	129,000	...	70,362	...	26-6-97	82	40	...	29	16	425
Damoh	40,000	12-5-97	91,511	...	65,193	...	26-6-97	70	22	3	51	221	(259 remitted)
Mandla	27,000	12-5-97	135,556	...	105,790	...	26-6-97	185	12	...	9	29	33
Seoni	26,000	12-5-97	98,222	...	97,696	...	30-6-97	9	14	1	10	7	84
Total ...	228,000	...	581,845	...	379,686	...	...	745	228	4	174	406	941 (259 remitted)
NAGPUR DIVISION.													
Nagpur	53,000	6-4-97	51,444	...	50,154	...	26-6-97	89	4	...	30	6	...
Bhandara	52,000	6-4-97	46,111	...	41,172	...	26-6-97	178	21	...	119	...	135
Balaghat	53,000	6-4-97	48,768	...	29,719	...	26-6-97	318	33	...	45	93	155 (3 remitted zamindari Sakolis).
Chanda	49,000	6-4-97	47,262	...	101,308	...	26-6-97	...	...	...	85	6	...
Wardha	28,000	6-4-97	7,056	...	15,876	...	26-6-97	23	...	...	1	1	...
Total ...	235,000	...	200,641	...	238,229	...	...	608	58	...	280	106	290 (3 remitted).
NERBUDDA DIVISION.													
Hoshangabad	65,000	21-5-97	162,224	24,000	91,549	...	26-6-97	345	12	14	...	...	430
Narsinghpur	46,000	21-5-97	153,984	...	117,608	...	26-6-97	261	26	...	15	5	426
Nimar	18,000	21-5-97	77,171	...	99,230	...	26-6-97	5	5	2	...	6	6
Chhindwara	29,000	21-5-97	128,327	3,000	67,101	...	26-6-97	119	18	...	21	10	...
Betul	23,000	21-5-97	122,067	...	110,252	...	26-6-97	89	13	...	16	14	...
Total ...	181,000	...	643,773	27,000	485,740	...	...	819	74	16	52	35	862
CHHATTISGARH DIVISION.													
Raipur	89,000	4-12-96	146,228	17,246	144,884	...	26-6-97	405	36	...	127	34	164
Bilaspur	75,000	26-4-97	56,493	30,000	100,028	...	26-6-97	269	134	...	61	56	210
Sambalpur...	56,000	4-12-96	25,778	...	31,519	...	26-6-97	7	½	½	...	3	...
Total ...	220,000	...	228,559	47,246	276,431	...	...	681	170½	½	188	93	374
GRAND TOTAL ...	864,000	...	1,654,818	74,246	1,380,086	...	...	2,853	530½	20½	694	640	2,467 (262 remitted).

(*a*) Some relief works will have been more or less exhausted since the last programme, and others will have been provided for entry in the next programme. The net result should be shown in columns 6 and 7.
(*b*) The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.
(*c*) The total expenditure incurred and the advances made during the financial year previous to that to which the report and statements under submission belong should be stated in a foot-note.
This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

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Summary of the remarks in the District Reports to accompany monthly Famine Statements A and B for the month of June 1897.

JUBBULPORE DIVISION.

1. *Private charity.*—At a time when mothers are grudging food to their children much cannot be expected from private charity. Alms-giving seems to extend very little beyond the distribution effected from the Indian Charitable Relief Fund. During the month of June efforts were concentrated on the distribution of money to cultivators for seed and cattle (head IV. of the programme); accounts are still imperfect, but it appears that:—

	Rs.			
In Saugor ...	193,750	were distributed	to	14,000 ryots.
In Damoh ...	163,159	,, ,,	,,	9,763 ,,
In Jubbulpore...	246,000	,, ,,	,,	20,000 ,,
In Mandla ...	80,000	,, ,,	,,	7,000 ,,
In Seoni ...	27,391	,, ,,	,,	4,648 ,,

Steps will be taken to get completed accounts submitted without delay.

Lists drawn up by the patwaris formed the primary basis of distribution. They were checked as well as possible by distributing officers who took what care they could to ensure that the recipients were deserving. I am sorry to learn that in the Saugor and Damoh districts patwaris are reported to have levied a large commission. The Deputy Commissioners are fully alive to the gravity of this charge and are taking steps to bring offenders to justice and to compel them to refund.

Not much was done under other heads of the Charity Fund relief programme. Clothes are not a striking necessity in June and it was only in Jubbulpore that many were distributed. In Jubbulpore 390 orphans were maintained by grants from the fund. It is again only in Jubbulpore that funds have been used to any great extent in relief of respectable paupers at their homes. About 1,500 persons were relieved in this way. I have recently been looking into the working of this part of the Charity Fund operations and think that it is susceptible of improvement. In other districts the number of respectable paupers relieved was very small. People of this class are only numerous in large cities.

At Mandla the Church of England Mission provided 1,155 persons with labour relief and maintained 150 in a poor-house. At Seoni the Church of Scotland Mission fed 854 people.

A new departure in charity work at Jubbulpore is the establishment of a cheap grain shop concerning which more will be said next month.

In Jubbulpore and Seoni (and perhaps in other places) charitable people occasionally distribute small doles of grain. But this does more harm than good. It attracts beggars without maintaining them.

2. *Government poor-houses.*—The following table compares the number of poor-houses and their population in each district during the past three months:—

District.	Number of Poor-houses.			Number of Inmates.		
	April.	May.	June.	April.	May.	June.
Saugor	5	5	5	3,381	4,598	6,813
Damoh	4	4	5	1,104	1,236	1,548
Jubbulpore	5	5	4	2,715	2,408	3,342
Mandla	2	2	2	551	470	733
Seoni	2	2	2	430	465	720
Total	18	18	18	8,181	9,177	12,156

A rise was to be expected with the curtailment of work relief as the monsoon approached, and the increases in all districts except Saugor call for no special explanation. In Saugor I fear that arrangements have been allowed to get out of hand. At the present time there are over 4,000 people in the Saugor poor-house and the proper management of this crowd must be impossible. The Deputy Commissioner thinks that the Police have been sending too freely to the poor-houses. But these institutions are intended to be worked as depôts and I would deprecate any restrictions on their use as such, especially at the present time when there is an idea that admissions to Public Works Department works are to be strictly scrutinised. It would seem that the poor-house Superintendent is to blame for not having drafted persons out with sufficient expedition. So far as appears it has not been the practice to draft persons from poor-houses on to the village relief lists, as is very largely done in the North-Western Provinces, and I think that a possible explanation of the large poor-house population may be found in the state of village relief in this district which will be noticed further on. I have now given instructions to the Deputy Commissioner which I hope will have the effect of reducing the poor-house population to manageable proportions.

The poor-house mortality continues regrettably high. In the Saugor District the poor-house death-rate was 44 per mille per mensem, in Damoh 64 per mille, in Jubbulpore 97 per mille and in Mandla actually 143 per mille, nearly a seventh of the inmates having died. The continuance of this very high mortality is one of the most unsatisfactory features in the present situation, as it seems to indicate that there are a number of people who are not reached by our relief measures till they find death's door at the poor-house compound.

3. *Relief centres.*—In Saugor and Damoh there were no relief centres. The effect of these centres in the other three districts during each of the past two months is indicated below :—

District.	No. of Centres.		No. Relieved Gratuitously.		No. on Light Work.		Total.	
	May.	June.	May.	June.	May.	June.	May.	June.
Jubbulpore ...	11	9	1,201	1,460	2,740	786	3,941	2,246
Mandla	17	17	919	745	3,562	3,029	4,481	3,774
Seoni	5	4	64	79	354	269	418	348
Total ...	33	30	2,184	2,284	6,656	4,084	8,840	6,368

The grant of daily money allowances at certain central places either gratuitously or in return for light work, is not expressly contemplated by the Famine Code, and was apparently only undertaken as a makeshift till works and village relief were properly organized. The numbers relieved at these centres have been rapidly falling. The 9 centres still open in the Jubbulpore District will be now merely used as kitchens and hospitals, and I propose to have, if possible, a similar arrangement made in Mandla and Seoni.

4. *Village relief.*—Totals for the two last months are compared below :—

Districts.	No. Relieved at their Houses.		
	May.	June.	Difference.
Saugor	11,174	9,385	— 1,789
Damoh	10,863	11,203	+ 340
Jubbulpore	18,418	18,178	— 240
Mandla	1,880	2,268	+ 388
Seoni	1,972	2,026	+ 54
Total	44,307	— 43,060	— 1,247

There are remarkable differences between one district and another in the extent to which use is made of house to house relief. In Jubbulpore the relief lists include 2·4 per cent. of the total population, but the proportion is as high as 3·0 per cent. in the Murwara and 3·2 per cent. in the Sehora tahsils [I may mention that in the North-Western Provinces 3 per cent. is accepted as the limit for all but exceptionally distressed tracts]. In Damoh this percentage is exceeded, 3·5 per cent. of the population being on the lists. But this does not appear excessive looking to the circumstances of the district. It may be said to its credit that the death-rate and the poor-house population are both low. Saugor presents the most violent contrast: on the district as a whole the percentage is only 1·6. It is highest (2·9) in the tahsil, which I understand to be less distressed, Rehli, and is only 1·8 in the Khurai tahsil where distress is acute. In Banda the figures show only 0·2 per cent. but they are disowned by the Deputy Commissioner. He shows that the tahsildar has all along been grossly understating the extent to which this kind of relief has been granted, reporting from work to work only the uumbers relieved in the villages actually visited, not the total number on the relief list. This may have been excusable four months ago when the famine organization was new, but in my judgment it is inexcusable now, and the Deputy Commissioner has laid himself open to severe criticism for having permitted it. In Mandla again house to house relief is plainly inadequate, touching only 0·7 per cent. of the population. The Deputy Commissioner may have thought that his relief centres would take its place. It is undoubtedly easier to wait till people come for relief than to bring it to their doors. But it is infinitely less effective as a means of saving life, which is the object immediately before us. And for many other obvious reasons it is preferable to keep weakly people at their homes than to collect them at imperfectly supervised depôts, especially during the rains.

I will not comment on the decrease shown in the Saugor district as orders which have reached the Deputy Commissioner may be responsible for it. The Deputy Commissioner of Jubbulpore mentioned that village relief has been altogether stopped in *Haveli* villages. I am not sure that so sweeping a measure is judicious and I am addressing him on the point.

5. *General character of relief works.*

(*a*) *Under the Public Works Department.*

The statistics of the two past months are contrasted below :—

Districts.	Workers.		Dependants.		Total.		Difference.
	May.	June.	May.	June.	May.	June.	+ or —
Saugor	25,896	16,502	2,750	1,776	28,646	18,278	—10,368
Damoh	21,048	18,080	2,917	2,656	23,965	20,736	— 3,229
Jubbulpore	36,033	15,933	7,042	1,908	43,075	17,841	—25,234
Mandla	18,178	7,170	4,800	1,452	22,978	8,622	—14,356
Seoni	11,024	6,025	1,756	773	12,780	6,798	— 5,982
Total ...	112,179	63,710	19,265	8,565	131,444	72,275	—59,169

Taking workers and dependants together there is a decrease of 45 per cent. This is ascribed in the District Reports to—

(1) the closing of certain works ;

(2) the introduction of the piece-work system ;

(3) the return of people to their villages for field work.

Four works were closed in the Jubbulpore District and one work in Mandla. Piece work was introduced on 3 charges out of 12 in Saugor, on 4 charges out of 11 in Jubbulpore, on 4 charges out of 5 in Mandla and on all the charges in Seoni. Damoh is the only district in which there was no curtailment in the work relief offered, and it will be seen that in it the decline in numbers was only 14 per cent. The condition of the relief workers generally warranted an increase in the severity of the test, and it was of the utmost importance that the works should not tempt people to stay away from their fields. But so radical a change necessarily entailed some hardship, and it is clear that the Deputy Commissioners of Saugor, Jubbulpore, and Mandla are not quite satisfied with the results. Indeed, the Deputy Commissioner of Saugor has retrogressed to the task system on all of his works, and the Deputy Commissioner of Jubbulpore has recommended that this course be followed in some cases. The orders for the introduction of piece work strongly insist on the absolute necessity of making separate provision for infirm people who come to the works for relief. But this has in most cases not been done. I have issued stringent instructions on the subject. If weakly persons are denied relief and are left to wander away in search of it (as on one work I found to be the case) there will certainly be a risk of deaths from starvation.

On the other hand, I should note that the Executive Engineer of the Jubbulpore Division has informed me that on one work (at Jhiria) a very large decline in numbers is simply due to people leaving for their fields, and that this is generally sufficient to account for a considerable decrease in numbers is evident from the large proportion of women on the works. The fields offer them no employment till weeding begins. I have, moreover, satisfied myself that people in good health and strength earn, under the piece work rules, sufficient, and more than sufficient, for their support. But the rules press hardly on those who are weak or sickly. On those, in fact, who under the rules ought not to be on piece works at all.

(*b*) *Under District Officers.*

Comparative figures are given below :—

District.	May.	June.	+ or −
Jubbulpore	16,607	4,475	−12,132
Saugor	13,617	595	−13,022
Damoh	15,012	5,332	− 9,680
Mandla	2,258	1,639	− 619
Seoni	987	313	− 674
Total	48,481	12,354	−36,127

The decrease in numbers here amounts to 75 per cent., chiefly due to works being closed. Most of them are tank works, and it has all along been recognized that it would be impossible to keep them open once the rains had broken.

(*c*) *Loan works.*

No complete figures are given to show the extent to which works undertaken with Government loans employed labour during the month, but it is evident that the field was not very great. Operations were being contracted rapidly as the time for the monsoon approached, and in the Jubbulpore District some loans were returned to the Deputy Commissioner.

6. *Physical condition of the people.*—There seems to be a consensus of opinions that the condition of relief workers had by the middle of June become very satisfactory, and it was, indeed, on reports to this effect that steps were taken

to render the relief works rather less attractive. But on almost every work there was a residuum of weakly people whose condition now attracts more notice than it did when they were diffused amongst hundreds of well-fed coolies, and this partly no doubt explains reports which have reached me that the condition of the people on the relief works is actually deteriorating. The Deputy Commissioners of Saugor, Damoh, and Seoni write cheerfully. Mr. Phillips states that cases of emaciation are very rare even in the most affected parts. Mr. Blakesley writes that the condition of the people has generally much improved. Captain McNabb reports that it is rare to meet with cases of emaciation except in poor-houses. The reports from Jubbulpore and Mandla are less satisfactory. Mr. Robertson believes that the condition of the people is in some respects deteriorating, and his view is certainly fully borne out by reports which have reached him from his inspecting officers and the Police. Syed Alay Mohomed quotes the Civil Surgeon's opinion that "owing to increasing difficulty in procuring food-grain the physical condition of village people is generally deteriorating, weakness and emaciation being more apparent. Dr. Murphy's opinion certainly carries weight.

Vigorous measures will now be taken under the Chief Commissioner's orders to improve the administration of village relief and to supplement it with kitchens, and I am hopeful of the effect of these measures, which, in the event of a heavy monsoon, must to some extent take the place of work relief. It is to be remembered, moreover, that these reports were written at a time when rain was persistently holding off and apprehension of future troubles added to the gravity of those in the present.

7. *Mortality.*—The usual statistics are given below :—

District.	No of Deaths.		Rate per mille per annum.			
			Exclusive of towns.		Inclusive of towns.	
	April.	May.	April.	May.	April.	May.
Jubbulpore	4,014	4,721	52·8	74·4	63·6	75·6
Saugor	3,047	4,427	60	86·86	62	89
Damoh	1,592	1,362	Not given		58	50
Seoni	1,571	...			53	55
Mandla	1,430	2,436			50·8	86·16

These figures are not very instructive as they include a very large mortality from cholera. Excluding deaths from cholera the monthly death-rates per mille have been :—

Districts.	April.	May.	Compare percentage of population in receipt of relief.	
			April.	May.
Saugor	4·2	5·8	7·3	9·9
Damoh	3·9	3·1	11·3	16·6
Jubbulpore	5·6	5·3	12·8	11·5
Mandla	?	5·1	9·0	9·6
Seoni	3·4	3·6	3·7	4·5

It is a striking fact that the death-rate (apart from cholera) is lowest in Damoh, and it is difficult not to see some connection between this and the liberality with which Mr. Blakesley has given relief, and in particular to people at their houses. In this district alone was there a substantial extension of relief measures during May. The death-rate of May was at its highest in Saugor, though I suspect that if deaths had been properly registered in the wilds of Mandla that district would have headed the list. In both districts and in Jubbulpore the rate is high, being, I presume, nearly double what it should have been during the hot weather months.

Cholera caused very heavy mortality during both months. In May it was responsible for the death of over 3,000 persons in this division.

The number of deaths which should be ascribed to privation or to starvation has not and cannot be returned with anything approaching exactitude. Mandla alone returns deaths as having directly resulted from want of food. Eight deaths are so reported, but the Deputy Commissioner distrusts the reports. Deaths indirectly due to the famine are more numerous, but it is very difficult to bring the information given in the District Reports within the columns of a single table :—

DEATHS ASCRIBED DIRECTLY OR INDIRECTLY TO WANT OF FOOD.

Districts.	May.			June.		
	In poor-houses.	Elsewhere.	Total.	In poor-houses.	Elsewhere.	Total.
Saugor	158	3	161	261	?	261
Damoh	99	1	100	Not reported.		...
Jubbulpore	582	57	639	329	520	849
Mandla	155	4	159	105	9	114
Seoni	?	?	97	?	?	136

The statistics of mortality due to famine are supposed to be brought up to the end of the month under report. But it is obviously very difficult, if not impossible, to get them in from distant reporting circles in time for submission, and the Deputy Commissioner of Damoh has not attempted to give figures for June. The Jubbulpore statistics alone are complete. In other cases Deputy Commissioners have not had time to look much beyond their poor-houses. The increase in the number of deaths reported from Jubbulpore, coupled with the local reports on the situation, gives ground for some anxiety.

8. *Stocks.*—Prices ran very high in parts of Damoh, but the Mandla District appears to include the only localities which could not safely be left for their grain supply to private enterprise. So long ago as the middle of May last disquieting reports were received from the Dindori Tahsil, in one case an officer in charge reporting that he had been compelled to close the children's kitchen for lack of grain. We owe it to arrangements made by the late Mr. Priest that prospects have improved. The firm of Raja Seth Gokaldass has undertaken responsibility for the provision of grain on works in the Mandla Tahsil other than the one on the Jubbulpore road. The needs of Dindori have been met by the importation on Government account of 7,771 maunds of grain which have been safely delivered by road. The Deputy Commissioner has been able himself to arrange for the delivery of some 3,000 maunds of small millet (kodou and kutki) from Rewa and other places outside the district to meet the requirements for seed grain as well as for food.

The Deputy Commissioner of Damoh was able to arrange with the Indian Midland Railway for the use of ballast trains for the importation of a large quantity of grain—over 20,000 maunds, I believe—during the short period for which the rails were laid through to Damoh.

9. *Prices.*—The prices for the two past months are compared below :—

Seers per rupee.

Districts.	Wheat.		Gram.		Common Rice.	
	May.	June.	May.	June.	May.	June.
Saugor	8½	8½	8¼	8¼	6¼	6
Damoh	8	7¼	9	7½	6¼	6
Jubbulpore	10¼	9¼	10¼	9½	8	8
Mandla...	8	7¾	8½	7½	7	7
Seoni	10¾	8	...	...	8½	...

The price of wheat and gram has risen largely in Jubbulpore and in the two districts which are supplied from Jubbulpore, Damoh, and Mandla.

10. *Import and Export of grain* :—

Districts.	Imports.			Exports.		
	April.	May.	June.	April.	May.	June.
	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.
Saugor	26,012	47,279	64,843	595	950	1,783
Damoh		Not	reported.			
Jubbulpore	47,446	100,777	95,677	71,978	30,808	26,574
Mandla...	5,000	50,000	105,000	*Nil.*	*Nil.*	*Nil.*
Seoni	16,124	10,280	5,531	6,126	3,120	2,009

The net imports during June into Saugor, Jubbulpore, and Mandla sufficed to feed for one month 28, 24, and 82 per cent. of the population respectively. It will be seen that Seoni is practically self-supporting.

11. *General condition and prospects of affected areas.*—The physical condition of the people has been already touched upon. For the rest everything depends on the character of the monsoon. The large sums which have been given away for seed and bullocks are of themselves sufficient for the cultivation of a considerable proportion of the total kharif area. And the people generally manage to sow a much larger area than *a priori* considerations would trust to them. Excellent rain fell at the end of the third week of June, but the monsoon current drew off, and, save for some scattered showers, no rain fell from the 24th June to the 8th July. Very little rice was sown on the strength of the June rainfall save in good land, and the loss of rice seed has not been considerable. But juari and kodou were sown largely, and it is feared that much of the sowings have germinated and withered. The question of distributing supplementary advances is receiving urgent attention. In most districts there are balances to the credit of the Charity Fund, which will be promptly utilized, and under the Chief Commissioner's orders additional grants of Government money are to be applied for where necessary.

The Deputy Commissioner's reports were written before the welcome rainfall of the last two days, and are gloomier in tone than they would be if now re-written. The Deputy Commissioner, Saugor, writes :—

"The rainy reason has begun well. The heavy falls of rain on the 20th, 21st, and 22nd followed by a long spell of clear weather, have been most favourable for the kharif sowings ;

and it is believed that the greater part of the area to be sown has been sown. The destitute cultivators have, as I have indicated above, been enabled by the grants made to them from the charitable fund to make due arrangements for the carrying on of cultivation.

"The whole of my allotment for the current year (Rs. 52,000) has already been expended in Takkavi. Numerous applications for agricultural loans have of necessity been rejected. But, on the whole, I believe that the cultivators have been able to obtain the requisite plough cattle, seed, and subsistence grain somehow."

The Deputy Commissioner of Damoh states that :—

"Whatever small stocks the people had, have already been consumed. The Takkavi loans and the charitable grants have relieved the people greatly, and their results will be noticed in a few months. The first fall of rain enabled the people to prepare their land for kharif sowings; but the long and continued break which followed it has caused anxiety. Those who have already sown their land are likely to suffer most if it does not rain soon."

From Jubbulpore Mr. Robertson reports that :—

"The break in the rains is doing much harm to the crops already sown. These are beginning to wither and dry up. Persons who have received Takkavi and grants of money from the charitable fund are unable to sow their land, and the latter class are reported to be in some cases using their grants for food."

For Mandla the Deputy Commissioner gives the guarded opinion that :—

"The general condition cannot be said to be very bad yet. Probably it will go to worse in the months of July and August."

The Deputy Commissioner of Seoni believes that in one tahsil (Lakhnadon) all the available seed was sown during the fourth week of June, and a very considerable amount of millet and some rice in the other tahsil. Much damage had been done by the cessation of rain at the time he wrote and prospects were decidedly gloomy.

12. *Crime.*—There is nothing very remarkable in the statistics of crime.

—	Number of Offences.				
	Saugor.	Damoh.	Jubbulpore.	Mandla.	Seoni.
June 1897	240	133	357*	123	90
May 1897	275	138	270*	133	72
Compare June 1896	211	177	350*	104	130

* Thefts and burglaries only.

13. *Changes in the Rate of Wages.*—In Damoh the rate on which wages are calculated was raised to eight seers per rupee, and a rise was also made in the northern tahsils of Jubbulpore where three rates are now in use, in different localities 8½, 9, and 9½ seers per rupee. No changes were made in other districts if we except the important results of the introduction of piece work.

14. *Employment afforded by Railway Work.*—Statistics are given below.

Numbers working on the—

Districts.	24th April.	29th May.	26th June.
Jubbulpore	3,921	4,256	3,723
Saugor	7,561	8,781	5,073
Damoh	13,090	11,004	5,190
Total	24,572	24,041	13,986

The decline in numbers is generally due to the opening of employment in the fields.

15. *Summary for the Division.*—The aggregate numbers on relief at the end of May and June are compared below :—

Nature of relief.	29th May. Numbers relieved.	26th June. Numbers relieved.
(A) WORKS.		
1. Public Works Department	112,179	63,710
2. Under Civil Officers	55,137	16,438
Total	167,316	80,148
(B) GRATUITOUS RELIEF.		
1. In poor-houses	9,277	13,206
2. Other gratuitous relief, including that of dependants on works	62,356	55,847
Total (B)	71,633	69,053
TOTAL (A) AND (B)	238,949	149,201

There has been a decline in numbers of 38 per cent. almost wholly due to a diminution in the amount of work relief granted.

(*b*) *Action taken to Organize and Complete Measures of Relief.*—A monsoon programme has been drawn up for each district and is being followed. If rains are favourable it will doubtless suffice. But if good rains should fail distress will intensify beyond anything as yet experienced, and it will be necessary to reconsider the plan of operations. I have already taken the instructions of the Chief Commissioner on this point, and am instituting enquiries with reference to an expansion of the programme which will, it is hoped, prove unnecessary. Meanwhile the adequacy of village relief measures is receiving the attention of Deputy Commissioners, and steps are being taken to facilitate the obtaining of cooked food by the hungry. Public Works Department kitchens are being expanded, and new kitchens established in places where the condition of the children shows that they are needed.

(*c*) *Prospects of the Division.*—There is little to be said at the present time of transition except to re-iterate the obvious truism that everything depends on the character of the monsoon, and to remark that famine administration seems to need most attention in the districts of Saugor and Mandla.

NAGPUR DIVISION.

1. *Private Relief.—Balaghat.*—There are no private institutions. Subscriptions amounting to Rs. 246 were collected for the poor-houses in Balaghat, Baihar, and Katangi. Out of an allotment of Rs. 218,540 made from the charitable fund Rs. 214,263 were spent during the month, including a large amount distributed in grain in the Baihar Tahsil.

Bhandara.—The sum of Rs. 75,000 referred to in my last report as having been allotted by the Charitable Relief Committee for the provision of seed, grain, and bullocks for impoverished agriculturists, was distributed throughout the district, thereby assisting over 5,000 cultivators. In addition to this, agricultural loans to the extent of 25,000 were advanced to about 2,000 cultivators. These sums, although not, of course, sufficient to meet all demands, have undoubtedly effected an immense amount of good. Expenditure was also incurred in providing clothing for the destitute on relief works and in poor-houses.

Chanda.—Seed grain of the value of Rs. 25,880 has been distributed throughout the district to necessitous tenants. In consequence of the damage already caused by the delay in the monsoon, application has been made to the Charitable Relief Committee for a sum of Rs. 30,000 in addition to the 15,000 already allotted to the district.

Nagpur.—There are at present seven poor-houses, *viz.*, three in Umrer and one each in Bela, Mowar, Markher, and Sawargaon. These institutions have been established by private persons for the purpose of providing cooked food for the more destitute paupers—859 persons were relieved on the last day of the month in these poor-houses, and the amount spent was Rs. 863-6-6. The subscriptions towards the poor-houses at Umrer and Bela amounted to Rs. 703-5-0. There are many well-to-do persons throughout the district who continue to help destitute travellers and other paupers.

In the village of Mandhal, in the Umrer Tahsil, the wealthy residents have subscribed Rs. 500, with which a shop has been started. Grain is here sold to the local poor at cost price. In the same village about a hundred poor people are fed daily by private charity.

Wardha.—Juari is still being doled out to the poor people at various centres in the districts. The subscriptions raised for the purpose are said to be likely to last for a month more.

2. *Poor-house Relief.—Balaghat.*—There has been no change in the number and locality of Government poor-houses. The inmates have increased from 721 to 811. There were 121 deaths against 193 in May.

Bhandara.—The number of poor-houses remained the same throughout the month. The buildings have all been completed and strengthened so as to afford adequate shelter during the monsoon months. The number of the inmates has fluctuated but little during the month ; it was 825 against 823 at the end of May. The total number of admissions during the month to all poor-houses was 516 as against 685 during May, 418 persons were discharged as fit for work, and 159 deaths occurred ; there was also one birth. The number of deaths was somewhat higher than in May, especially at Gondia, where the Hospital Assistant was found to take very little interest in his work. He has now been removed. At Gondia the new admissions are reported to be mostly beggars who have hitherto been living on what they could pick up, but at the other poor-houses new arrivals are generally labourers who have obstinately clung to their homes, where they had no work, instead of seeking it elsewhere, till increasing distress drove them to seek Government help. The high mortality is, however, due to some extent to the excessive and abnormal heat, which naturally told on aged and weakly people, and many succumbed to its effects who were not really suffering from privation. The police also continue to relieve starving wanderers and send them to the nearest poor-house if they are not fit for work ; 155 persons were so relieved during the period under report against 227 in May. Such cases are now becoming exceptional, as will be seen from the following :—

Number relieved during week ending 5th June							...	...	76
,,	,,	,,	,,	,,	12th	,,	...	...	34
,,	,,	,,	,,	,,	19th	,,	...	...	29
,,	,,	,,	,,	,,	26th	,,	...	...	16

Chanda.—No poor-house relief.

Nagpur.—The number in the Nagpur poor-house has increased from 600 to 773. A further increase is expected when heavy rain sets in. Accommodation is ample. It is under contemplation to open a poor-house at Katol shortly.

Wardha.—There are no Government poor-houses at present, but owing to distress commencing because of the monsoon being delayed I have just sanctioned an application of the Deputy Commissioner to open a poor-house at Headquarters, and another at Hinganghat.

3. *Village Relief.*

Balaghat.—The number of relief centres continues to stand at four, but the recipients of such relief have decreased from 48 to 35 and ten persons are

getting light labour. The number of persons relieved in their homes in the Balaghat and Baihar tahsils was (6,917 + 1,878) 8,795 against (6,510 + 1,396) 7,906 in May.

Bhandara.—The only relief centres in this district are the children's kitchens established at all police-station houses and outposts. Their number remained unchanged during the month, *viz.*, 26, but the number of children fed rose from 558 to 757. The number of persons in receipt of gratuitous relief in their homes increased during the month from 3,019 to 4,389. This form of relief may, I think, now be considered to be completely organised throughout those parts of the district where it is required. But owing to persons entitled to this relief being sent to their homes from time to time, either from poor-houses or from relief works, where they have been hitherto wrongly relieved as "dependants," some slight increase may still be expected in the future. The lists prepared are checked frequently by inspecting officers and every endeavour is made to limit this form of relief to those strictly entitled to it.

Chanda.—Village relief is just commencing in consequence of rise in prices. 1,725 persons were relieved by private charity against 237 in the previous month.

Nagpur.—All the distressed parts have just been visited by the Deputy Commissioner, Superintendent of Land Records, Tahsildars, and Munsiffs in order to check the expenditure of famine loan money and to see that it was spent on the objects for which it was given. Relief under Section 34 has not been found necessary. The Deputy Commissioner, however, reports that if the present state of affairs continues such relief will soon be required, because the well-to-do, of whom there are many, are likely to be overwhelmed by the prospect of continued misfortunes and their means will be exhausted. The Deputy Commissioner of this district (Mr. Blenkinsop) makes some remarks about village relief in which I quite concur, and therefore quote below :—

"I do not think that the blind, halt, and lepers are by any means the first to suffer in a wealthy district. It is a religious duty to feed them, and they are a limited number, whereas those who begin to starve because they cannot get work, or are thrown out of work temporarily through sickness, have no claim on the charity of the wealthy. There is no religious duty to help them, and their number is unlimited, *i.e.*, if a wealthy person began to help them he would not know where to draw the line. For this reason, I have ordered Tahsildars to keep a careful look-out for such cases. Kotwals are ordered to bring them to the Mukkaddams' notice, and I have asked for a permanent advance of Rs. 50 for each Tahsildar for expenditure likely to be incurred in this way."

Wardha.—The Deputy Commissioner reports that lists of the poor are being prepared by patwaris, and that relief of this kind will be organized as soon as they are ready, if no rain falls in the interval and no improvement in the present prospects occurs.

4. *Relief Works.*

Balaghat.—The large works and the number of persons employed on them at the end of May and June are shown below :—

—	May.	June.
Lalbara Rampaili Road (1 camp)	6,560	2,110
Balaghat-Baihar Road (3 camps)...	3,205	4,049
Lanji-Amgaon Road (2 camps)	14,766	1,537
Lanji-Balaghat Road (3 camps)	18,149 (2 camps)	9,225
Waraseoni-Katangi Road (1 camp)	6,634	6,027
Bakal tank	899	500
Goradehi tank	216	...
Bhilewani tank	1,075	1,221
Alna tank	379	222
Ajgara tank...	295	493
Total	52,178	25,384

A third camp has been opened on the Lanji-Balaghat road, and the Goradehi tank has been completed. The number of persons on malguzari tanks was 3,014 in 168 villages against 9,264 in 520 villages in May.

Bhandara and Nagpur.—The number of persons on Public Works Department relief works at the end of May and June respectively is shown below :—

Districts.	Workers.		Dependants.		Total.		
	May.	June.	May.	June.	May.	June.	+ or —
Bhandara	31,088	17,272	6,269	3,107	37,357	20,379	—16,978
Nagpur	15,631	11,430	2,676	2,375	18,307	13,805	— 4,502

It will be noticed that in Bhandara numbers have decreased to nearly half of their former figure, while there has been a large decrease in Nagpur.

The introduction of the piece-work system on three works (the Bhandara circuit road, Gondia-Balaghat road, and Satgaon road) is no doubt responsible for part of the decrease in Bhandara, the balance must be ascribed to the approach of the monsoon, which caused cultivators and agricultural labourers to return to their homes for ploughing and sowing operations. The decrease in the number of dependants is almost proportionate to the fall in the number of workers, but the actual figure is still high and efforts are being made to limit this form of relief to true adult dependants and non-working children.

In Bhandara there are no local works under the District Officer, but a large number of private works were in progress during the month, mostly carried on with the aid of famine loans. There were 499 such works open at the close of the month employing 15,725 labourers. The expenditure from famine loans was Rs. 31,510-8-5, while Rs. 4,736-9-6 more are said to have been spent from private funds (including Court of Wards). The works being executed with the aid of these famine loans are of inestimable benefit in providing employment for the labouring classes at or near their villages and are also of very great permanent value to the district ; several fine large tanks have been newly constructed and many old ones have been extensively repaired.

In Nagpur famine loans to the extent of nearly Rs. 30,000 have been granted. The number of persons employed on famine loan works at the end of the month was 1,778, consisting of 832 men, 886 women and 60 children.

Chanda.—The only Public Works Department work which was under construction in the Nandgaon State had to be closed during the month owing to an outbreak of cholera. Some of the tank works referred to in my last report have been completed.

Wardha.—There is only one relief work, *viz.*, that at Arvi. It is worked on both the piece-work and task-work systems conjointly. Numbers have considerably fallen and this the Deputy Commissioner attributes partly to the introduction of piece work and partly to the expected approach of the rains. If the rains are delayed longer it will be necessary to open out more works.

5. *Physical condition of the people.*

Balaghat.—The condition of those in receipt of gratuitous relief is much the same as was reported last month. People, as they become fit, are sent on the works, others who refuse to leave their villages are brought on the lists. Those on works are healthy and generally strong. As regards the distressed tracts the condition of the people varies immensely. The Deputy Commissioner, who has been distributing charitable relief during the month to several thousand cultivators, reports that in one village the people are fairly fit, and in the next they are a set of skeletons, and that too within 5 or 6 miles of a relief work. These people flatly refuse to leave their villages unless they can come and go to their work daily. With the ordinary labourer, who is accustomed to go to Berar

for employment, it is just the opposite. They prefer wandering about in a state of utter destitution, picking up what they can, and they will not settle down at a relief work.

Bhandara.—The general condition of the people throughout the district is now fairly normal. The Deputy Commissioner reports that on relief works their condition is almost without exception good, as nearly all of them have been at work for some months. In poor-houses persons showing signs of privation are seen, but principally among the old and infirm or among wanderers brought in by the Police. The condition of those in receipt of village relief is as good as can be expected.

Chanda.—The physical condition of the people is said to be fair.

Nagpur.—Many of the people coming in to the poor-houses are very emaciated. On the works the labourers are in fair condition. The condition of the people in distressed tracts is gradually deteriorating. The Deputy Commissioner states that owing to the want of rain sowing is delayed and the vegetables, which are relied upon by the very poor for food at this season, have not come up.

Wardha.—The condition of the people is said to be good on works and fairly good elsewhere.

6. *Deaths from starvation.*

Balaghat.—The figures for June have not yet been entirely verified. The Deputy Commissioner reports that in May there were no deaths from starvation. The total number of deaths in that month was 3,371, of which 789 were due to cholera and 25 to small-pox. Omitting these deaths therefore the death-rate for May was 6·67, against a death-rate of 5·62 in April. There were 121 deaths in the poor-houses, due chiefly to dysentery and diarrhœa.

Bhandara.—The mortality return for May shows an annual death-rate of 44·69. Only one death, proved to be due to starvation, was reported during that month at the Downiwara outpost in the north of the district. The Deputy Commissioner states that 10 more deaths were reported by the Police as due to starvation, but these were all cases of unknown wanderers whose bodies were found in the jungle or in fields ; in such cases the actual cause of death could not be ascertained. Two of the victims are said to have been 70 and 80 years old respectively. Two more cases were reported as accelerated by privation ; they were both unknown wanderers, 50 and 60 years old, returning from the direction of Berar. They were fed by the Mukaddams of the village through which they passed, but succumbed to the results of previous privation.

Chanda.—Of the six deaths reported in May as due to starvation it has been found on verification that two were caused by fever and two by cholera. The Deputy Commissioner in a telegram just received (copy of which has been sent by him direct to the Secretariat) reports that the remaining two deaths were due to other causes though one may be ascribed to effects of previous privation.

Nagpur.—One death occurred from starvation in the poor-house ; 46 deaths in all were reported during June as verified by the Police. The Deputy Commissioner, however, reports that "going carefully through the lists I find only 10 deaths where the presumption is strong that death was really due to hunger." Nearly all the cases reported were of wanderers.

Wardha.—The Deputy Commissioner states that a few cases have been reported, but that they have not yet been verified, and seem doubtful.

7. *Food stocks.*

Balaghat.—Please see remarks below under 8.

Bhandara.—There is no scarcity of food supply in the District, although some difficulty was anticipated in securing a regular supply on all relief works during the rains. Contracts have been given out for the supply of grain to four camps.

Chanda and Wardha.—Food supply is said to be sufficient at present.

8. *Importation of grain.*—The imports and exports, as reported by Deputy Commissioners, are shown below :—

Districts.	Imports in Maunds.		Exports in Maunds.		Remarks.
	May.	June.	May.	June.	
Balaghat	...	47,634	...	...	
Bhandara	130,692	80,888	10,158	10,515	
Nagpur	67,722	138,131	6,705	9,430	By rail.
		41,145	...	1,485	By road.
Wardha	13,274	7,019	2,237	3,546	

The Charitable Relief Committee have imported nearly Rs. 40,000 worth of food grain into Baihar tahsil. The difficulty reported in my last report as regards the arrangements for transport of grain up to Baihar has been overcome by the employment of banjaras for the purpose. A large quantity of grain, more than we hoped for at one time, has already been distributed in the Baihar tahsil, and with the aid of the banjaras who have been induced to take up the work, I do not anticipate any serious difficulty in transport throughout the rains.

In Bhandara the Deputy Commissioner considers that private enterprise may be trusted to keep the supply up to the demand.

9. *General condition and prospects of affected area.*

Balaghat.—The Deputy Commissioner reports: "Prospects as I write exceedingly gloomy. All the seed for transplantation has been sown and half is already withered up. For the broad-cast rice there is still hope, so long as it has not germinated. The seed beds, which a week ago were a brilliant green, are now a uniform grey." This is serious and means that still less labour than ever will be required in the fields so that the numbers on relief works will rise shortly and that the distress will continue right on till next year. These remarks about Balaghat apply, though in less degree, to the other districts. For want of rain, sowings have generally been much retarded or, where they have been effected, the seed has dried up in many places, and resowing will be necessary, and people who had gone to their villages are now flocking back to the relief works. Fodder reported to be scarce and cattle are suffering in consequence.

10. *Changes in rates of wages.*

There has practically been little or no change, but owing to prices rising some alteration will soon become necessary.

11. *State of crime.*

Balaghat.—The Deputy Commissioner reports that there has been a satisfactory decrease.

Bhandara.—There has been no serious crime which could be attributed to famine. Cases of petty thefts have been somewhat frequent.

Chanda.—There is a decided increase of crime throughout the district, principally thefts of small value, owing to rise in prices.

Nagpur.—Petty crime is still very prevalent, owing apparently to prevailing high prices.

12. *General remarks for the division.*

(*a*) *Situation with regard to famine.*—In order to get the best possible idea of the situation I visited each district of the division during the past month,

Balaghat and Bhandara about the middle of the month, and Chanda and Wardha towards the close.

In Balaghat and Bhandara everything was comparatively hopeful, as there were good showers on four or five days with every indication of an early monsoon and sowing was briskly carried on. Chanda and Wardha had, however, only one good shower each, just about the middle of the month, and when I was at these places, between 28th ultimo and 3rd current, no more rain had fallen and there was consequently great despondency and anxiety. Much rice sown in Chanda and cotton in Wardha was drying up for want of moisture, and a considerable amount of resowing will have to be done. On the 5th current I began to receive disheartening reports from Balaghat, where there was practically no rain since the 22nd ultimo, which caused much damage to the rice which awaited transplantation. No news from Bhandara, I hoped augured well, and that hope has been confirmed by recent information. All the district reports were dispatched by or before the 6th current, till when there had been no rain to speak of anywhere in the division, nothing but a few scattered showers of light rain. During the last three days, however, there has been some rain all over the division, which though late has arrived just in time to effect an incalculable amount of good, and to improve materially the general situation. In the Headquarters district of Nagpur, there has been comparatively more rain, and better distributed than elsewhere, and the situation here is distinctly hopeful and promising.

(*b*) *Measures taken to organize and complete measures of relief.*—These have been already described in my last report. The system of village to village relief is working smoothly and advances have been made to the Police for assisting and forwarding on wanderers to the various relief centres. A new camp was opened on the Lanji-Balaghat road. Preparations have been made for the monsoon months both in the way of strengthening poor-house buildings and of erecting substantial sheds and huts on relief camps. I saw several of these during my tour last month, and thought them suitable and well placed. The piece-work system was introduced on certain relief works in conjunction with infirm gangs on task work, into which those who were unable to earn a living at piece work were drafted.

With regard to public works the policy has been to induce agriculturists and labourers to return to their villages for field work.

(*c*) *Prospects of the Division as regards scarcity.*—My remarks under (*a*) "Situation with regard to Famine" apply also here. Prospects are not very bright. In some districts more than half of last year's area has already been sown, of which over 25 per cent. has not germinated for want of rain. Everything now depends upon an early and good rainfall, the chance of which, however, has much improved during the last three days. Large grants of takkavi or charitable funds will be required, but even then the supply of seed grain would probably be a difficult matter, at any rate in Bhandara and Balaghat. Prices are also showing a tendency to rise which will continue unless the regular monsoon commences soon and continues favourably. It is a great relief to me that prospects have improved so much since the receipt of the district reports, but I am not yet certain how far the rain during these last three days has been generally distributed, or confined to local showers.

It remains to be seen also whether it will continue favourably and merge rapidly into the regular monsoon, of which the weather reports now give reasonable hope. It is somewhat difficult therefore to express any confident opinion about prospects till another week or so has elapsed meanwhile, as above stated, it is a great relief to feel that prospects are not so gloomy as they were a few days ago.

(Sd.) W. A. NEDHAM,
Offg. Commissioner, Nagpur Division.

NERBUDDA DIVISION.

No. 765-C., dated the 10th July 1897.

From L. K. Laurie, Esq., I.C.S., Commissioner, Nerbudda Division, to the Chief Secretary to the Chief Commissioner, Central Provinces.

I have the honour to forward herewith consolidated statements A and B for the districts of this division, for the four weeks ending Saturday, the 26th June. I also send the District Officer's notes and the prescribed memorandum.

2. The following abstract compares the number of workers on relief works, as now reported, with the numbers shown in last month's statement A :—

Districts.	Number of Workers on 29th May.	Number of Workers on 26th June.	Difference.
Hoshangabad	49,436	20,305	—29,131
Narsinghpur	42,154	20,906	—21,249
Betul	15,341	7,063	— 8,278
Chhindwara	15,600	11,657	— 3,943
Nimar	342	144	— 198
Total...	122,873	60,074	—62,799

Thus there was a decrease of 62,799 or of more than fifty per cent. in the number of workers. This is the result of (*a*) the spontaneous withdrawal from the works of cultivators who went off to sow their fields ; (*b*) the measures taken in accordance with the decision of the Pachmarhi Conference, held on 25th May, to temporarily close certain works in each district by the 20th June in order to prevent competition between Government works and the agricultural labour market ; and (*c*) the introduction of piece work on most of the works in the Hoshangabad and Betul districts. The Deputy Commissioner, Hoshangabad, has given the fullest account of the manner in which the measures above referred to were carried out. Only one work (the Bankheri-Umardha road work) was absolutely closed ; on the four others selected for closure in the Hoshangabad, district numbers were reduced by the expedient of giving all able-bodied workers three days' pay and directing them to return to their homes." At the same time large gifts of money were made to the more indigent cultivators to enable them to procure bullocks and seed-grain. In this way a large proportion of the people who left the works were absorbed in agricultural pursuits. The burst of rain on the 19th to 22nd June stimulated sowing of kharif crops and ploughing, and although all were not able to find employment at once there is no occasion to think that any great number were distressed. As, however, the rains began to hold off and there was a likelihood of the people being again unable to find work it was decided to reopen the works to admissions at the close of the month." In the Narsinghpur district four works were closed, and in the Chhindwara district one work (under civil agency).

The piece-work system has not been introduced in the Chhindwara District, and was only tried on a very small scale in the Narsinghpur District. In Hoshangabad there were 7 charges at the close of the month (out of 17 in all) where piece work was in force : and only one* of these was exclusively piece work, the others having one or more subsidiary task works. In Betul, piece work has been introduced on all the six charges now open, only those persons who are passed by the Hospital Assistant as unfit for piece work being employed on task work.

* Hatwas Bankheri (108 workers).

With regard to the piece-work system the Deputy Commissioner of Hoshangabad observes that "it is at present very unpopular with the people and I have received constant complaints regarding it. It may be that the people so long as they see any hope of getting their living in idleness, and that the complaints are all made with the object of persuading Government to return to the task-work system under which they earned enough to support them with very little trouble." The Deputy Commissioner of Betul is of opinion that on works where stonebreaking is being carried on (that is to say, on 3 out of the 6 charges open in his district) the workers cannot earn a subsistence wage under the piece-work system, unless they are skilled hands. This assertion is directly traversed by the officers of the Public Works Department. I incline to the belief that piece-work is unpopular because it is hard work and the relief workers have been to some extent demoralised by obtaining relief on too easy terms. This is illustrated by the behaviour of some of the inmates of the Sohagpur poor-house, as will be explained below. I purpose paying the Betul district a visit shortly in order to clear up the discrepancies which exist in the accounts of the working of the system.

3. The number of dependants and non-working children is in the ratio of 14·7 per cent. on the number of workers, as compared with 16·9 per cent. in May and 17·4 per cent. in April.

Districts.	Number on 29th May.	Number on 26th June.	Difference.
Hoshangabad	9,304	3,961	— 5,343
Narsinghpur	6,643	3,157	— 3,486
Betul	2,920	490	— 2,430
Chhindwara	1,961	1,255	— 706
Nimar	32	7	— 25
Total	20,860	8,870	—11,990

The percentage of dependants is highest (19) in the Hoshangabad district, but is only slightly above last month's figure.

4. The poor-house population shows an increase of 1,119. The greatest rise in the number of inmates occurred in Hoshangabad; and these principally in the Sohagpur poor-house. The Deputy Commissioner explains that now that tasks are being more rigidly enforced on relief works, there is a strong tendency on the part of the people to crowd into the poor-houses where they can get a subsistence without labour.

Districts.	Number of Inmates on 29th May.	Number of Inmates on 26th June.	Difference.
Hoshangabad	856	1,414	+ 558
Narsinghpur	1,984	2,322	+ 338
Betul	287	291	+ 4
Chhindwara	261	420	+ 159
Nimar	118	178	+ 60
Total	3,506	4,625	+1,119

It is still the Narsinghpur district which shows the largest poor-house population; and this despite the fact that village relief has been largely extended. The

example given by the Deputy Commissioner of Hoshangabad of the failure of his attempt to place out inmates of the Sohagpur poor-house on a neighbouring relief work (the draft absconding during * the night and returning to the poor-house) coupled with the remark of the Deputy Commissioner, Chhindwara, that the Chhindwara poor-house contains many wanderers from Hoshangabad and Narsinghpur, "typical casuals, who have been in other poor-houses," indicates that we have to deal with a considerable body of professional paupers who find the poor-house only too comfortable a home. Persons who, though fit for work, refuse to labour on a relief work should, I think, be not only placed upon penal diet (which they do not seem to consider much of a punishment) but should be required to earn their meals by some form of task work. The matter will be commended to the consideration of the Deputy Commissioners of Narsinghpur and Hoshangabad. Apart from the above special considerations, however, there was ample reason for a rise in the population of the poor-houses in the continued upward tendency of the price of food stuffs. That in Betul, where prices were highest, the poor-house population was below 300 is only to be explained by holding the view that the Gonds are too independent to relish existence within the walls of a pauper ward.

5. The returns of persons in receipt of gratuitous relief *at their homes* give the following totals :—

Districts.	Number of Persons relieved on 29th May.	Number of Persons relieved on 26th June.	Difference.
Hoshangabad	2,255	2,402	+ 147
Narsinghpur	1,143	2,176	+ 1,032
Betul	1,585	1,720	+ 135
Chhindwara	1,793	1,801†	+ 8
Nimar	384	421	+ 37
Total	7,160	8,519	+ 1,359

† Includes persons relieved at "Distributing Centres" in the Jagir.

In all districts the organisation of village relief is complete and the advance in the numbers on the Registers is evidence that the lists are regularly revised and enlarged with the increase in distress produced by the rising price of food. The large addition in Narsinghpur is from my point of view satisfactory as I was hitherto not convinced that the village lists in this district had been made sufficiently comprehensive.

6. The death-rate during June was very high in Nimar (82·8 per mille) owing chiefly to the prevalence of cholera, which caused 427 deaths. In Hoshangabad, Narsinghpur and Betul the rate was between 75 and 78 per mille per annum*. Malaria and cholera were fatal to large numbers in Hoshangabad. In Narsinghpur fever accounted for 1,161 deaths, and cholera and bowel complaints for 872 deaths. In Betul 676 persons died from cholera. In all districts the ravages of malaria appear to have been more than ordinarily fatal, owing, no doubt, to the enfeebled condition of a large portion of the population. It is now practically certain that many of the deaths attributed during previous months to starvation were in reality caused by fever.

* Hoshangabad	78
Narsinghpur	76·8
Betul	75·6

The figures, which I have given in columns 15 and 16 of consolidated statement A, are taken from returns for June furnished to me by the Civil Surgeon. In the case of the Hoshangabad district these figures tally with those reported by the Deputy Commissioner while other districts have given returns for May only.

* I have since heard from the Deputy Commissioner, Narsinghpur, that he has been obliged to draft out able bodied paupers from poor-houses to relief works *every other day*, as many are crowding in who are fit for work.

7. The number of relief work "charges" open at the end of June in the various districts are as under :—

Hoshangabad	10	(not including piece-works of which there were 7).
Narsinghpur	5	
Betul	6	
Chhindwara...	2	(these are *roads*, not charges. The Deputy Commissioner has not detailed the "charges" on each road).
Nimar	1	
Total ...	24	

The total number of charges under the Public Work Department was thus four less than in the preceding month, but if *piece-works* are counted as separate charges, the total was greater by three. The number of charges under Civil officers remained unchanged.

8. The chief matter which received special attention during the month was the arrangements to be made for the dispersal to their homes, on the advent of the monsoon, of cultivators and agricultural labourers, and for watching the condition of the population after this dispersal. The high prices of grain in Betul and the working of the piece-work system in that district were also the subject of correspondence with the Deputy Commissioner.

9. The outlook was distinctly depressing till a few days ago, when rain once more fell. Fears had been entertained that all the seed sown would be lost through the withering of the seedlings. Now, however, that anxiety has been dispelled, for sufficient rain has fallen everywhere to give the young crops a nucleus of life, and the sowing which was interrupted has been resumed.

Nerbudda Division.

Private relief.

The distribution of charitable relief from the Indian Famine Fund is noticed by the Deputy Commissioners of Narsinghpur, Betul and Chhindwara. In Chhindwara Rs. 38,967 were distributed to over 4,000 cultivators for the purchase of seed-grain and plough bullocks. The larger part of this sum was distributed in the Jagirs where tenants' security is not good enough as a rule to warrant the advance of Takkavi loans by Government. The distribution was completed by the 6th of June, the Deputy Commissioner having personally supervised the payments made. In the Betul district Rs. 38,569 were disbursed to necessitous agriculturists resident in the most distressed parts of the Betul tahsil—most of them being Gonds and Korkus. In the Narsinghpur district 163 persons (resident in eight villages) who are debarred by social custom from publicly seeking the aid of which they stand urgently in need are being given charitable relief.

It has not been made clear by the orders of Government that details of the work done by the district charitable committees are to be recorded under this head in the Remarks on Famine, statement A. If this is desired, fuller particulars can be given in future, presumably, the district committees submit regular reports to the Provincial Committee, but these reports do not pass through this office.

Poor-houses.

The number of poor-houses is fewer by 1, owing to the closing of the poor-house at Burhanpur. Details of the number of inmates have been given in paragraph 4 of my covering letter, where also the remarks of the Deputy Commissioner Hoshangabad have been abstracted.

Village relief.

Details of the numbers in receipt of village relief on the 26th June will be found in paragraph 5 of my covering letter. The numbers have increased owing to distress having been rendered more acute by the rise in prices.

Relief work.

Four charges were closed in the Narsinghpur district, 1 in the Chhindwara district and 1 in the Hoshangabad district. The number of relief-workers and dependants on relief-works on the 26th June is given in paragraphs 2 and 3 of my covering letter. Relief kitchens are now managed by the Public Works Department.

Famine loans to the amount of Rs. 9,158 were advanced to cultivators in the Narsinghpur district. Local works employing 1,438 persons were under construction in the same district, 2,505 persons were employed in the Betul district on works constructed with the help of famine loans. Work on the three tanks in the Chhindwara jagirs has been completed, and the construction of the Sobhapur and Bairi tanks in Hoshangabad is also nearly at an end.

Physical condition of the people.

There is no change for the worse in the physical condition of the people, so far as can be ascertained; but the great mortality from fever and bowel complaints is probably due to the reduced standard of vitality among the poorer classes.

Death from starvation.

There has been only one verified death from starvation. It occurred in the Chhindwara district.

Prices.

Prices continue to rise. The highest level has been reached by Betul, which reports *six seers* of wheat to the rupee. The Deputy Commissioner attributes this to the difficulty of obtaining carriage from Itarsi owing to the bullocks being employed in ploughing. Special measures have been under consideration and orders will issue shortly. It is probable that if rain continues to fall prices will considerably improve.

Imports and exports.

The following are the figures showing imports and exports of food grains during the months :—

	Imports. Maunds.	Exports. Maunds.
Hoshangabad	63,798	723
Narsinghpur	66,795	2,502
Betul	3,255	*Nil*
Nimar	36,167	3,090

That despite the considerable imports into Hoshangabad and Narsinghpur prices should rise there is not a little curious, and the Deputy Commissioner, Hoshangabad, suggests that the supply of food grain has been trenched upon to supply seed-grain.

Changes in rate of wages.

The wages scale in the Betul district was changed from 8 to 6 seers shortly after the close of the month.

Other facts.

The Deputy Commissioner, Chhindwara, notes that the entire population of a village in the Sausar tahsil turned out and looted the carts of a resident of Betul, who had come to purchase grain, as a protest against exportation.

Chhattisgarh Division.

Raipur District.

(1) *Private relief.*—Private poor-houses continue to be maintained at Sirpur and Bisrampur. The latter institution is kept up in addition to the Government Relief Centre at the same place under the same management (that of the Rev. Mr. Lohr, Honorary Magistrate), the opening of which was referred to in the report for last month. The poor-house at Bisrampur is maintained from Mission Funds, the strain on which has been relieved by the opening of the Government Relief Centre. The number relieved at the poor-house on the 26th June was 109 with an expenditure for the month of Rs. 400-2-4 against 403 with a monthly expenditure of Rs. 504 returned on the 29th May. The number of persons relieved in May was erroneously reported to be 1,293. At the Sirpur poor-house the number of inmates rose from 80 in May to 87 in June. The expenditure during June is reported to have been Rs. 578-12-6.

Bilaspur District.

There are no private institutions in this district. Local subscriptions amounted to Rs. 2,350.

Sambalpur District.

Five poor-houses are returned by the Deputy Commissioner at which a total of 834 persons were relieved. In addition to these the zamindar of Barpali is reported to have opened a poor-house at the head-quarters of his zamindari, where about 300 inmates are relieved. The Sambalpur poor-house was inspected by me at the close of the month ; the inmates, it contained, were found to be nearly all strong and fit for work ; and local opinion was unanimously in favour of closing the institution. It has accordingly been closed in the current month, and the inmates sent to their homes at the cost of the subscribers.

The allotments made during the month to the Raipur and Bilaspur districts by the Indian Famine Charitable Relief Fund have been usefully spent by the local committees, in granting relief under the recognized heads. Expenditure has been mainly incurred in granting relief to destitute cultivators, by the distribution of seed-grain and plough cattle ; and to this it is largely due that nearly the whole of the normal cultivated area has been or is being sown at the present time.

(2) *Government poor-houses.*—The number of inmates in the Government poor-houses during May and June is compared below :—

		May.	June.
Raipur	Raipur	3,550	4,222
	Baloda		
	Drug		
	Simga		
Bilaspur	Bilaspur	5,880	6,385
	Pendra		
	Mungeli		
	Pandaria		

The number of inmates still shows a tendency to increase. In both districts large stocks of grain have been purchased and stored away for consumption in poor-houses during the monsoon months. I have inspected several of these institutions, and have found them generally well-managed, particularly so in the Raipur district. In the Bilaspur head-quarter poor-house the enormous numbers (and upwards of 2,000) have rendered effective supervision difficult, particularly while the construction of extended accommodation is still in progress. But the matter receives careful and sustained attention at the hands of local authorities.

(3) *Village relief.*—The Deputy Commissioner, Raipur, has, since the submission of his report for May, reported that the number of relief centres

in his districts at the close of that month was 24 and not 44. They include, as explained in the last monthly report, a number of Police posts, at which starving wanderers were received and fed. Three more relief centres have been opened during June, raising the total to 27. Among them is the relief centre at Bisrampur, already referred to as having been opened under the management of the Rev. Mr. Lohr, Missionary and Honorary Magistrate, who has readily consented to be guided by the accepted Government principles of relief, including that of religious neutrality. The arrangements here have been personally supervised by Mr. Hemingway, Assistant Commissioner; and the Deputy Commissioner's report shows that one good result has been the exercise of greater discrimination on the part of the excellent missionaries in respect of the classes of persons really needing relief. The number of persons relieved at these centres was 1,684 against 1,775 in May. There are two relief centres in the Bilaspur district, but the numbers relieved at them have not been reported. The opening of a third centre, on lines similar to those adopted at Bisrampur, in Raipur, is under consideration. Experience has shown that nothing in this direction is practicable in Bilaspur through the agency of the District Police, which at the present time is undermanned and overburdened with an abnormal development of crime. It has been found incapable of undertaking its share of relief duties, and a special agency is now being organised for the purpose. The numbers of persons on the village registers of poor in both districts during May and June are compared below :—

—	May.	June.
Raipur	7,965	9,444
Bilaspur	18,565	31,914

The increase in the Bilaspur district is very remarkable. Relief has been extended in this district to 3,807 villages against 2,746 villages reported for May. But the Deputy Commissioner writes :—

"The increase is due not so much to the extension of this form of relief to tracts, where it was not formerly considered necessary, but to the great increase in the number of recipients in those parts, where it was first introduced. Distress has become more acute as the year advanced, and owing to causes, which have already been reported, relief works have failed to provide adequately for those able to work; considerable tracts, moreover, are unprotected by relief works, or have been so till quite recently. The diaries received from Famine Officers on tour and from Tahsildars, show that on all sides large additions have constantly to be made to the relief lists."

The development of distress is unfortunately beyond question: and it is probably in large measure to be ascribed to the insufficient number of relief works. The need for more works has for months past been felt, and duly reported. But there have been difficulties in the way of procuring them, and (owing to causes which have been elsewhere stated at length) it is only quite recently that the special and pressing urgency of the need has been at all realized. Steps are now being taken to remedy it. But this, after all, is only one of the causes which have contributed to the present state of things. Another is undoubtedly to be found in the failure of Police aid which has been referred to.

(4) *General character of works.*—The number of persons relieved on works under the Public Works Department during May and June are compared below :—

—	Relief Works.		Dependants.	
	May.	June.	May.	June.
Raipur	66,096	39,501	14,634	8,248
Bilaspur	30,709	24,862	5,767	3,552
Sambalpur...	1,009	226	343	63

The numbers have fallen off very considerably in all districts with the commencement of agricultural operations and the return of the people to their villages. The introduction of the piece-work system on some roads has also had the effect of preventing overcrowding of the works by able-bodied persons not really needing relief, who flocked to the roads under the task-work system, as places where they could comfortably earn the prescribed minimum wage without any undue exertion. The new system, it may be observed, has nowhere been introduced without the special precaution of having, side by side with the piece work, an ample provision of task work for weakly persons, a kitchen for those incapable of any work at all, and a hospital for the sick. The introduction of this system, with other measures adopted, has had a good effect in giving the necessary impetus to the crowds of cultivators and agricultural labourers employed on the works to betake themselves to their fields. There are signs that the system is already gaining popularity among those who really need work, and it may confidently be predicted that numbers will now steadily go up again, though, of course, not to the same extent as before. The remarkable falling off in the number of workers on the Pandaria-Lormi and Pendra-Parasi roads in the Bilaspur district has been explained in detail by the Executive Engineer, Chhatisgarh States Roads Division, copy of whose note is appended. The figures for these roads during the past two months are compared below :—

— —	May.	June.
Pandaria-Lormi Road	2,599	120*
Pendra-Parasi Road	2,311	691

* *Note.*—This figure apparently excludes piece-workers and is therefore fallacious.

On the former roads, the numbers declined owing to the commencement of agricultural operations. On the 19th June the number was 1,057. The special holidays were then given, and the workers paid three days' pay. On the 23rd June, it was found that only 120 workers returned. (As above stated, this is believed to represent only the number of *task* workers.) Apparently a great number had gone back permanently to their villages, while there has been hesitation on the part of others to undertake piece work which was introduced on the 23rd June. The numbers have since this date been steadily increasing. On 5th July there were 174 workers (presumably task-workers) on the road. As regards the Pendra-Parasi road, while agricultural operations have resulted mainly in reducing the numbers, a great falling off took place on the introduction of the piece-work system. There appears to have been at first a "strike" against it, which is now rapidly dissolving. The falling off in the number of workers on the Dabra-Kharsia road from 1009 to 226 is apparently mainly due to the commencement of agricultural operations and the enforcement of the piece-work system on able-bodied labourers, who do not seem really in need of relief. This road is now mainly confined to weak labourers employed under the task-work system. The number of local works under civil agency in the Raipur district decreased from 23 with 9914 persons relieved in May, to 10 with 1714 persons relieved at the end of June. In the Bilaspur district the number of local works rose from 11 to 12, but the number relieved declined from 3,638 to 1,782 ; local works in court of wards estates in this district gave relief to 389 as compared with 3,783 persons in May. This is chiefly due to the taking over of the Pandaria-Lormi road by Government, the decline of workers on which work has been explained above. As regards private works in the Raipur district, 4,976 persons were relieved on works started on famine loans, and 5,840 on works started from private funds, making a total of 10,816 persons relieved against 33,865 reported for May. In the Bilaspur district 12,802 persons were relieved on famine loan works, and 4,523 on other private works, making a total of 17,325 persons relieved against 55,320 reported for May. The large falling off in both districts shows that most cultivators and field labourers have gone back to their usual occupations with the commencement of the rains. It is also in part due to the fact that many of these works being tank works have necessarily had to be closed.

(5) *Physical condition of the people.*—Cases of emaciation are less frequently to be seen in the Raipur district. The people are reported to be generally in good condition ; cholera continued to work much havoc, but its ravages were mostly confined to the villages, and to persons relieved at local private works. Timely sanitary arrangements prevented the spread of the disease to any considerable extent in Government Relief Camps. In the Bilaspur district the condition of the people is reported to be good on most Government works, though there are some works in which their condition is still bad. Cases of emaciation are still common in villages ; with the exception of a few zamindaries village relief has been extended to all villages in the district, and there is no reason to fear that the Deputy Commissioner will not be able to fully cope with the prevailing distress ; the system of village relief has now been fully organized in the district. For the Sambalpur district the Deputy Commissioner writes :—"The health of the people is said to be bad." No explanation is given of this statement, but it is presumed that the Deputy Commissioner is thinking of cholera, which has visited the Sambalpur district in a very severe form. Many of the workers on the Dabra-Khursia road are said to be weakly, but their condition is no index of the state of the people in the district generally or even in that small tract of it which this work serves, and which is specially classed as distressed, since many of the workers belong to the Bilaspur district, the reason assigned for so few able-bodied persons being found on the work is that they do not require relief. The Deputy Commissioner has written separately as follows :—

"The only able-bodied men are those from the country near the works, who join the works for a few days at a time when they happen to be out of work for a short time. These men do not require relief, as is shown by the fact that they left the works in a body when the work was moved on five miles along the road on account of cholera.

(6) *Deaths from starvation.*

The number of deaths in the Raipur district reported as due to starvation is 166. This figure differs from the Civil Surgeon's report which returns 326 deaths. The latter figure is reported by the Deputy Commissioner to be unreliable. The mortality statistics of the Raipur district are being carefully verified by the Deputy Commissioner and a separate report will be submitted in the matter. It is expected that the 166 deaths reported by the Deputy Commissioner will be considerably reduced on further verification. The Deputy Commissioner instances a typical case showing the tendency of Kotwars to ascribe as many deaths as possible to starvation, even though it may be quite apparent that they were due to other causes. The number of deaths is reported to have been 166 against 112 in the preceding month. But a number of these deaths will on verification, enquiries being made, turn out not to be true cases. Mr. Shewell, who is on duty in the North-Western zamindaris, wrote early in June as follows :—

"In the last weekly report furnished by the Police it is shown that four people died of starvation in the Gandai zamindari, 3 of whom died at Katanji and one at Deopur. As I had inspected the village of Katanji three times lately, and Deopur is where the centre relief camp is, I could hardly believe the Police report ; so I went and made enquiries. I found at Katanji that two of the deaths were due to cholera and the other was that of a man aged, so report said, 80. *All three people were being fed under section 34 ;* so I had the Kotwar up and he said that the Police had noted the deaths as due to starvation *because* the people were getting relief."

I quote this *in extenso* because I think it is characteristic. The most careful instructions were given by Mr. Morris to his Police, but it is very hard to contend against the local mode of speech and thought. No distinction is made between privation and starvation, and if the corpse of a lean man is found it is hard for the Police to resist the temptation of recording the death as one from starvation. Besides in many cases the report originates with the Kotwar and when questioned by the Police he will reply with unblushing mendacity to the questions put to him about the circumstances preceding the death of the accused, even though he is in perfect ignorance of them. The Deputy Commissioner, Bilaspur, reports 46 deaths as having been proved on verification to have been due to starvation. The figure is expected to be a little larger than this since

some deaths ascribed to privation have not yet been verified. Even so, the contrast between this figure and those returned in the preceding month's report is remarkable, and emphasizes all that has previously been observed as to the exaggerated nature of the statistics hitherto supplied. The lower return is certainly not accounted for by any diminution of distress. The accurate distinction between starvation deaths and deaths due to privation has been much insisted on in the past month. The reports of Kotwars are generally inaccurate in ascribing the cause of death, and as the Police have been in the habit of reserving their verification of the Kotwar's reports to a later date, it has not been possible to return in the first instance accurate figures, while the verifications subsequently made have been too late to divest the figures of their uncertain character. I have recently emphasized the importance of insisting on the Police verifying the Kotwar's reports *at the time they are made*, and I trust that the very stringent orders which have been issued by the District Superintendents of Police of Raipur and Bilaspur will have the desired effect in having all starvation deaths correctly reported. There is no doubt that the Police have not themselves in the past thoroughly understood the distinction between deaths caused by starvation and those due to privation. But the District Superintendents of Police of both districts have spared no pains to have the matter carefully explained. It is hoped that the repeated instructions which have issued and the criticisms frequently made on the returns furnished from station-houses will have already had a good effect which will be apparent in future returns. No deaths from starvation are reported from the Sambalpur district. As regards deaths in poor-houses the Civil Surgeon, Raipur, reports 394 deaths, which is a slight decrease compared with May's figure (401). In the Bilaspur district 586 deaths are reported by the Deputy Commissioner (the Civil Surgeon's report has not been received) as having occurred in poor-houses. The Deputy Commissioner writes as follows :—

"The number of deaths in poor-houses is high, but the condition of many of those who are admitted is so extremely bad especially at Mungeli and Pandaria that they are beyond hope of cure."

I have not yet received from the Deputy Commissioners a report on the deaths in poor-houses which have occurred in past months. There is no doubt, however, that the large majority of the deaths must be ascribed to the extremely emaciated and hopeless condition in which many persons are brought into the poor-house and not to any want of proper care in the treatment of the inmates.

The death rate per mille per annum in the three districts during April and May for which figures are available are compared below :—

	April.	May.
Raipur...	39·60	91·8
Bilaspur	61·81	87·69
Sambalpur	33·	45·

These figures show a very marked increase in mortality. In the Raipur district the increase must be mainly if not entirely attributable to cholera. Of Bilaspur the same may be said. But here it is by no means improbable that the development of distress, of which other indications are apparent, has had its effect on the mortality returns independently of the ravages of cholera.

(7) *Food stock.*—No deficiency of food stock is reported anywhere. In the Raipur district, where apprehensions were at one time expressed, negotiations with private traders have brought about the desired result in stimulating the trade. The public generally will benefit from the employment of contractors for the supply of grain required for relief works and for distributions in village relief.

(8) *Importation and exportation of grain.*—The exports of Raipur and Bilaspur districts during the past two months are compared below :—

—	May mds.	June mds.
Raipur	66,231	35,134
Bilaspur	11,997	5,117

The imports were as follows :—

—	May mds.	June mds.
Raipur	30,582	43,573
Bilaspur	41,379	51,708

The imports are steadily increasing while there is a continued marked falling off in the export traffic. In the Bilaspur district the reports are trifling, while an import traffic is mainly carried on. In the Raipur district the imports have now begun to exceed the exports, showing that the grain stocks are being replenished.

(9) *General condition and prospects of affected tracts.*—The rains commenced well in the middle of June, but a prolonged drought at the end of that month and beginning of July gave cause for much anxiety. Within the last few days, however, there has been a timely and copious fall, which is believed, from such reports as have as yet been received, to have been general throughout the division, and at the time of writing (10th July) this is steadily continuing. The prospects at the present moment appear to be as favourable as could be desired. Of what has been already sown, it is believed that only an infinitesimal proportion has actually perished, while the bulk of the sowings should be saved by the present timely fall, and for the late sowings, of the considerable quantities of seed yet remaining in hand, the conditions are in every way favourable.

(10) *Changes in the rates of wages.*—The Executive Engineer, Eastern Division, has not yet furnished a long promised report on the rates of wages in the Raipur district, and on the changes considered necessary. The Deputy Commissioner, Raipur, reports that no authorised change in the rate of wage has taken place during the month. In the Bilaspur district, the price of grain was assumed to be 9 seers per rupee for the calculation of the rate of wages, but a proposal for alteration of the scale has just been received and is under consideration.

(11) *State of crime, &c.*—A large amount of petty crime continues to be reported in the Raipur and Bilaspur districts. In the former district there were some indications of general looting which, however, were promptly suppressed by the Police. In the Bilaspur district 2 dacoities and 4 robberies were reported in June. Cattle thefts and house breakings were numerous, and the state of crime generally was such as to overburden the resources of the Police, which, however, has dealt with it very successfully.

A. D. YOUNGHUSBAND.
Commissioner.

No. 1411-F., dated Saugor, the 28th July 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

With reference to paragraph 2 of your letter No. $\frac{2420}{26-22}$-F., dated the 5th July 1897, I am directed to forward, for the information of the Government of India,

copy of a letter, No. 7940, dated the 22nd instant, from the Commissioner, Jubbulpore Division, on the subject of deaths reported as due to starvation on relief works in the Damoh district.

No. 7940, dated the 22nd July 1897.

From J. B. Fuller, Esq., I.C.S., C.I.E., Officiating Commissioner, Jubbulpore Division, to the Chief Secretary to the Chief Commissioner, Central Pvovinces.

Referring to correspondence in regard to the mortality on Public Works Department works in the Damoh district, ending with your letter, No. C.-1342, of 14th instant, I have the honour to state that enquiries made by the Deputy Commissioner subsequently to the submission of the monthly report for May led him to the conclusion that the information on which he wrote was incorrect, and that as a matter of fact no deaths resulted from starvation on the works at Mariahdoh (Kanti) and Gaibabad. I would refer to my No. 7567, dated 14th instant, in which the mortality returns for May were corrected. It seems that there were two reporting agencies on these works, one of which attributed the deaths to starvation and the other to different complaints. Enquiry showed that starvation was considered the cause, because there had been irregularity in payment. I have taken steps to prevent the occurrence of such discrepancies and of such generalizations in future. It is to be regretted that such incorrect information was submitted on a matter so important. In excuse of the Deputy Commissioner, it may be remarked that the dates fixed for the submission of the monthly reports leave no time for the verification of statistics, and that the mortality on these works was certainly very high.

No. F.-1415, dated Saugor, the 29th July 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture.

In continuation of my letter, No. C.-1238, dated 26th June 1897, I am directed to submit a statement compiled from figures received from the Sanitary Commissioner showing the death rates per mille per mensem in each district of the Central Provinces during the month of June.

2. The most noticeable feature of this statement is the havoc wrought by cholera, which attacked every district of the province, and was in many places exceptionally virulent. The total number of deaths from this cause rose from 16,175 in May to 21,236 in June. In commenting on the return for May it was remarked that the districts which showed the highest figures, exclusive of deaths from cholera, were precisely those in which cholera had been most prevalent, and it was pointed out that, when epidemic cholera prevails, numerous deaths which are really due to cholera are ascribed in the returns to other forms of bowel disease. The same phenomenon is apparent in the return for June. The districts which show the highest death rates, exclusive of cholera, are Saugor, Balaghat, Mandla, Bilaspur, and Raipur, and in all of these districts cholera was most destructive. It is probable then that even the enormous total of 21,236 does not represent the whole of the mortality due to this disease, and that the death rates, exclusive of cholera, are not really so high as they appear to be. But even after allowing for this it must be admitted that the figures are very high. The only districts in which the rates have fallen since May are Balaghat (—4·28), Sambalpur (—1·82), Damoh (—·76), Hoshangabad (—·73), Chhindwara (—·34), and Jubbulpore (—·23). In Balaghat the total number of deaths reported in the special return for May was 2,513, and in June it was 5,615, so that at first sight it would appear that the rate has risen largely. But of these 5,615 deaths it is noted that 1,714 occurred in May. The correct rates for May are therfore 13·63 and (excluding cholera) 11·20, and not 6.56 and 5·55, as previously reported, and they have fallen to 10·52 and 6·91 in June.

On the other hand, there have been large increases in Saugor (+2·70), Bilaspur (+1·85), Mandla (+1·80), Bhandara (+1·75), Raipur (+1·59), Seoni (+1·43), and Betul (+1·14).

3. The reports of the Civil Surgeons show that some, at least, of the abnormal mortality must be put down to the excessive heat of the month, and in some districts also the consequent scarcity of water. This explanation is especially applicable to Nimar, where the death-rate, though not among the highest in the province, is very much above the normal. The Chief Commissioner has lately visited this district, and carefully examined and discussed the statistics with the Local Officers. It was shown that in the first place, the parts of the Nimar district which have suffered most from scarcity are not remarkable for specially high death-rates, and in the second place, that the rate (excluding cholera) for the Khandwa Station House Circle, in which, though it is not a distressed tract, are situated the only poor-house and the only relief work in the district, is as high as the district average. This seems to show that some general cause other than privation has contributed to swell the figures. What is true of Nimar is doubtless true to some extent of other districts also. All such explanations, however, are only partial. Nothing can prevent the death-rates from rising in time of famine, and it was to be expected that June would be the most fatal month of the year.

4. In column 8 are shown the deaths, verified as due to starvation, in the month of May, the figures for June not being yet ready. Eight districts return no deaths from starvation, and five districts one each. They were numerous only in Bilaspur and Nagpur. The Government of India have recently asked for detailed information regarding the general situation in Bilaspur, and this is being submitted separately. Most of the deaths in Nagpur, and all those in Betul occurred among wanderers. All Police posts have advances of money to be spent on feeding such persons and forwarding them to their destination, and all possible care is taken to see that they carry out their duties in this respect. Still some cases escape notice. The frequency of these in Nagpur is attributed to the numbers of labourers returning to Balaghat and Bhandara after a vain search for work in Berar.

5. In conclusion, I am to express regret that, owing to the late submission of one of the district reports, this return has been unduly delayed.

Statement showing the Death-rates per mille per mensem in the Districts of the Central Provinces during the month of June 1897.

District.		Deaths from		Death-rate for June.		Average Death-rate of past 10 years.	Excess over Normal.	Deaths from Starvation (in May).
		Cholera.	Small-pox.	Excluding Cholera and Small-pox.	From all Causes.			
1.		2.	3.	4.	5.	6.	7.	8.
Nagpur Division.	Nagpur ...	644	11	3·97	4·83	1·96	2·87	27
	Wardha ...	564	19	4·13	5·59	1·89	3·70	...
	Bhandara ...	1,347	5	5·20	7·02	2·21	4·81	1
	Chanda ...	422	21	2·25	2·88	2·44	·44	...
	Balaghat ...	1,223	23	6·92	11·76	2·42	9·34	...
Jubbulpore Division.	Jubbulpore ...	471	13	5·06	5·71	3·15	2·56	5
	Saugor ...	1,057	50	8·50	10·37	3·32	7·05	...
	Damoh ...	601	4	4·53	6·39	3·63	2·76	1
	Seoni	704	11	4·93	6·86	2·67	4·19	1
	Mandla ...	1,220	4	6·91	10·52	3·38	7·14	...

District.		Deaths from		Death-rate for June.		Average Death-rate of past 10 years.	Excess over Normal.	Deaths from Starvation (in May).
		Cholera.	Small-pox.	Excluding Cholera and Small-pox.	From all Causes.			
1.		2.	3.	4.	5.	6.	7.	8.
Nerbudda Division.	Hoshangabad...	779	3	4·43	6·15	2·95	3·20	1
	Narsinghpur ...	383	...	5·43	6·48	3·41	3·07	...
	Nimar... ...	427	1	5·47	6·96	1·95	5·01	...
	Betul	676	20	4·01	6·30	1·95	4·35	8
	Chhindwara ...	890	22	1·76	4·08	1·97	2·11	1
Chhattisgarh Division.	Raipur ...	4,705	138	5·73	9·05	3·43	5·62	12
	Bilaspur ...	4,618	57	6·88	10·99	3·32	7·67	98
	Sambalpur ...	507	31	1·32	4·11	2·92	1·19	...
		21,236	433	...	...	...	...	155

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department, No. 3,600, *dated Nagpur, the 2nd August* 1897.

SIR,

In your letter No. $\frac{2233}{26-20}$ F., dated the 8th June 1897, you intimated that the Government of India would be glad to see any further detailed information which might be available with reference to the famine situation in the Balaghat and Bilaspur districts. The Chief Commissioner deferred answering this letter until he should have an opportunity of visiting these districts and conferring with the local officers on the spot. Sir Charles Lyall has now spent some days in the Bilaspur district, and has also met the Commissioner of the Nagpur Division and the Deputy Commissioner of Balaghat at Gondia, on the borders of the Balaghat district, and I am now to forward for the information of the Government of India the marginally noted papers. To the memorandum on Bilaspur and its appendices the Chief Commissioner has nothing to add. With reference to the reports on Balaghat, I am only to say that the district has now had sufficient, though not abundant, rain, and that the prospects of the kharif crop are on the whole good. The Commissioner's letter of the 12th July will be found to explain what has been done as regards the supply of food and seed-grain in the Baihar Tahsil, regarding which a question was asked in paragraph 9 of your letter.

1. Memorandum by the Chief Commissioner on the situation in Bilaspur.

2. Letter No. 3,601, dated the 8th April 1897, from the late Commissioner of the Nagpur Division, Mr. A. H. L. Fraser.*

3. Letter No. 6727-A., dated the 12th July 1897, from the Commissioner of the Nagpur Division, Mr. Nedham (with enclosures).*

2. In paragraph 3 of your letter you ask, with reference to the differences noticed between different districts in the classification of relief workers, firstly, whether any inspections have been made to verify the assumption that these differences correctly reflect a substantial difference in the condition of the people coming on the works; and, secondly, whether it is the practice to show all working children in the Class D. column.

In answer to these questions, I am to invite a reference to paragraph 3 of my letter No. C-1,129-A, dated the 16th June, forwarding the monthly statements for May. The difficulties in the way of correct classification of workers have now

* Not reprinted.

been largely removed by the introduction of the piece-work system for able-bodied workers. Roughly speaking, it may be said that piece-workers, that is, the able-bodied, are now classed as B workers and task-workers, the weakly and infirm as D workers. Children are classed B or D, according as they are on piece or task work.

I have, etc.,

M. W. FOX-STRANGWAYS,

Chief Secretary.

MEMORANDUM.

I HAVE now spent four days in the Bilaspur district, and have discussed the situation as fully as I could with the Commissioner, the Deputy Commissioner and the local officers. I have also seen the poor-houses at Pendra and Bilaspur, and the appearance of the general population at those two places. From all these evidences, from the rapid growth of the figures of village relief, and from the high mortality now prevailing, there cannot be any doubt that the present situation of the district is one of great gravity, that distress is widespread and acute, and that special exertions are necessary to organise efficient relief and to enable the population to resist the depressing influences to which they will be subjected during the next four months.

2. Happily, the anxiety which was beginning to be felt regarding the great rice harvest, which is the one important food supply of the district, by reason of the holding-off of the rains after their commencement soon after the middle of June, has for the present been removed by the return of the normal conditions of moisture. No appreciable losses, so far as is yet known, have been suffered from the drought, and the condition of things as regards the rice sowings is just now satisfactory. A large breadth of land has been sown. There is still a great demand for loans for seed, but the money allotted on that account is exhausted (unless a further grant can be made from the Indian Famine Charitable Fund), and the ryots must be left to make the best arrangements they can for the additional seed they may require.

3. But the new harvest, however good it may be, will bring no alleviation of the distress until it is reaped. I do not anticipate any marked fall in prices until the September rains have assured the safety of the rice and the possibility of sowing the rabi crops with the prospect of a good yield. Meantime the resources of the poorer classes are being gradually exhausted, and as they cannot be added to until the harvest, the distress must continue to grow more acute and widespread until that time arrives. The country is one of great distances. The open and thickly-peopled parts are rice-swamps, and the more distant and backward ones are forest. Communications in both are most difficult during the rains. The tendency of Indian populations is to stay at home at that season, and, except in the case of the homeless, who will be driven into the poor-houses for want of shelter, it may be regarded as certain that the indisposition to come on relief-works will everywhere be intensified during the next three months.

4. In these circumstances, it is evident that the time has arrived when practically the only form of relief which will effectively reach the bulk of the population is house-to-house relief in their villages; and our efforts must necessarily be mainly directed to that end.

5. Unfortunately the condition of the people is such as to make the provision of this form of relief, which, owing to the difficulty of communications, is no easy matter to carry out, a very urgent question. Several causes seem to have contributed to this result. The Deputy Commissioner was new to the district when he joined it in November last. The estimate that he formed, in his letter No. 538, dated the 21st January 1897, of the prospects of his charge was too sanguine; and so late as the Conference of the 8th and 9th March last he entertained views regarding the necessity of relief in the Seorinarayan and part of the Mungeli tahsil which experience has not shown to be justified. Owing to the

supposed greater urgency of the provision of relief in Raipur in April last, the requirements of Bilaspur as regards the opening of works were postponed to those of that district, and neither the Commissioner nor the Deputy Commissioner pressed the needs of Bilaspur with the insistence which was required to secure the additions to the programme which were really necessary. In neither district had the rush on to relief-works, which declared itself in April and May, been foreseen, and there was great difficulty in providing the staff adequate for the many new charges required.

6. Moreover, owing to a quite inexcusable misreading of the instructions issued in General Order (Public Works Department) No. C-498, dated the 26th December last, regarding famine relief-works under the Public Works Department, it appears that certain officers in charge of relief-works considered themselves authorised to refuse applicants for work when the numbers on the works in their charge reached or approached the maximum of 5,000. I consider, with the Commissioner, that it is proved that this occurred, though the extent to which it affected the numbers relieved, and the period for which this course was followed, are uncertain. It was not discovered by the Deputy Commissioner or his Assistants until the eve of the setting-in of the rains. If it had been going on for any length of time during the open season, it would undoubtedly have affected the efficiency of relief, and left a large portion of the population who would otherwise have sought relief to shift for themselves, or to wander abroad, thus finding their way into the poor-houses or falling victims to disease and privation on the roads. It is difficult to understand how, with efficient inspection, with the very large staff of assistants whom the Deputy Commissioner has had at his disposal, and with the constant touring throughout his charge which Mr. Cooke himself carried out, the matter did not earlier come to light. When people are refused admission to relief-works, my experience in other districts is that they readily complain to officers whom they meet; and enquiry into any cases of the kind encountered would have at once disclosed this weak place in our arrangements. Perhaps the right conclusion is that the error (which was corrected as soon as it was discovered at the end of May) was not in operation for very long before it was detected.

7. Another cause, which is admitted by the Deputy Commissioner to have impaired the efficiency of relief, is the interruption in the administration of village relief owing to the diversion of the attention of Circle Officers and patwaris to the business of arranging for the distribution of seed-grain advances and grants from the Charitable Fund for seed in May last. It is to be feared that this cause explains a good deal of the deterioration in the condition of the people, which would have been avoided if the regular distribution of village relief and the inspection of villages had gone on uninterruptedly.

8. The figures relating to mortality due to privation and starvation for past months are, as they stand, worthless. It is shown that no proper enquiry has ever been made by the Police into cases reported, and it is impossible now to discriminate between deaths due to starvation and other deaths. There is reason to believe that great exaggeration has occurred in the deaths ascribed to starvation. But the general death rate of the district has undoubtedly been very high and increasing for the past four months. The following are the figures as reported:—

	*(Population 1,164,158.)			Rate per Mille.	
	Total.	Cholera.	Small-pox.	Total.	Excluding Epidemics.
March	4,345	818	59	3·7	2·9
April	5,506	1,102	117	4·7	3·6
May	7,905	1,955	98	6·8	5·0
June	12,794	4,618	57	10·9	6·9

* It has been ascertained that in the monthly statements submitted to the Government of India for the first three months the mortality was calculated on the population *excluding the zamindaris*. They should be included, as the deaths in them are included in the reported mortality.

The mortality from cholera has been most deplorable; and when this disease is prevalent it is well known that many other deaths, really due to it, are returned under other forms of bowel disease or causes unknown, so that it may reasonably be admitted that the death-rate, excluding epidemics, is really less than that shown above. But, after all deductions are made, there can be no ignoring of the fact that the death-rate has considerably more than doubled in the four months. The causes to which this is due, so far as they can be ascertained, have been set forth above, and the task for the future is to remove them, and to make relief really effective in all parts of the district.

9. The measures necessary to this end were discussed by me in conference with the Commissioner, the Deputy Commissioner, the Superintendent of Works, and a large number of the famine-relief officers, at Bilaspur on the 12th instant, and are now in process of being carried out. The following is a statement of them.

10. In the first place, the programme of Public Works to be maintained during the rains will be enlarged. This is necessary in order to provide for the large number of persons who have hitherto been supported on earthwork carried out from famine loans, whom the advent of the rains has thrown out of employment, and also to protect parts of the district not served by existing works. The works at present open are the following (all roads) :—

No. in revised Statement A, dated the 3rd June 1897.		
1	(1) Bilaspur-Mungeli, Charge No. I.	Central Sub-division, under Mr. Gadgil.
1	(2) Bilaspur-Mungeli, Charge No. II.	
10	(3) Kota-Lormi.	
5	(4) Bilaspur-Masturi.	
8	(5) Akaltara-Pámgarh.	
2	(6) Bhátapára-Nandghát.	Western Sub-Division, under Mr. Shaw.
3	(7) Nandghát-Mungeli.	
9	(8) Bhatapara-Laun.	
	(9) Pandaria-Lormi.	Chhattisgarh States Roads Division (Mr. Harriott).
	(10) Pendra-Parási.	

The tracts considered to be specially in need of additional works are :—

(*a*) The country south of the Mahanadi.

(*b*) The trans-Hásdo portion of the Seorinarayan Tahsil.

(*c*) The country to the north and north-east of Bilaspur.

(*d*) The neighbourhood of Lormi.

The following new works have accordingly been proposed and agreed to by me :—

No. in revised Statement A, dated the 3rd June 1897.	
12	(11) Laun-Sárangarh. Camp to be in the neighbourhood of Pauni.
Not in Statement A.	(12) Champa Railway Station to town, and town roads generally.
13	(13) Akaltara-Baloda from the Baloda end.
6	(14) Bilaspur-Ratanpur from the Ratanpur end.
10	(15) Kota-Lormi (2nd charge), at or near Simbha.

Of the above, Nos. (11) and (15) involve construction; it is believed (so far as information is at present available) that the soil is in both cases suitable for earthwork during the rains. Nos. (12), (13) and (14) will consist mainly of metal and murram collection. The Public Works Department are already making the necessary arrangements for starting these works, including provision of shelter for the workers.

11. It is the unanimous opinion of all the local officers who have been consulted that the piece-work system may now with safety be adopted on all works in the district, subject to the special precautions referred to in the Commissioner's letter No. 6263, dated the 8th July 1897, to the Secretary, Public Works Department. These precautions are in complete accordance with the policy which I have laid down as to piece-work from the beginning, and which I wish to see carried out wherever that system is introduced. A copy of that letter will be appended to this Memorandum.

It is essential that, attached to every piece-work, there should be a task-work, under the special charge of the "Officer in Charge," to which weakly persons will be freely admitted. The classification of workers will be made by the Hospital Assistant, but no worker desiring to work on piece-work shall be compelled to go on task-work.

Any refusal of an officer in charge or other person in authority to admit to piece-work or task-work, as the case may be, any worker seeking admission, will be visited with the severest punishment, and this should be made generally known to all employés of the Public Works Department.

12. Secondly, the organization of relief centres or kitchens requires attention. At present there are two of these, Pendri and Takhpur. The Deputy Commissioner has now arranged to open one at Seorinarayan, and another at Chandkuri on the Raipur-Bilaspur Road under the management of the Reverend Mr. Nottrott, on the lines of that managed at Bisrampur in the Raipur district by the Reverend Mr. Lohr. It is important that the Famine Assistant of the circle (Mr. Streatfeild) should devote some attention to personally supervising and assisting in the organization of arrangements, as has been done with some success by Mr. Hemingway at Bisrampur.

But besides these points, which will be chosen so as to chiefly catch wanderers on the main routes, it is necessary that free use should be made of all available agencies for the establishment of kitchens, where emaciated children and others suffering from privation and willing to accept cooked food will be fed. Each one of the Public Works Department relief charges must have a kitchen attached under the management of the Hospital Assistant. Where this can be arranged at a Police Station, not otherwise provided for, this should be done. There should similarly be one at the head-quarters of each Famine Relief Assistant, where there is not one already. If the Deputy Commissioner can arrange with school-masters and others for the establishment of kitchens under trustworthy supervision at other points, this should be done. When children are relieved at these institutions (for which rules will be found in Chapter IX. and Appendix V. of the Famine Code), care should be taken to see that they do not at the same time receive village relief in their homes. The organization of this form of relief, in the stage of distress which has been reached in Bilaspur, is a matter of great importance, and the Deputy Commissioner should, as enjoined in paragraph 4 of my Circular No. 3205, dated the 2nd July, take immediate measures to set it on foot. Mr. Fuller has the same task in hand in the Jubbulpore Division, and the Commissioner should communicate freely with him as to his experience there.

13. Thirdly, the relief of starving wanderers has to be attended to. These are far more numerous in this district than they should be. This is in the first place the work of the Police (Famine Code, articles 120, 123). I was informed that at Bilaspur the Police, owing to the increase of crime, was so undermanned and overworked that it was unable to attend to this important part of its duties. I await a special report on this subject, with proposals for temporary additions to the force (Famine Code, article 122), from the Commissioner. Meantime, as reported in his letter No. 6149, dated the 5th July, Mr. Younghusband has organised a special service of road patrols, provided with carriers and litters, for the conveyance of wanderers unable to walk to the nearest poor-house, relief kitchen, or other place where food and rest can be found.

A copy of the Commissioner's letter is appended to this Memorandum. The details have been worked out by the Deputy Commissioner, and I hope to receive a good account of the system in the next monthly report.

14. Fourthly, the main work of famine relief during the rains in Bilaspur will, as already indicated, consist in the proper organisation and careful supervision of village relief. The Deputy Commissioner has been given a very liberal staff, and it is his business to see that it is fully instructed in its duties and makes the best use of its time during the four months remaining till harvest. The district has been parcelled out between the staff into relief circles. The following is the arrangement as it stands at present (or will stand when a few pending changes are made) :—

Relief Officer in charge.	Circle.	Number of Villages.	Circle Officers.
	BILASPUR TAHSIL.		
Lieutenant Watson and Tahsildar ...	Bija	225	One Revenue Inspector and one Assistant.
	Nargora	228	Do.
Mr. McLeod and Additional Tahsildar	Kandar	192	Do.
	Mopka	197	Do.
	Zamindaris.		
Lieutenant Beadon	Pendra and Kenda (including Matin, not surveyed).	174	Two Revenue Inspectors.
Lieutenant Grace	Korba and Chhuri (and Lappha and Uprora, not surveyed).	490	One Revenue Inspector.
	MUNGELI TAHSIL.		
Mr. Streatfeild and Additional Tahsildar.	Nawagarh	305	One Revenue Inspector and one Assistant.
	Maro	221	Do.
Mr. Krishnaji Anant, Extra-Assistant Commissioner and Tahsildar.	Kodwa	379	Do.
	Zamindari.		
Lieutenant Moore	Pandaria	295	Do.
	SEORINARAYAN TAHSIL.		
Lieutenant O'Brien and Tahsildar ...	Akaltara	121	Do.
	Dhardehi	126	Do.
Lieutenant Ames and Additional Tahsildar.	Karnode	130	Do.
	Hasod	183	Do.
	Zamindaris.		
Lieutenant O'Brien and Tahsildar ...	Bilaigarh		
	Katgi	166	One Revenue Inspector.
Lieutenant Ames and Additional Tahsildar.	Bhatgaon		
Do. do.	Champa	66	Do.

This appears to be a well thought-out and exhaustive distribution, so far as the superior officers are concerned. But the Circle staff of Revenue Inspectors will, the Deputy Commissioner thinks, need substantially strengthening to enable it to cope with the work of visiting all the villages in the rains. Of this there can be little doubt. The Deputy Commissioner's plan had not been fully elaborated before I left Bilaspur, but is expected to be submitted at a very early date. The Commissioner should lose no time in sending it on with his recommendation. It is essential that the Circle Officer should be able to visit every village in his charge at least once a month. It will not suffice, as was allowed in some districts in the earlier stages of the distress, to assemble the recipients of village relief at a central place and inspect them there to see that no unfit person had been put on the list. What is still more important is to see that no one who should be on the list is omitted, and this cannot be done except in the village itself. Each Revenue Inspector and Assistant Inspector should have a definite area assigned to him, and be required to visit each village situated therein in a regular roster. He should submit his programme weekly to the Relief Officer in charge of the Circle, and also the diary of his visitations. The Relief Officer will on the other hand arrange his tours so as to check a fair proportion of the villages in each Circle under him in the month. His visits should be without notice, and particular care should be taken that the Revenue Inspector does not receive intimation beforehand of the line he intends to take. The Relief Officer should submit weekly diaries to the Deputy Commissioner showing the villages visited and his proceedings in them. Some diaries I have seen are a mere enumeration of the paupers found entered, struck off, or added in each village visited. This is insufficient. The diary should show (if possible) the population of the village, the number of paupers listed, the classes to which they belong (under Section 34), the reasons why any have been struck off or added, and whether those added are temporarily or permanently incapacitated for labour. It should in fact be sufficient to show that the Relief Officer has understood the provisions of the village-relief rules, and has put them in force. Any shortcomings on the part of the Revenue Inspector or the patwari or mukkaddam should be promptly brought to the Deputy Commissioner's notice for the necessary action.

I was promised a revised draft of the special rules for village relief in this district, but it was not ready before I left Bilaspur. The Commissioner has undertaken to settle it with the Deputy Commissioner without loss of time, and it is necessary that all Relief Officers, European and Native, should study it carefully and be fully instructed in its working. When it has been settled, I shall be glad if the Commissioner will forward a copy for my information. One point to be carefully thought out is the manner in which the Revenue Inspector is to supply himself with funds. It will be difficult for him to obtain them personally from the tahsil without much loss of time, and to carry about large sums on his circuits will involve considerable risk. The Relief Officers might be furnished with money from which to make advances to the Revenue Inspectors. It is probably too late to arrange in Bilaspur, as has been done in a considerable part of Raipur, for relief in grain, provided by a contractor in some central village, on whom orders would be given by the Revenue Inspector. Difficulties of transport during the rains seem an insuperable obstacle to this. But if in any tract it seems feasible, it should be tried.

15. The poor-house at Bilaspur, when I visited it, had a population of over 3,200, of whom over 700 were in hospital. It is impossible that order should be properly kept, and abuses avoided, with so great a crowd—more than double the population of our largest central jail. The numbers in this poor-house must, I fear, always be large, and for this reason I think it desirable that an officer of a superior class should be put in charge of it as Superintendent. I understand that the Deputy Commissioner has a candidate in view, and will submit proposals. But it is necessary that a sustained effort should be made to reduce the population on the lines indicated by the Famine Code. It should never be forgotten that, according to the code, the poor-house is not intended to be a permanent place of residence for anyone. It is for two classes of inmates only :—"(1) persons who, being unfit for employment on works, cannot conveniently be sent to their homes ; and (2) persons who, being fit for employment on works, refuse to labour." The latter class is to be given penal diet. I did not find that in Bilaspur any attempt

to do this was made: all not on special sick diet received the same scale of food. Nor was there any regular and prescribed parade for the purpose of separating off to works people fit for work. This should be done regularly and with great care at stated intervals—twice a week would, I think, be suitable; and it is very important that persons sent to a relief-work should not merely be turned out of the poor-house and directed to go there, but actually escorted to the work chosen for them, which should be that nearest their homes. If they will not work, and return to the poor-house, they should be put on penal diet. A separate line of sheds should be reserved for such cases, and no able-bodied person (except, of course, poor-house servants) should receive other than penal rations (Famine Code, Article 83).

As regards the other class, persons unfit for labour, when they are not in a state of health needing medical attention, it is much better that they should be sent to their homes and put on village relief there; and Mr. Kelkar and the new Superintendent should, with the assistance of the Medical Officer in charge, go systematically through the poor-house population, and ascertain how many of them can be disposed of in this way. When suitable cases have been selected, they should be forwarded under escort, as before, to the nearest Police Station or Out-post to their homes, and there made over to the Kotwar of their village on his next weekly visit. They should each receive the allowance for maintenance under village relief for one month (a receipt being given for it at the Police Station or Out-post on their arrival there), an intimation should at once be sent to the Famine Relief Officer in charge of the Circle with particulars of name, village, and amount given for subsistence. The officer will cause their names to be entered on the village-relief register, and will on his next visit ascertain that they have safely arrived and that their allowance has not been misappropriated by anyone in transit.

The same procedure should be followed at other poor-houses.

It is, of course, to be understood that where special sick diet, or other medical treatment, is found to be required, persons are to be kept in the poor-house and not sent to their homes. But the procedure indicated above should materially reduce the poor-house population, and I shall be glad to receive a report in a month's time showing what has been done to carry it out.

16. I believe that these measures, if vigorously and consistently carried out, will effect a great improvement in the condition of the district. The expenditure involved is likely to be a good deal larger than was anticipated. But all officers are aware that no expenditure is grudged by Government which is necessary for the saving of life. The Government of India has given me a special Medical Officer to assist the Civil Surgeon in looking after famine arrangements in Bilaspur, and the Commissioner should see that his services are properly utilized.

C. J. LYALL,

Chief Commissioner.

Dated the 19*th July* 1897.

No. 2753–26–27-F., dated Simla, the 16th August 1897.

From T. W. Holderness, Esq., I.C.S., Deputy Secretary to the Government of India, Department of Revenue and Agriculture, to the Chief Commissioner, Central Provinces.

I am directed to acknowledge the receipt of your letter No. 3600, dated 2nd August 1897, submitting further information regarding the famine situation in the Bilaspur and Balaghat districts.

2. The situation in the Bilaspur district appears from your memorandum of the 19th July 1897 to be very serious. Your enquiries into the causes which have led to the failure of relief arrangements in the district to meet the necessities

of the people were made with a minuteness and care which the Government of India warmly appreciate, and they trust that the measures which you have now directed the district officers to adopt will prove sufficient. They have read with concern the statement* of the Deputy Commissioner of the district that the primary cause of the admitted deterioration in the physical condition of the people and of the consequent increase in the numbers on gratuitous relief has been the failure of the Public Works Department, in spite of his repeated applications, to open a sufficient number of relief works. No graver charge could be made against any officer or any Department. It is substantiated by the Commissioner of the Division, who both says that applications for additional works were made months before and frequently renewed, and also that the present condition of the district is largely due to works not having been opened. On the other hand, it is noted in your memorandum that neither the Commissioner nor the Deputy Commissioner pressed the needs of Bilaspur with sufficient insistence. The present Commissioner would apparently admit this as regards himself, but he exonerates the Deputy Commissioner. That there has been a very serious failure of relief in the Bilaspur district is unhappily beyond doubt, and the Government of India desire to know definitely what officer in your opinion is to blame.

*Paragraph 4 of Deputy Commissioner's letter No. 4715, dated 24th June 1897.

3. With regard to the revised measures of relief, which you have authorised, the only matter which calls for remark is the decision to make piece work the leading feature of the relief works opened or to be opened in the district. The Government of India are inclined to doubt whether piece work, even with task work sections open for the weakly, is suitable for a population so generally feeble as that described by the Deputy Commissioner. The Commissioner of the Division and all the other officers present at the July Conference favoured the piece-work system. But the trials of it made in the North-Western Provinces and Oudh have shown that piece work coupled, as it must be, with the precautions you have rightly insisted on, requires very close supervision and control. Neglect to observe these precautions, or insufficient supervision or control, might in Bilaspur entail serious consequences. One of the rules originally laid down by you was that whenever in any district the inefficient labour coming on relief works exceeded 25 per cent. piece work should not in that district be adopted. Unless the description of the condition of the population in Bilaspur given by the Deputy Commissioner is much overcoloured, the inefficient and weakly labourers will be very numerous. The Government of India think it proper to put these considerations before you, and although they will not ask you to alter a decision, which has evidently been taken after close deliberation, they regard it with anxiety. They suggest, however, that full authority should be given to the Commissioner of the Division to at once order the conversion of any or all piece-work charges in the district into ordinary Famine Code Works, in case he should think this desirable. It might also be made the duty of the relief officers specified in paragraph 14 of your memorandum to frequently inspect the works and to satisfy themselves that all weakly persons are freely given task work, that sufficient task work is provided in all places, and that the Hospital Assistants' classification is correctly made.

4. The correspondence regarding the condition and the food-supply of the Balaghat district which is also forwarded with your letter conveys the impression that the situation in that district is less serious than at one time appeared to be the case, and that the relief arrangements are sufficient and satisfactory.

From T. W. Holderness, Esq., I.C.S., Deputy Secretary to the Government of India, to the Chief Commissioner, Central Provinces, Simla, the 7th August 1897.

SIR,

I am directed to acknowledge the receipt of your letter No. 1359-C., dated 19th July 1897, submitting the famine report for the Central Provinces for the month of June.

2. The numbers on relief at the end of June showed a reduction of 255,000 on the May figures, the numbers being respectively 448,001 and 702,999. The diminution occurred exclusively under the head of "relief workers," and their "dependants," as both the poor-house population and the persons in receipt of gratuitous relief in their homes and at relief centres increased. These sub-divisions of relief are not distinguished in the prescribed famine Statement A, and owing to the want of uniformity with which the divisional reports accompanying your letter are drawn up, it is difficult to ascertain the figures under each sub-head. I am to suggest that in future the divisional reports should follow the arrangement of subjects adopted by the Commissioner of Jubbulpur and should give the same tabulated statistics as are given in that officer's report.

3. A marked decrease in the number of relief workers was to be expected, on the advent of the rains in the early part of June, but the decrease which actually took place was evidently due to some extent to the measures taken in accordance with your circular instructions of the 25th May, to close some of the works, to temporarily refuse admission on those kept open to persons who showed no sign of privation, and to substitute piece work for task work wherever the able-bodied workers were not less than 75 per cent. of the labourers, a separate task work section being in this event retained for the weekly and infirm. These orders were well calculated to bring about the necessary reduction in the numbers of relief workers without undue harshness. But it would seem that in the Jubbulpur Division piece work was introduced without making separate provision for inefficient labour, and that this pressed hardly on the people. This omission to carry out your plain instructions clearly imperilled the success of the scheme. In other districts, though the mistake is said not to have occurred, the change was excessively unpopular, and the decrease in the relief-work population was accompanied by an increase in the poor-house population and by wandering. The reported immigration into the Berars from the Betul district appears to have been partly due to this cause. The break in the monsoon towards the end of June was also very unfortunate and militated greatly in all districts against the success of the experiment. Considerable experience has now been acquired in different provinces as to the strong and weak points of the piece work system applied to famine relief, and as to the conditions under which it can be successfully substituted for the task work system of the Famine Codes. The Government of India agree with the conclusion of the Government of the North-Western Provinces and Oudh in its letter No. 1525, dated 10th July 1897, which has been circulated to other local Governments for information, that piece work is unsuited for acutely distressed districts where relief works on an extensive scale are required, and that in localities suited for its operation careful arrangements should be made for the employment of inefficient labour and for supporting the non-working children of the workers. The Government of India will be glad to know how far it has been found necessary to revert to task work in the Central Provinces, and whether due precautions are now observed in all districts in which piece work is still the rule.

4. Since your letter under reply was considered your subsequent letter No. 1415-F., dated 29th July, reporting the mortality for June has been received. The Government of India are concerned to find the death-rate so high in most districts of the provinces, ranging from 11·76 per mille for the month in Balaghat and 10 to 11 per mille in Saugor, Mandla and Bilaspur to over 5 per mille in ten other districts. As your letter shows, much of the excess mortality is due to cholera, over 21,000 deaths being returned under that head. But after deducting the reported cholera mortality, and allowing for deaths due to cholera but returned under other heads, the death-rate of the month in most districts was much above the normal, and painfully illustrates the enfeebled condition of the people.

5. The verified reports of deaths due to starvation accompanying your letter of the 29th July show a satisfactory decrease on the unverified returns of preceding months. In the Divisional reports for June, appended to your letter No. 1359-C. of the 19th July, the unverified returns of deaths due to privation and starvation are discussed. As such figures and any inferences drawn from them are misleading, the Commissioners should confine their remarks in future to the verified returns of the preceding month.

6. Prices reached a very high point during the month in Mandla, Balaghat and Betul, and in these districts there has been serious apprehension of the complete exhaustion of local food stocks, and the inability of private trade owing to bad communications to satisfy the demand by importation. The reports, however, show that in Mandla and in Balaghat the arrangements made by the local officers for the transport of grain are proving sufficient. In Betul the transport difficulty still continues, and the Government of India will be glad to learn that the special measures which have been taken have alleviated the situation.

7. With the exception of the Bilaspur district, which appears to be now the most distressed in the provinces, the relief agency and the scheme of relief are reported to be sufficient and capable of meeting any probable calls upon them. Your promised report on the relief arrangements of the Bilaspur district will be awaited, and the Government of India wish particularly to know the cause of the failure to open a sufficient number of relief works. It is to this that the Commissioner attributes in a large measure the development of distress, which he states is a fact unfortunately beyond question. Though the numbers in receipt of gratuitous relief have in this district risen largely since May, cases of emaciation are said to be still common in villages, the death-rate is very high, and deaths from privation numerous. The Government of India trust that arrangements have now been made for making relief effective throughout the district.

8. Since your report was written good rain has fallen throughout the provinces, and excepting possibly in the rice-growing districts, the falls have been sufficient for present requirements. The situation has been greatly improved, though the numbers on relief are higher than they were at the end of June.

I have, &c.,

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department, F. 1526, *dated Nagpur, the 17th August* 1897.

SIR,

I am directed to submit, for the information of the Government of India, consolidated monthly Statements A and B for July, as prescribed by Section 16 IV.—VII. of the Central Provinces Famine Code. The usual memoranda by Commissioners of Divisions and famine maps are also forwarded.

2. The appended statement will show the numbers on each form of relief at the end of July as compared with those at the end of June.

There have been increases under every head of relief, and the grand total has risen by 36 per cent. Fifty-seven per cent. of the recipients of relief, against 59 per cent. in June, are workers, and 25 per cent. or 2½ per cent. of the total population of the affected area, are on village relief. Poor-houses alone show but a slight increase. Admissions to poor-houses were indeed more numerous in July than in any previous month, and the poor-house population was kept down only by constant insistence on selection and drafting of able-bodied inmates to relief works, and of others, unable to work, but not in need of medical care, to village relief. The extension of village relief has been the principal feature of the relief operations of the month. Nagpur, Wardha, and Sambalpur are now the only districts where this form of relief has not yet been introduced. In the Jubbulpore Division 3 per cent., and in the Chhattisgarh Division nearly 4 per cent., of

the population of the affected area are being relieved in this way. The establishment of children's kitchens, which is now proceeding rapidly in all divisions, had hardly begun during July, except in the Jubbulpore Division, where the numbers relieved in relief centres and kitchens show a large increase.

3. During the month the Chief Commissioner made an extended tour throughout the distressed districts, except those of the Satpura plateau and Damoh, and in each district discussed the situation carefully with the Commissioner, the Deputy Commissioner, and the local officers (including those of the Public Works Department) engaged in the work of relief. In these conferences Sir Charles Lyall laid particular stress upon the two measures chiefly insisted on in his Circular No. 3205, dated the 2nd July last (copy forwarded with the report for June)—the development of village relief, and the establishment of children's kitchens. The memorandum containing the Chief Commissioner's conclusions in regard to Bilaspur has already been forwarded to the Government of India with my letter No. 3600 of the 2nd August, and copies of the Conference Notes dealing with the other districts are enclosed. As regards the remaining districts, which Sir Charles Lyall was unable to visit, Mandla, Damoh, and Seoni were specially inspected by the Commissioner, Mr. Fuller, and the relief organization in each was examined, and, where necessary, corrected or amplified; while the Commissioner of the Nerbudda Division has recently spent eight days in Betul (where a sudden deepening of distress is reported to have occurred in the Multai Tahsil), and measures have been taken to strengthen the relief establishments there so as to enable them to cope with any possible need of relief. The only districts which have not been recently visited by the Chief Commissioner or Commissioner are Sambalpur and Chhindwara. The Deputy Commissioner of the former district met Sir Charles Lyall at Bilaspur, and gave an account of his charge which showed that no anxiety need be felt regarding it. Chhindwara is in good hands, and the Commissioner will shortly inspect it in person.

4. The main feature of the month was the break in the rains, which commenced in some districts on the 24th, in others on the 25th or 26th June, and lasting for periods ranging from 16 to 20 days in differents parts of the province. The effect of this break upon the crops was to seriously injure those of which sowings had been made during or before the rain of June, and to greatly retard the further sowings which had not been carried out before the rain stopped. The injury under the first head was greatest in the rice districts of the Wainganga Valley and in Raipur, where also the re-establishment of the rains occurred latest. The *juari* in the north, and it is believed the small millets in the hill districts, suffered less, and the return of the rain preserved them from serious danger. But the retardation of sowings and the necessity of repairing losses, together with the check to the growth of the crops sown caused by the drought, have everywhere thrown back the kharif crops, so that it is expected that the harvest will be later than usual, and that good rain in September and early October will be more than ever necessary to bring it to a proper maturity. Should the rains close early in this province, or should timely and sufficient falls be wanting in September and October, it is greatly to be feared that there will be a renewed failure in those parts of the province which have suffered most heavily from a similar autumn drought in the past two years, with a consequent continuance, with generally depleted resources, of the prevailing distress.

5. Turning from the condition of the crops to that of the people, the effect of the break was in a great measure to nullify the improvement in the resources and physique of the labouring classes which had been brought about by the liberal employment which they had received throughout the spring and summer on relief works. As already reported, a great reduction of numbers on works took place in the last week of June. The persons who then left the works were to some extent agriculturists, but mostly agricultural labourers who expected to find work in the fields. This they in a large proportion of cases failed to do. The drought prevented the usual sowing and weeding from going on, and the tenants, with the prospect of renewed disaster before them, were averse from affording employment on grain wages as they do in ordinary years, and, where they gave any employment at all, offered instead money wages which were below the minimum famine wage. Consequently, after consuming the savings they had made from the wages earned

on relief work, these people flocked back to the works, which had to be kept open and in some cases extended to receive them. Many, however, still clung to their villages, and, when the rain commenced, no doubt a good many of them obtained employment. But the general effect was a deterioration in their condition, and this was very marked among the children of agricultural labourers. Many took to eking out their diet by the use as a vegetable of a plant, commonly called wild indigo, but really a *Cassia* (*puwár* or *Cassia tora*), which grows abundantly on waste places by road-sides and about villages. This plant, like others of its family, has purgative properties, and it is to be feared that instead of affording sustenance it increased the tendency to bowel disease which is always found to prevail in the rainy season. The general result is that, while the tenants and their families are now in good condition almost everywhere, the labouring classes cannot be said to be so, and anxiety is concentrated upon them and their children. The work of the present time and the next two months is, as already indicated, the thorough enforcement of village relief and the provision of cooked food at numerous kitchens for children showing signs of privation. Sir Charles Lyall believes that this is now everywhere thoroughly understood, and that the policy inculcated is being actively carried out.

6. As regards relief works, measures have been taken, which are embodied in the orders of which I am to enclose a copy, to obviate those dangers which have been found to attend the extension of the piece-work system. These orders, which were issued before receipt of your letter No. $\frac{24\text{-F}}{91\text{-}6}$, dated the 22nd July 1897, exhibiting the experience of the North-Western Provinces, are, the Chief Commissioner is glad to find, in complete accordance with the policy therein inculcated; and it is hoped that their effect will everywhere be to lead to a proper administration of relief in this form. If the rains continue favourable, Sir Charles Lyall believes that the numbers on works will soon materially diminish; and he anticipates that by the end of October it may be possible to close almost all the relief works now being carried on under the Public Works Department. Everything, however, as already explained, depends upon the nature of the weather during the latter part of the monsoon season.

7. The mortality statistics entered in columns 15 and 16 of Statement A are those for June, the figures for July not being yet available. They have already been reported to the Government of India in my letter No. 1415-F, dated the 29th July.

8. It cannot be said that prices have yet shown any general tendency to fall, nor are they now likely to do so materially until the kharif harvest is assured. In Betul, however, where in May and June prices rose to an extent greater than appeared to be explicable by such information as was available as to stocks and imports, there has been a marked fall. This may have been due in part to the action taken in June, and referred to in paragraph 7 of the report for that month, in making advances to petty dealers for the supply of grain at local bazaars. At any rate matters seem now to have adjusted themselves, and neither here nor in any other district does any further Government interference seem called for.

9. In the Nagpur Division a new departure in famine relief has been made in the shape of a scheme for the relief of weavers by advancing them thread for weaving, and purchasing the cloth woven at a price somewhat above that now obtainable in the market, which is so low as to make it impossible for them to support themselves by their trade without assistance. The report for the Nagpur district, which is the only one where this scheme has so far been introduced, does not give statistics of the persons so relieved, but the weekly reports show that they already number more than 4,000. The scheme is based on the rules in force in the Madras Presidency, and has proved very useful in Nagpur, where the large non-agricultural population includes a great number of weavers, among whom distress is severe.

10. In the report from the Jubbulpore Division reference is again made to the immigration from Rewa and other Native States, which has been from the beginning one of the chief difficulties of the situation. After the rabi harvest there seems to have been an ebb in the tide, and, although our works and poor-

houses in Jubbulpore have never been without considerable numbers of foreigners, the strangers were for some time not so much in evidence as they had been in January and February. For some weeks past, however, the weekly reports have contained complaints of renewed inflow, and the figures given by the Commissioner show that we are supporting a very large number of people who are not British subjects. In drawing attention to this fact the Chief Commissioner is well aware that efforts are being made by the States concerned to check wandering and to provide relief for their distressed subjects, and he does not wish to imply that because these efforts have not been successful they have been inadequate. Recent correspondence with the Government of India has shown that Berar is maintaining wanderers from areas of the Central Provinces where relief was easily accessible, and who need therefore never have left their homes. These, however, Sir Charles Lyall believes, are not to be compared in number to the immigrants from the north.

11. In the report for June it was stated that the situation in the Bilaspur district had been causing anxiety for some time past. The Chief Commissioner visited the district early in July, and the results of his visit have been communicated to the Government of India in the memorandum referred to above. The Commissioner's remarks show that when he wrote there was as yet no material change in the situation; but the Chief Commissioner's orders only reached the district towards the end of the month, and sufficient time had not elapsed to admit of the reforms indicated as necessary being fully carried out. The district is practically dependent on the rice crop alone, and during the next month or six weeks (that is, until the early crop comes in), the distress must necessarily deepen. The area is very large, and communications are defective. It must therefore take time to carry out all the measures detailed in the memorandum. The urgent necessity of completing them as quickly as possible has been pressed on the Deputy Commissioner, and Sir Charles Lyall trusts that the result will be apparent in a substantial decrease in the death-rate for August, if not in that for July.

I have, &c.,

M. W. FOX-STRANGWAYS,

Chief Secretary.

Statement showing the numbers on each form of Relief at the end of July as compared with those at the end of June.

		Relief Workers.	Dependants.	In Poor-houses.	At Relief Centres and Kitchens.	On Village Relief.	Total.
Nagpur ...	26th June	*54,175*	*10,846*	*2,409*	*792*	*13,184*	*81,406*
	31st July	71,170	12,424	3,266	1,197	16,628	104,685
Jubbulpore ...	26th June	*79,906*	*8,565*	*12,156*	*6,368*	*43,060*	*150,055*
	31st July	102,710	14,839	10,898	13,951	54,578	196,976
Nerbudda ...	26th June	*60,685*	*8,870*	*4,625*	...	*8,519*	*82,699*
	31st July	78,740	11,894	4,386	1,924	16,533	113,477
Chhattisgarh ...	26th June	*68,017*	*11,863*	*10,607*	*1,996*	*41,358*	*133,841*
	31st July	94,245	16,295	12,299	1,570	70,153	194,562
Total ...	26th June	*262,783*	*40,144*	*29,797*	*9,156*	*106,121*	*448,001*
	31st July	346,865	55,452	30,849	18,642	157,892	609,700

Monthly Famine Statement A for the five weeks ending Saturday evening the 31st July 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Area in square miles.	Population in thousands.	Affected Area in square miles.	Estimated Population in thousands of column 4.	Number of Relief Works of last day of Month.					Number on Gratuitous Relief.	Price of one or more Principal Food Grains in Seers per Rupee.			For June.	
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Gram.	Wheat.	Monthly Death-rate (per mille per annum).	Deaths due to Starvation.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Jubbulpore Division.															
Jubbulpore	3,948	748	2,853	498	336	11,419	...	22,249	34,004	42,999	8	8¾	8¾	68·52	5
Saugor	4,007	592	4,007	592	99	2,305	...	20,993	23,397	14,682	6	8	8¼	124·44	...
Damoh	2,831	325	2,000	200	827	3,818	...	28,015	32,660	19,748	6	7	7	76·68	1
Mandla	5,056	339	5,056	339	5	2,843	...	9,220	12,068	7,614	7½	8½	8¼	126·12	1
Seoni	3,198	371	1,766	200	220	2,977	...	1,777	4,974	7,294	7¼	...	8¼	82·32	...
Total ...	19,040	2,375	15,682	1,829	1,487	23,362	...	82,254	107,103	92,337	...	...	...	...	7
Nagpur Division.															
Nagpur	3,832	758	524	243	221	2,937	...	8,005	(a) 13,438	4,375	8⅛	(Juari.) 9 3/16	8⅛	57·96	12
Bhandara	3,968	742	2,900	550	154	4,519	...	14,804	19,477	11,699	7 5/16	9 5/16	7¾	84·24	1
Balaghat	3,164	383	1,500	230	928	7,502	...	28,260	36,690	17,366	7	...	...	141·12	...
Chanda	10,749	697	2,052	104	...	...	...	...	...	...	6¼	8¾	7 3/16	34·56	...
Wardha	2,428	400	650	70	21	572	...	972	1,565	...	...	8⅜		67·08	...
Total ...	24,141	2,980	7,626	1,197	1,324	15,530	...	52,041	71,170	33,440	...	...	...	...	13
Nerbudda Division.															
Hoshangabad	4,024	499	3,794	361	1,347	18,995	...	14,056	34,398	12,928	8 3/16	8⅜	8¾	73·80	1
Narsinghpur	1,916	367	1,916	367	424	12,335	...	6,961	19,720	12,457	...	8	8	77·76	...
Nimar	3,928	285	3,928	285	20	383	...	285	688	1,145	7	8	7½	83·52	...
Chhindwara	4,630	407	2,549	164	280	13,399	...	965	14,644	4,387	..	8	7⅜	48·96	1
Betul	3,824	323	3,824	323	298	7,898	...	1,094	9,290	3,820	...	8	7½	75·60	8
Total ...	18,322	1,881	16,011	1,500	2,369	53,010	...	23,361	78,740	34,737	...	...	...	...	10
Chhattisgarh Division.															
Raipur	11,724	1,584	4,027	710	558	12,873	...	29,890	43,321	27,222	7½	... (Gram.)	8½	108·60	12
Bilaspur	8,341	1,164	8,341	1,164	1,121	31,043		16,542	48,706	79,257	7¾	7½	8	130·8	98
Sambalpur	4,948	796	228	62	47	898	...	1,273	2,218	194	8¾	...	...	35·04	...
Total ...	25,013	3,544	12,596	1,936	1,726	44,814	...	47,705	94,245	106,673	...	...	...	...	110
Grand Total ...	86,516	10,780	51,915	6,462	6,906	136,716	...	205,361	351,258	267,187	...	...	...	...	140

(a) Includes 2,275 weavers relieved.

N.B.—This statement relates to the period between 26th June and 31st July, and thus covers five weeks.

Monthly Famine Statement B for the five weeks ending Saturday the 31st July 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works (*i.e.*, average daily number for three months).			Number for whom relief can be provided by works remaining on programme on date of report (*i.e.*, average daily number for three months) (*a*).		Expenditure since April 1st 1897. (*b*)			Advances since April 1st up to end of month under (*c*).			Revenue suspended or remitted.
		Date of last programme.	On large works, (P. W. D. Schedule A).	Others.	On large works (P. W. D. Schedule A).	Others.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
JUBBULPORE DIVISION.													
Jubbulpore	93,000	12-5-97	127,556	...	23,565	...	31-7-97	480	203	...	75	133	399
Saugor	42,000	...	129,000	...	51,787	...	...	61	44	...	29	46	425
Damoh	40,000	...	91,511	...	37,737	...	...	248	102	1	55	220	288 (remitted).
Mandla	27,000	...	135,556	...	100,211	...	...	224	20	...	9	38	33
Seoni	26,000	...	98,222	...	92,885	...	...	10	23	1	12	31	84
Total ...	228,000	...	581,845	...	306,185	...	...	1,023	392	2	180	468	841 (288 remitted).
NAGPUR DIVISION.													
Nagpur	53,000	6-4-97	51,444	...	38,277	...	31-7-97	*138	8	...	30	10	...
Bhandara	52,000	5-7-97	46,111	...	26,708	...	31-7-97	252	37	...	121	25	39
Balaghat	53,000	6-4-97	48,768	...	48,205	...	31-7-97	457	54	...	47	93	155 (3 remitted, Zamindari Takolis).
Chanda	49,000	11-5-97	47,262	...	101,307	...	...	...	...	...	91	7	...
Wardha	28,000	6-4-97	7,056	...	13,824	...	...	35	...	...	1	3	1
Total ...	235,000	...	200,641	...	228,321	...	...	882	99	...	290	138	195 (3 remitted).
NERBUDDA DIVISION.													
Hoshangabad	65,000	26-4-97	162,224	24,000	63,668	...	31-7-97	435	31	14	...	...	430
Narsinghpur	46,000	16-11-96	153,984	...	94,094	...	31-7-97	328	43	...	16	10	...
Nimar	18,000	5-6-97	77,171	...	98,975	...	31-7-97	7	9	2	...	6	5 (3 remitted).
Chhindwara	29,000	21-5-97	128,327	3,000	59,407	...	31-7-97	167	27	...	23	10	...
Betul	23,000	26-4-97	122,067	...	102,647	...	31-7-97	123	20	...	16	14	3
Total ...	181,000	...	643,773	27,000	418,791	...	...	1,060	130	16	55	40	438 (3 remitted).
CHHATTISGARH DIVISION.													
Raipur	89,000	4-12-96	146,228	17,246	109,426	...	31-7-97	649	85	...	131	34	165
Bilaspur	75,000	26-4-97	56,493	30,000	72,427	...	...	415	297	7	58	84	210
Sambalpur	56,000	4-12-96	25,778	...	30,855	...	...	10	½	½	...	4	...
Total ...	220,000	...	228,499	47,246	212,708	...	...	1,074	382½	7½	189	122	375
GRAND TOTAL ...	864,000	...	1,654,758	74,246	1,166,005	...	...	4,039	1,003½	25½	714	768	1,849 (294 remitted).

* Includes two spent under the scheme for the relief of weavers.

(*a*) Some relief works will have been more or less exhausted since the last programme, and others will have been provided for entry in the next programme. The net result should be shown in columns 6 and 7.

(*b*) The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.

(*c*) The total expenditure incurred and the advances made during the financial year previous to that to which the report and statements under submission belong should be stated in a foot-note.

(*d*) This statement will embody the figures between the last Saturday of the previous month and the last Saturday of the month under report.

Summary of the Remarks in the District Reports to accompany Monthly Famine Statements A and B for the month of July 1897.

Jubbulpore Division.

(1) *Private Charity.*

There is not much to record in regard to the administration of the Charity Fund. The liberal expenditure of May and June in grants to needy cultivators nearly exhausted the funds available for this purpose. But in all districts, except Saugor, something could be spared to supplement previous gifts in cases where crops had been ruined by the long break of June, and measures were taken to enquire into these cases and to help the sufferers. In Seoni alone, however, was the amount thus disbursed considerable (Rs. 17,162). The enquiries showed that reports had generally exaggerated the evil, and more harm resulted from delay in sowing than from the destruction of crops already in the ground.

In all districts some expenditure was incurred in clothing the naked. It was largest in Saugor, where it amounted to Rs. 795-12-6. I think that clothes are needed more urgently in Saugor than elsewhere. The condition of the poor-house people there struck me as particularly pitiable in this respect.

In no district was anything spent from the Charity Fund on orphans.

Monthly allowances made to the respectable poor number 200 in Saugor, 1,500 in Jubbulpore, 120 in Mandla, and 123 in Seoni. The Jubbulpore report is silent as to the results of the cheap grain shop which has been established in the town. I will enquire into its history.

The Church of England Mission at Mandla fed 168 persons and gave employment to 1,451. At Seoni the Scotch Mission gave daily doles of grain to 977 persons. But the doles are insufficient and are distributed unsystematically, and I fear that their grant results in more harm than good.

(2) *Government Poor-houses.*

The number of poor-houses and the number of their inmates during July are compared below with the numbers during the two months preceding :—

District.	Number of Poor-houses.			Number of Inmates.		
	May.	June.	July.	May.	June.	July.
Jubbulpore	5	4	3	2,408	3,342	2,441
Saugor	5	5	5	4,598	6,813	4,547
Damoh	4	5	5	1,236	1,548	1,662
Mandla	2	2	2	470	733	1,169
Seoni	2	2	2	465	720	1,079
Total	18	18	17	9,177	13,156	10,898

The small poor-house at Katangi in the Jubbulpore district is now classed as a relief-centre or kitchen.

Efforts have been made to reduce the poor-house population by systematically drafting out all those who are either able to work or are fit subjects for village

relief, and the decrease in numbers would have been considerably larger were it not for the large numbers of orphans the poor-houses include. There are over 2,000 under the care of the Government in the Division.

Another difficulty arises from the large influx of people from Native States. When I visited the Murwara poor-house a short time ago, I found that nearly half its inmates had their homes in the Rewa and Maihar States, and of 43 wanderers found begging in the bazaar, 26 came from Native territory. Rewa has sent us nearly a quarter of the paupers in the Jubbulpore poor-house. The Khurai poor-house (in the Saugor district), where the general condition of the inmates is especially miserable, is inundated from Bhopal and neighbouring States. Immigration, which fell off during May, has lately been largely on the increase, doubtless from the same causes as have led to a rise in the death-rate in British districts.

The draftings from the poor-houses have mainly been to works, and what I have seen has convinced me that large numbers have been marched off to Public Works Department Camps who are quite unable to do any work worth the name, and who should certainly have been sent back to their villages and be relieved there. Considerable numbers decamp *en route* (in Seoni at least 30 per cent. absconded) and then after wandering about for some days in a starving state return to the poor-house gate. I have impressed on Deputy Commissioners the importance of using the village relief lists more freely; the procedure in registering and paying village paupers has been simplified, and I hope that during August we shall find fewer incapables sent to work. In July the best results are shown by the Deputy Commissioner of Seoni, who drafted 419 persons from the poor-houses to their villages.

I have lately inspected the six principal poor-houses in the Division, and have found the management to be generally satisfactory, though in some cases (notably at Mandla) good results have been obtained by limiting admission—a measure which is quite indefensible. The number of deaths continues very high. In Seoni a quarter of the average strength died; in Jubbulpore and Mandla over a fifth. These figures tell their own tales as to the condition of the paupers on first admission. It should be explained that a large proportion of the deaths at Jubbulpore have been among the children, who have been more than decimated by the epidemic form of scurvy known as "*cancrum oris*." They are being moved to a more healthy site.

(3) *Relief-centres and Kitchens.*

In Mandla alone have these centres of relief retained their original character as a place for providing light work for those not wholly incapacitated and of gratuitously relieving the incapable. Elsewhere they have practically becoms kitchens with, in some cases, small hospitals attached. I contrast below the figures for June and July:—

District.	Number of Centres and Kitchens.		Number of Persons relieved gratuitously.		Number of Persons on Light Work.		Total.	
	June.	July.	June.	July.	June.	July.	June.	July.
Saugor	...	...	...	...	...	..	...	...
Damoh	...	1	...	275	...	...	...	275
Jubbulpore ...	9	30	1,460	7,899	786	226	2,246	8,125
Mandla	17	17	745	1,309	3,029	4,074	3,774	5,383
Seoni	4	4	79	75	269	93	348	168
Total ...	30	52	2,284	9,558	4,084	4,393	6,368	13,951

The notable increase in the Jubbulpore district is due to the establishment of a large number of children's kitchens, which are mostly situated at Police-stations or Outposts. Other districts have not been so prompt in opening these kitchens, of the need of which I become each day more convinced. But in Seoni arrangements have been matured for opening 59, and in a large number distribution has actually begun. I trust that within the next week 20 will have been opened in Mandla, 25 in Saugor and several in Damoh, where the large number of Public Works Department works still open (with kitchens attached) render village kitchens less urgently required.

I have lately inspected seven of these kitchens in the Jubbulpore and Seoni districts. The children throng to them. Only those in poor condition are admitted, but, even so, each kitchen commonly feeds from one to two hundred, a large proportion of whom are reduced to mere skin and bone. That the children are deteriorating strikes me everywhere. The Deputy Commissioner of Seoni, who has lately visited a large number of villages, notices this particularly, and gives the probable explanation of it. Labouring men and women can at the present time earn no more than suffices for their own food. Any savings they may have accumulated on famine works were exhausted during the break in the rains at the end of June. They have nothing for their children, who are practically left to graze in the fields. It is commonly admitted by the people that the emaciated children one sees in the kitchens have been subsisting entirely on wild indigo and similar weeds for the past month.

(4) *Village Relief.*

Orders issued by the Chief Commissioner at the beginning of the month emphasized the importance of gratuitous relief at the houses of the people during the monsoon months, when relief works were necessarily contracted and the exposure which they entailed would be particularly injurious to the sick and feeble. The following figures show that this policy has taken practical shape in Damoh, Jubbulpore and Seoni :—

District.	Number relieved at their Houses.		
	June.	July.	Difference.
Saugor	9,385	7,621	−1,764
Damoh	11,203	12,002	+799
Jubbulpore	18,178	28,421	+10,243
Mandla	2,268	2,418	+150
Seoni	2,026	4,116	+2,090
Total.	43,060	54,578	+11,518

The Jubbulpore figures overstate the facts, as they include a number of persons who have been provisionally entered on the relief lists and have not as yet received payment. As they stand they cover 3·8 per cent. of the population, which, present circumstances considered, is not very high. The percentage in Damoh is about the same. In Seoni the lists still include only 1 per cent. of the population. But they have been doubled during the month. The Deputy Commissioners of Saugor and Mandla show no increase. Indeed in Saugor names have been struck off very largely under a misapprehension which it has taken much time to remove. In neither district has the staff of Revenue Inspectors been increased on the scale followed in other districts. I have now arranged for doubling the staff, and by this time the Assistants should have taken charge. I have issued instructions simplifying the procedure for the registration and payment of village paupers, and hope that during the current month relief will be extended in both

these districts as far as circumstances demand it. In both the death-rate for June was very high. The death-rates for July have not yet been officially reported. But figures have reached me from Damoh and Jubbulpore which show a most satisfactory decrease.

(5) *Relief-works.*

(*a*)—*Under the Public Works Department.*—The numbers of workers and dependants on Public Works Department relief-works during June and July are contrasted below :—

District.	Number of Workers.		Number of Dependants.		Total.		Difference. (+) or (−)
	June.	July.	June.	July.	June.	July.	
Saugor	16,502	23,277	1,776	2,514	18,278	25,791	+7,513
Damoh	18,080	31,879	2,656	5,692	20,736	37,571	+16,835
Jubbulpore	15,933	23,329	1,908	3,342	17,841	26,671	+8,830
Mandla	7,170	6,905	1,452	2,244	8,622	9,149	+527
Seoni	6,025	4,766	773	1,047	6,798	5,813	−985
Total	63,710	90,156	8,565	14,839	72,275	104,995	+32,720

The most striking point is the large increase (80 per cent.) in Damoh. About a quarter of this is due to the transfer of coolies from local works, but new admissions have been growing rapidly ; and I ascribe this to the fact that in Damoh alone of all the districts in this Division no attempt has been made to introduce piece work or to pay by results. I have lately inspected three of the works in this district, and came to the conclusion that although a considerable proportion of the workers were in really bad case, there was a large number of them fairly well-to-do, chiefly women who came from neighbouring villages and accepted the subsistence wage as a supplement to the earnings of their fathers and husbands. With the concurrence of the Deputy Commissioner and Executive Engineer, I decided to recommend the introduction of the "piece-work" system, or payment by results, for all those who were specially selected as being in good condition, leaving the balance to work on the Famine Code terms and extending the grant of cooked food in lieu of cash to dependants—adults as well as children. Moreover, as no attempt could successfully be made to compel piece-workers to support their own dependants, and not to throw them on our hands, it was decided to limit the earnings of piece-workers to the subsistence wage. They might earn less but not more. These recommendations have been accepted by the Chief Commissioner and will, I think, result in the curtailment of our expenditure on the relief of people who do not really require it, of whom there is no small proportion on the Damoh works.

Saugor and Jubbulpore show increases of approximately like amount, and have nearly the same numbers on Public Works Department relief works. But Jubbulpore has over 10,000 people on local works, who are not included in these figures. Two new Public Works Department charges were opened in Jubbulpore —at Hardua in the extreme north, and at Chapra about the centre of the district. In Saugor the charges remained practically unchanged. There was a small increase in Mandla—much smaller than the circumstances of the people demanded. At the end of June numbers on the Public Works Department works of this district fell off very largely indeed, distress is certainly on the increase, and the grant of relief work requires extension. On my visit to the district I arranged for re-opening the work at Thonda (near Bichia) which had been closed in June, and the Deputy Commissioner has strictly limited the exaction of piece-work conditions. The Seoni district alone shows a decline in numbers, which may possibly be the result of the employment of contractors on the piece works, a plan followed in no

other district. The intervention of these men will, under recent orders of the Chief Commissioner, be dispensed with, if possible, without breach of contract.

The scope of the kitchens attached to Public Works Department camps has been greatly extended. They now distribute cooked food to most of the adult dependants as well as the children, and in addition feed a considerable number of children belonging to villagers in the vicinity who are not connected with the workers.

(*b*) *Works under District Officers.*—The numbers employed during the past two months are contrasted below :—

District.	June.	July.	Difference. (+) or (−)
	No.	No.	
Saugor	595	120	−475
Damoh	5,332	781	−4,551
Jubbulpore	4,475	10,449	+5,974
Mandla	1,639	1,089	−550
Seoni	313	115	−198
Total	12,354	12,554	+200

These works have been greatly contracted, save in Jubbulpore, where it has been found necessary to open several works in corners of the district which the effect of the Public Works Department works does not reach. One of these (at Majholi) has attracted over 3,000 persons, although the wage rates are lower by a pice than those given on Public Works Department works. There are a number of minor works in Mandla, supervised by patwaris, which were introduced to take the place of village relief, but have not been very successful.

In Damoh local works have been opened at Jhalon and Taradehi—localities remote from Public Works Department works—where the people were reported to need relief. There are small works in the vicinity of the towns of Damoh, Jubbulpore, and Mandla, used mainly as a means of employing persons drafted from the poor-houses and able-bodied vagrants, and I have arranged for starting small works in the vicinity of Saugor and Seoni.

(*c*) *Loan Works.*—These have nearly all been closed. Seoni reports 14 still open, supporting 540 persons.

(6) *Railway Works.*

These employed labour in Saugor, Damoh, and Jubbulpore. The numbers were :—

District.	On 26th June.	On 31st July.
	No.	No.
Saugor	5,073	4,200
Damoh	5,190	6,057
Jubbulpore	3,723	3,660
Total	13,986	13,917

There has been no change to speak of.

(7) *Summary of the Relief Granted in the Division.*

The numbers on relief in all five districts of the Division have risen from 149,201 to 198,225 or by nearly 33 per cent. The proportion relieved gratuitously has remained constant at 46 per cent., which is, I venture to think, if anything rather low for the monsoon months. The percentage of the total population on relief in each district during each of the past three months is given below :—

District.	May.	June.	July.
Saugor	10·6	6·1	6·4
Damoh	16·6	12·3	16·1
Jubbulpore	11·5	6·2	10·3
Mandla	9·6	5·1	5·8
Seoni	4·6	2·7	3·3

In Jubbulpore and Damoh relief measures have nearly regained the extension to which they had been carried at the end of the hot weather. Relief has been liberally granted, but its beneficial effect is seen in the death-rate which in both districts fell during July to under 5 per mille per mensem. In Seoni the rate has risen considerably. I have not yet learnt the mortality during July in Saugor and Mandla.

(8) *Food-stocks and Trade.*

Stocks appear to be generally adequate to supply consumption at present prices, except in the remoter parts of the Mandla district, where, however, matters have been greatly improved by the imports recently effected by Government.

Figures for the grain traffic of the month are given below :—

District.	Imports.			Exports.		
	May.	June.	July.	May.	June.	July.
	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.
Saugor	47,279	64,843	88,022	950	1,783	374
Damoh	Not reported.		54,675	Not reported.		...
Jubbulpore	100,777	95,677	55,146	30,808	26,574	7,072
Mandla	50,000	105,000	...	...	...	...
Seoni	10,280	5,531	4,816	3,120	2,009	855

The exports from Jubbulpore are incorrectly reported, as they should correspond very nearly with the imports into Damoh. Cart traffic has been very brisk indeed along the Jubbulpore-Damoh Road, and special arrangements have been made to facilitate the passage of carts over unbridged streams and nallas. The quantity shown as imported would suffice to feed for a month nearly half the population of the district. I cannot understand why the Deputy Commissioner of Mandla returns no imports. Traffic on the Mandla Road is much less considerable than with Damoh, but I passed several carts laden with grain when I last travelled along it. I have asked the Deputy Commissioner to arrange for properly recording the traffic.

(9) *Prices.*

The average prices ruling during June and July are compared below :—

District.	SEERS PER RUPEE.					
	WHEAT.		GRAM.		COMMON RICE.	
	June.	July.	June.	July.	June.	July.
Saugor	8½	8¼	8¼	8	6	6
Damoh	7¾	7	7½	7	6	6
Jubbulpore	9¼	9¼	9½	9½	8	8
Mandla	7¾	8¼	7½	8½	7	7½
Seoni	8	8¼	...	8	...	8

Prices have fallen substantially in Mandla, and slightly in Seoni. In Saugor and Damoh there has been a slight rise. Jubbulpore shows no change.

(10) *Rates of Wages on Public Works Department Relief-works.*

The only changes reported are in the Damoh and Seoni districts. In the former the rate was raised from 8 to 7 seers with the object of encouraging importation. It has now been lowered again to 8 seers. In Seoni rates have been raised on two works—at Kenri from 8 to 7½ and at Ugli from 8½ to 8 seers

(11) *Crime.*

Comparative statistics are given below :—

	TOTAL NUMBER OF OFFENCES.				
	Jubbulpore.	Saugor.	Damoh.	Mandla.	Seoni.
July 1897	662	568	226	319	270
June 1897	418	240	133	123	189
July 1896	656	459	227	162	234

All districts exhibit a very large increase on the crime of the preceding month, but in the case of all except Saugor and Mandla the crime of the month corresponds pretty nearly with that of July 1896. Saugor and Mandla show a very large increase in the number of offences and, taken with other facts, I believe this to indicate that relief measures are hardly sufficiently extended. The characteristic crime of the day is the stealing of cattle to be killed and eaten. Cases of this sort have become extremely common in the tracts inhabited by Gonds, and largely contribute to the overcrowding of the jails. The offence is one which must be repressed, however pitiable be the motives for it.

(12) *Mortality.*

This is, perhaps, the most important section of these notes, as it affords the best indication available of the extent to which our relief measures are required and are successful. Unfortunately the monthly reports are submitted before the vital statistics for the month can be tabulated, and no later figures have been officially reported than those for June.

There was a serious increase in the mortality of all districts except Jubbulpore :—

District.	Total Number of Deaths.		Deaths from Cholera.		Monthly Death-rate.	
	May.	June.	May.	June.	May.	June.
Saugor	4,427	6,138	971	1,057	7·5	10·4
Damoh	1,362	2,699	333	679	4·1	8·3
Jubbulpore	4,721	4,272	738	471	6·3	5·7
Mandla	2,436	3,571	681	1,220	7·2	10·5
Seoni	1,713	2,545	379	704	4·7	6·8

The rates are exceedingly high in Saugor and Mandla. But a fairer test will be gained by eliminating the deaths from cholera—

District.	Monthly Death-rate excluding Deaths from Cholera.					
	January.	February.	March.	April.	May.	June.
Saugor	3·8	4·6	4·0	4·2	5·8	8·5
Damoh	5·3	4·2	4·1	4·0	3·1	6·2
Jubbulpore	7·7	8·8	6·5	5·0	5·3	5·1
Mandla	3·9	5·5	5·5	3·9	5·1	6·9
Seoni	5·3	4·4	4·1	3·4	3·6	4·9

Put in this way the Mandla death-rate is not so formidable, though I fear that it does not represent accurate reporting. The Saugor rate remains very high indeed. Both Damoh and Seoni have, till the end of May, returned figures which were distinctly reassuring. In both there was in June a sudden and large rise. The steady decline of the death-rate in Jubbulpore is a very satisfactory feature in the table ; and I am glad to be able to report the receipt of telegrams from Damoh and Jubbulpore which show that the mortality rate for July declined respectively to below 5·0 and 4·5 per mille. In Seoni the rate has risen to about 8 per mille. I have received no information from Saugor and Mandla.

These statistics agree with the general results of observations in showing that a sudden and rapid deterioration in the condition of the poorest classes of the people took place almost everywhere during the month of June.

The special statistics of deaths due to starvation are separately reported, and as finally verified for June have not yet reached me. My enquiries lead me to fear that no effort will render these statistics reliable, and that the general death-rate (excluding deaths from cholera), coupled with the deaths in poor-houses, is, however imperfect, the best statistical clue available to the extent of the distress prevailing.

(13) *Physical condition of the people.*

Cultivators and their families are generally in very good case. They have been immensely assisted by the Charity Fund grants and by the advances made by Government, and have sown a larger area than was anticipated. It is in regard to the class of field and casual labourers that there is some ground for anxiety. In the Jubbulpore district emaciated people are rarely to be met with, and from the reports which reach me and my own observations I should say that they were not common in Damoh. The Deputy Commissioner of Saugor writes

that "in no part of the district has the physical condition of the people suffered a change for the worse sufficiently marked to attract special notice." But the state of the inmates of the Saugor and Khurai poor-houses is not a reassuring index. And on a large work which I visited in the north of the district nearly half the people were, to say the least of it, in very poor condition indeed. It is true that a considerable number of them came from Native territory. But the condition of crowds of our own people was such as to cause anxiety. The Deputy Commissioner of Mandla also in my opinion underrates the signs of distress there apparent. An examination of some hundreds in the town of Mandla disclosed a large proportion of half-starved people, and on one work I visited fully a quarter of the coolies showed signs of acute distress. The Civil Surgeon writes: "The fresh increase in mortality is to be distinctly traced to continued and severe privation. . . . The practical closure of Public Works Department works to all but robust workers caused fresh distress." The Deputy Commissioner agrees in ascribing the deterioration of the poorest classes to over-strictness in the admission to Public Works Department relief-works, but he failed altogether to provide for the change of conditions by arranging to extend his village relief. The Deputy Commissioner of Seoni has lately made a very thorough tour of inspection, turning out and examining the people of 68 villages. He found adults generally in good condition, but came across 393 children—3 per cent. of the population—in urgent need of food, having been altogether neglected by their parents. The distress with which we have to deal is restricted to one class of the community, and can in my opinion be adequately met by the extension of village relief and kitchens already ordered by the Chief Commissioner.

(14) *General condition and prospects.*

Generally, prospects are exceedingly good. In Saugor more than the normal area has been sown and the crops promise unusually well. In Damoh short rainfall at the outset delayed rice sowings on light soils, but heavy rain at the end of July has enabled the cultivators to make up arrears. The same remarks apply to Jubbulpore. Until late in July a good deal of rice land remained unsown in Bahoriban, Bilehri and Murwara, but sowings are reported to have now been satisfactorily extended. In Mandla generally prospects are exceedingly good, this district having received more rain early in the month than Jubbulpore and Damoh, and the rice crop was there nearly a foot high when still sprouting in the latter districts. In some of the remoter villages a considerable area has been left unsown for want of seed, but this was only to be expected with Gonds and Baigas. The northern and western portions of Seoni are in very promising condition, the area sown being considerably larger than the normal. But towards the Balaghat border, in the Ashta taluqa, the Deputy Commissioner has recently found sowings in a very backward state, and the people discontented and listless, though he thinks that this is due more to the bad management of the landlord than to lack of means or unsuitability of rainfall.

J. B. FULLER,
Officiating Commissioner.

The 14th August 1897.

NAGPUR DIVISION.

(1) *Private relief.*

Nagpur.—One of the three private poor-houses at Umrer was taken over by Government on the 23rd July and one was opened at Katol on the 1st idem. The private institution at Bela had to be closed at the end of the month for want of funds. The number relieved at all the poor-houses on the last day of the month was 789 with an expenditure Rs. 1,130, against 859 persons with an expenditure of Rs. 863 returned on 26th June. Besides this relief in poor-houses, a good deal of private charity continues throughout the district in the shape of both food and cash distributed to the local poor.

Bhandara.—No funds having been received from the Central Committee during the month, it was not found possible to allot any more money for seed-grain

and bullocks. The other operations of the Fund had to be considerably restricted. There is a large demand for clothing by labourers on relief works. Towards the close of the month an allotment of Rs. 20,000 was made to the district under the Agriculturists Loans Act, in order to provide seed for tenants whose seed has dried up owing to the holding off of the monsoon. Nearly the whole of this amount has now been distributed.

Balaghat.—A sum of Rs. 152 was spent at the poor-houses, *viz.*, Rs. 38 at Balaghat, Rs. 50 at Baihar and Rs. 64 at Katangi. The expenditure from the Charitable Relief Fund under Head IV. amounted to Rs. 1,366, relief being afforded to 207 families.

Chanda.—During the month a further distribution of Rs. 2,006 was made from the Charitable Relief Fund for the purchase of seed-grain.

Wardha.—Juari is being doled out to poor people at various centres in the district, apparently in sufficient quantities to afford appreciable relief.

(2) *Poor-house relief.*

Nagpur.—The number in the poor-house has not increased, as was anticipated in the previous month. This is due to large drafts to Bhandara and Balaghat and to the local relief-works. The number of inmates on the last day of July was 738 in the Nagpur poor-house and 341 in the one at Umrer taken over by Government. Several of those who were sent to relief-works persistently returned to the poor-house, so were placed on penal rations. This probably helped to check the rush to the poor-house which was expected on the setting in of the rains.

Bhandara.—The number of poor-houses remained the same throughout the month. All of them were visited by the Deputy Commissioner. There has been some increase in the total number of inmates, which stood at 948 on the 31st July as against 825 on the 26th June. The increase is practically confined to the Gondia poor-house. During the period under report there were 934 admissions, 589 discharges, 253 deaths and 2 births, the figures for the previous month being 516, 418, 159 and 1 respectively. It must, however, be remembered that the period now under report is one of five weeks, instead of four; allowing for this fact, however, the figures still show a considerable increase under the head of admissions and deaths. This is no doubt due to many beggars and wanderers, who have hitherto attempted to pick up a scanty living outside, being driven to take shelter in a poor-house owing to the rains. The able-bodied are periodically drafted to relief-works, while permanent cripples entitled to village relief are sent to their homes at the beginning of every month, a month's allowance being given to them, and arrangements being made to put them on the mukaddam's list in their villages. The Police continue to relieve starving wanderers, sending them to relief-works or poor-houses or to their own villages, as may appear proper in each case. The number of persons so relieved during the five weeks under report was 163 against 155 in June.

Balaghat.—The population of the poor-houses rose with the setting in of the rains, as will be seen from the figures below :—

—	June.	July.
Balaghat	559	598
Baihar	164	361
Katangi...	88	117
Total	811	1,076

The greatest increase is at Baihar, where the commencement of the rains involved the closing of several of the tank works.

Chanda.—No poor-house relief.

Wardha.—Two poor-houses—one at Wardha and one at Hinganghat—were opened on the 19th and 25th July, respectively. The total number of inmates on the last day of the month was 504.

(3) *Village relief.*

Nagpur.—The Deputy Commissioner reports :—" The advances to Tahsildars have so far proved inoperative ; that is to say, no expenditure from these advances is yet reported. It is possible, however, that the orders issued have had effect in causing malguzars and mukaddams to give more assistance to the distressed in their villages, and claims for recoupment will probably come in later on."

An examination of vital statistics shows that the death-rate has been very high in some 13 circles, where it will, perhaps, be necessary to start village relief. In four of these circles, however, there are relief camps which necessarily affect the percentage of deaths on population. The Deputy Commissioner is giving careful attention to the subject, and prompt action will be taken if necessary.

Moreover, there is less distress now than there was during the early part of last month, when there was some difficulty about finding work except at the relief camps. Towards the close of the month weeding operations began and are now in full swing.

Bhandara.—The number of children's kitchens has remained the same, *viz.*, 26, while the number of children fed has risen from 757 to 1,158. The Deputy Commissioner, who has visited a number of these kitchens at Police Out-posts, states that all children look fairly fit. These kitchens are much appreciated by the Koshtis in places where they are numerous and their trade has been practically at a standstill for some time. The number of persons in receipt of gratuitous relief in their homes has increased from 4,389 to 6,623. New cases are continually coming to notice that require such relief, and with the return of a large number of labourers and dependants to their homes, which may be expected during August, a further increase is probable. Eight additional Revenue Inspectors have recently been sanctioned for employment on the work of distributing village relief, as the existing circles are too large to admit of the Inspector visiting all his villages in regular rotation during the month. Two Additional Naib-Tahsildars have also been sanctioned for inspecting this form of relief, and have been actually employed since the close of the month.

Balaghat.—There are four relief centres. The recipients of such relief have decreased from 45 to 29. The number of persons relieved *at their homes* has, however, risen from 8,795 to 10,005, and will rise still further as the recent orders of the Chief Commissioner are thoroughly understood. It has been found necessary to increase the staff in the Baihar Tahsil by one Revenue Inspector and two Naib-Tahsildars, as the means of communication above the ghats are frequently closed for days together. The number of kotwars in receipt of relief is 537, thirty-one names having been added during the month.

Chanda.—Village-to-village relief has just been organised here. A sum of Rs. 5,880 was paid out during the month as advances. Children's kitchens are being opened out at all relief centres.

Wardha.—This kind of relief has just commenced and advances have been furnished to the Police and Tahsildars to meet expenditure under this head. Section 33 of the Code has been made applicable to the district and the responsibility of the mukaddams and kotwars in the matter is being enforced.

(4) *Relief-works.*

Nagpur.—There are four large works, at all of which stone-breaking is carried on. The number of persons on these works was 11,163 and dependants 2,507 against 11,430 and 2,375 respectively in the previous month.

During the month there was a considerable increase temporarily, but more favourable weather caused a reduction. The gradual substitution of piece-work for task-work is receiving systematic attention, and fair progress in this direction

has already been made on the Katol and Umrer Roads. Weaver relief has attained considerable dimensions in Nagpur and Kamptee.

Bhandara.—The number of persons on Public Works Department relief works was 19,477 workers and 2,970 dependants against 17,272 workers and 3,107 dependants at the end of June. The fluctuations, week by week, shown by the following figures are rather interesting :—

——	Workers.	Dependants.	Total.
26th June	17,272	3,107	20,379
3rd July	16,326	2,523	18,849
10th do.	19,544	3,494	23,038
17th do.	21,877	3,304	25,181
24th do.	25,720	3,980	29,700
31st do.	19,477	2,970	22,447

The steady fall in numbers, which has occurred throughout June, continued during the week ending the 3rd July, but then the holding off of the rain caused large numbers to return to the relief-works, and there was a continuous increase till nearly the end of the month, when improved weather, combined with the extension of the piece-work system, had the effect of again reducing numbers. The piece-work system was introduced during the month in three camps. All the Government relief-works were visited either by the Deputy Commissioner or the Extra-Assistant Commissioner on famine duty and also by the Civil Surgeon.

Private works continued to be carried on during the month, as the scanty rainfall enabled earthwork still to be done in many places. One hundred and sixty-seven works employing an average of 4,353 labourers are reported to have been open during the month. The heavy rain which has fallen since the close of the month has probably rendered any further work of this sort impossible. Rupees 11,159 are said to have been spent from famine loans during the month, but this figure is probably only approximate.

Balaghat.—All the tank works in Baihar have been closed. The large works and the number of persons employed on them at the end of June and July are as follows .—

——	June.	July.
Lalbarra-Rampaili Road	2,110	6,971
Balaghat-Baihar Road	4,049	6,656
Lanji-Amgaon Road	1,537	6,546
Lanji-Balaghat Road	9,225	16,423
Waraseoni-Katangi Road	6,027	6,350
Bakal Tank	500	...
Bhilwani Tank	1,221	...
Alna Tank	222	...
Ajgara Tank	493	...
Total	25,384	42,946

The large increase in numbers in July is due to the same causes as in the Bhandara district, and since the close of the month there has been a corresponding reduction for reasons similar to those shown against Bhandara.

Wardha.—There is only one such work at Arvi, which continues to be managed on both the piece-work and task-work systems conjointly.

(5) *Physical condition of the people.*

Nagpur.—The condition of the people in the Nagpur poor-house is said to be "indifferent," but the Deputy Commissioner explains that the Superintendent means by this neither very good nor very bad. Some applicants for admission have evidently suffered a good deal, but the majority have not. I was myself at the poor-house a few days ago, and thought the condition of the people distinctly satisfactory on the whole. There seemed to be proportionately fewer cases of emaciation than I had noticed on some previous occasions, but owing to long absences from head-quarters I had not visited the institution recently till about a week ago. There were 29 deaths in the poor-house against 19 in the previous month.

On the Great Northern Road many of the kitchen inmates were very emaciated, but the workers seemed to be in very fair condition. The piece-work camps include only strong workers. The condition of the people in the district generally is fairly good.

Bhandara.—The condition of the people both on relief-works and at large has somewhat deteriorated. The change is most marked among the majority of those who had left the relief-works during June in the hope of agricultural employment, but who after wandering about for some time, living on probably insufficient means, have now returned to the works. Of those who left the works in June and did not return in July, a large proportion must, until quite lately, have been without employment. The Deputy Commissioner writes :—

"People are more than usually disinclined to leave their houses during the rains in search of work; others may have been deterred by the thought of the piece-work system, the introduction of which soon became generally known, while the fact of weakly people being retained on task-work was probably not so widely recognised."

As regards those in receipt of village relief, no deterioration was noticeable in their condition during the period under report.

Balaghat.—It has been found possible to strike off a number of persons from the lists of those in receipt of gratuitous relief and to send them to the relief-works.

The condition of the people on works is said to be healthy and generally strong.

As regards the distressed tracts, the Deputy Commissioner writes :—

"The distribution of money to the poorest cultivators has had an excellent effect, but cases of emaciation among this class are still painfully evident. Nothing but brute force would induce them to leave their homes and fields for relief-work, unless they can return every night.

Chanda.—The condition of the people continues to be fair. No cases of emaciation have been noticed,

Wardha.—The condition of the people is said to be good on works and fairly good elsewhere.

(6) *Deaths from starvation.*

Nagpur.—Four cases were reported during the month. One of these was a resident of Nagpur, the other three wanderers. The resident of Nagpur was mother-in-law to a schoolmaster. He, his wife, and the woman's daughter are reported to be well off, but to have neglected the deceased. Another case was reported from Nagpur, but on enquiry, a sum of Rs. 6-4-0 was found on the body of the deceased.

Bhandara.—The return for July is not yet available. The mortality return for June shows an annual death-rate of 84·24 per mille. Cholera was prevalent

throughout the district. Eliminating deaths from cholera, the mortality during that month is equal to an annual rate of 62·47 per mille. There were 138 deaths in poor-houses. No deaths were proved to be due to starvation. That deaths from starvation do most probably occur in some of the jungly parts of the district where villages are few and far between cannot be denied. Five cases were reported by the Police. The dead bodies were found on the outskirts of villages and there was nothing but a certain appearance of emaciation and privation to warrant the assumption that death was due to starvation. None of the victims had applied for help to the Police or the village mukaddams. Three of them were males and two females, aged between 40 and 50.

Balaghat.—There were no deaths from starvation. In June the total number of deaths was 3,901, giving a death-rate of 10·18. Of these 705 were due to cholera and 19 to small-pox. Omitting these, the death-rate was equal to 8·29 per mille per mensem. The Deputy Commissioner attributes this terribly high death-rate to the effect of the rains on the constitution of the people, weakened as they have been by a long course of privation. The statistics for July are not yet to hand.

Chanda.—Eight deaths were reported in June as due to starvation. They were in two cases wanderers from Native States, and a third was from Raipur. All three occurred in the Zamindari area. Of the remaining five, two were children of a mother who died of cholera, and it is now reported that the children succumbed to the same complaint. One case at Warora is attributed to constant fever, aggravated probably by want and privation. One death in the Sironcha Tahsil was of an old woman over 70 years of age.

Wardha.—No deaths are reported as due to starvation.

(7) *Food-stocks.*

These are reported to be sufficient in Nagpur, Wardha, Chanda, and Bhandara. Even in Balaghat all anxiety on this subject is practically at an end. More grain has been already conveyed to Baihar and distributed about the plateau than we thought possible at one time; and with imports continuing steadily, there is no ground for any apprehension that the supply will fall short of all requirements.

(8) *Importation of grain.*

The imports and exports as reported by Deputy Commissioners are shown in the following table:—

Districts.	Imports in Maunds.		Exports in Maunds.		Remarks.
	June.	July.	June.	July.	
Nagpur	138,131	93,593	9,430	13,090	By rail.
	41,145	36,677	1,485	2,878	By road.
Bhandara	80,888	63,404	10,515	12,255	
Balaghat	47,634	26,454	*Nil.*	*Nil.*	
Wardha	7,019	15,700	3,546	3,424	

No figures are given for Chanda, but from my recollection of those in the weekly statements exports have been in excess of imports. This is keeping up prices, but will not otherwise have any ill effect.

(9) *General condition and prospects of affected area.*

Nagpur.—During the month the District Charitable Committee allotted Rs. 14,000 for payment to distressed cultivators for rabi seed. Tahsildars had also in their hands certain savings from the kharif allotments owing to unsuitable selections in the first instance. Altogether there are some Rs. 19,000 for allotment. The Committee, finding their work in that city arduous, made over this amount

towards the end of the month to the Deputy Commissioner, who has already allotted Rs. 11,600. An additional sum of Rs. 4,000 allotted to this district for kharif resowings is being disposed of gradually. The original Rs. 10,000 is said to have been fully allotted. Prospects, which were very doubtful at the time of writing the last report, are now much brighter. The rain during July was most favourable and all crops are in good condition : little damage is said to have been caused to rice and cotton, none to other crops. There has been a fall in the area under cotton, which has been replaced by juari.

Bhandara.—The first half of the month was almost rainless and much damage was undoubtedly caused to seed beds. About the 15th or 16th good rain fell in most parts of the district, but in many places the fall was very scanty. The next week was one of intermittent showers, which did much good and enabled transplanting to be taken in hand in some places. The last week was again practically rainless and very hot, and a good deal of the water in the fields must have evaporated, till on the 31st there was a fairly heavy fall throughout the district. Since the close of the month rain has fallen almost daily, and transplanting operations are now in full swing. A good deal of the damage done in the early part of July has been made good by resowings (broadcast), in many cases with the help of takavi loans recently granted. Still a considerable area will remain fallow for want of seed, and, a larger proportionate area having been sown broadcast, the total outturn will be less. If all goes well now, a rice crop may be expected of about 11 annas of the normal area. But the demand for labour will be unusually small throughout the rains, and when transplanting is over a rise in the numbers on relief-works will necessarily occur.

Balaghat.—Prospects looked very black indeed when the last report was written. There was hardly any rain from the 24th June to the 7th July, from which date, however, about 15 inches fell during the month, sufficient to enable transplanting to be commenced in the early part of August. Much irreparable damage has, however, been done to seed beds, many of which, having entirely withered, were ploughed up, and broadcast dhan was sown. Far less transplanted rice was sown this year than usual. This, together with the partial loss of what was sown, necessarily entails the employment of fewer farm labourers during the rains. It is estimated that the yield of the rice crop will be from half the area ordinarily sown. The supply of labour will therefore far exceed the demand for some time to come.

Chanda.—The condition and prospects of the district have improved vastly since the last report.

Wardha.—Rain has fallen all over the district, but more rain is needed in the Arvi Tahsil. Prospects are reported to be good everywhere. Grass and weeds, &c., have shot up in the fields and the labouring and poorer classes are now getting wages for field work.

(10) *Changes in rate of wages.*

In Bhandara the rate was changed from 9 to 7½ seers on the Bhandara Circuit Road and from 8 to 7 seers at Camp No. 1 on the Tumsar-Rampaili Road. No changes were made in other camps.

In Balaghat wages were raised to the rate of 7 seers.

In Wardha wages are calculated at 8½ seers per rupee.

(11) *State of crime.*

Nagpur.—There is still a marked increase in crime over the past year :—

	1896.	1897.
Burglaries	49	140
Cattle thefts	10	17
Thefts	42	185

The offences are mostly of a petty description.

Bhandara.—The amount of crime during the month has been normal, though cases of petty theft and of killing animals for food are still unduly frequent.

Balaghat.—An unsatisfactory feature is the large number of cattle killed for food. The Deputy Commissioner writes, "The jail was so overcrowded that I issued instructions that cattle thefts should be punished with whipping. This, however, had not the least effect on the Gonds, who were perfectly ready to take thirty stripes for the sake of a few annas diet money to take them home."

Chanda.—The crime returns show 59 cases of theft, and 22 burglaries, as against 40 and 15 in June. The thefts are principally petty ones of grain, and call for no remarks.

(12) *General remarks for the Division.*

(*a*) *Situation with regard to famine.*—The situation has vastly improved during the month. Rain coming on again about the 7th July, after the long break, stopped any further damage to the crops, but was too late to enable them to recover entirely. The crops are now doing fairly well. More rain is required in Chanda for rice transplantation and for the tanks. Weeding operations, which have commenced, are affording the labouring and poorer classes work in their own villages.

(*b*) *Measures taken to organise and complete measures of relief.*—In parts of the Nagpur district weaver relief is being developed. Additional staff has been provided in Bhandara, Balaghat, and Chanda to cope with the increasing work of village relief during the rains. The Police have been moved to activity in the relief of wanderers, and their returns show that a good deal has been done. Large sums have been distributed for the purchase of seed-grain. Increased attention is being paid to Public Works Department kitchens and children's kitchens generally.

(*c*) *Prospects of the Division as regards scarcity.*—I was at Chanda and Wardha in the early part of the month, when prospects were very gloomy, and I saw something of the Bhandara district during the third week of the month. Even then there had been insufficient rain to admit of any general rice transplanting, and I received reports to the same effect from Chanda. In both these districts the regular steady rain came later than in other parts of the Division, but the past fortnight has effected a complete change in prospects, which may now be described as hopeful throughout the Division. The distribution of the Charitable Relief Fund money still to be received will be very useful for the maintenance of the poorer cultivators, and will prevent some from coming on to Government relief-works while their crops are ripening. The introduction of piece-work will result in a large fall in the number on relief-works. As regards gratuitous relief, it does not seem probable that the permanent discontinuance of any of the forms of relief can take place much before the close of the year. If prices fall, as they should do, during the next two months, prospects will improve materially, but everything depends now on the rains continuing favourably and not stopping too soon, as they unfortunately did during the last two years.

W. A. NEDHAM,
Officiating Commissioner.

11*th August*, 1897.

NERBUDDA DIVISION.

(1) *Private Charity.*

Indian Famine Charitable Relief Fund.—In most districts the distribution of money from this fund for the purchase of seed-grain for the kharif sowings and for the purchase of plough cattle was completed during June. In Nimar a sum of Rs. 4,961, and in Betul a sum of Rs. 1,644 was disbursed on this account during July.

In all districts funds are being held up for the supply of seed for the rabi sowings. This is a wise precaution, as the rabi sowings are comparatively costly, and the balance of takavi available is (except in Hoshangabad and Narsinghpur) not considerable.

Relief of *parda-nashin* women and others who are on the lists of the District Committees of the Charitable Fund continued; and in the Chhindwara district clothing was supplied to 661 persons at a cost of Rs. 567-13-10. This latter form of relief is appropriate during the rains, as persons reduced by famine are particularly susceptible to the diseases induced by cold and damp.

The District Charitable Committee, Chhindwara, opened a grain shop in the head-quarters town with the object of affording help to the working population and the large community of poor Muhammadans who depend for their livelihood on cotton-carding and dyeing. Tickets were issued to 760 families, representing 3,081 individuals, entitling the holders to purchase a specified amount of grain at 9 seers the rupee, the bazaar rate being 7 seers. From the 4th to the 31st July, inclusive, grain worth Rs. 3,145 was purchased and was sold to ticket-holders for Rs. 2,630, or at a loss of Rs. 515. The cost of establishment and sundry charges amounted to Rs. 53, making a total cost of Rs. 568.

Other private agencies.—The various mission centres continued to distribute relief in food, seed and clothes, besides taking charge of orphans. Detailed information as to the numbers thus succoured is not forthcoming. Seth Tikaram in Narsingphur continued to distribute charity to the poor in that town, and Seth Champalal of Khandwa supplemented the rations issued to the inmates of the local poor-house.

(2) *Government Poor-houses.*

The following figures compare the poor-house population at the end of July with the total at the close of June :—

Districts.	Population of Poor-houses on 26th June.	Population of Poor-houses on 31st July.
Hoshangabad	1,414	1,392
Narsinghpur	2,322	1,874
Betul	291	192
Chhindwara	420	611
Nimar	178	317
Total ...	4,625	4,386

The considerable decrease in Narsinghpur (—448) is due to a large number of paupers having been drafted out to relief-works or sent to their villages for the purpose of being brought on village relief. The tendency of paupers to return to the shelter of the poor-house, to which I referred in last month's report, has been checked by placing those who thus return on some form of labour in addition to penal diet. If only suitable industries could be discovered, work in the poor-house would, as the Deputy Commissioner of Hoshangabad points out, be a useful preparation for harder labour on the relief-works as well as a means of punishment for the refractory. Basket-making is carried on at Narsinghpur. I think the manufacture of *boris* or palm-leaf hoods for protection against the rain might be undertaken in all poor-houses as a form of light labour, while the more robust inmates might be employed on digging drains, clearing away weeds, &c., in out-door gangs. In the early days of the famine the difficulty was to keep the people in the poor-houses, while now the difficulty is to keep paupers who are fit for work from idling within the walls of these institutions. On my recent inspection of the Harda poor-house I was struck by the anxiety of some of the inmates to bring forward reasons why they should be allowed to remain where

they were. In Narsinghpur it has been found necessary to bring in the kotwars to the poor houses in order to identify inhabitants of villages in the district who refuse to reveal whence they came; and the conveyance of persons so identified to their villages (where they are placed on village relief) has proved a tedious task.

Immigrants from Bhopal are still to be found among our poor-house population. The total is also swelled by orphans brought in by the police from all parts. Only a few orphans have been made over to private individuals who have agreed to adopt them, the number of those latter who came forward not being great. Applications are now being received from local missionary bodies on the one hand and representatives of Hindu philanthropic societies on the other for permission to relieve District Officers of the charge of orphans.

(3) *Relief centres.*

In this Division all Police-stations and Out-posts are centres of relief to this extent that they give food (uncooked) to emaciated wanderers and forward them to relief-works or poor-houses. At all relief-works there is a kitchen where cooked food is given to hungry persons in search of work. The "relief centres" in the Chhindwara district are merely distributing centres for village relief and are situated in the Jagirdaris where village relief on ordinary methods is impracticable.

(4) *Village relief.*

Totals for the last two months are compared below :—

Districts.	Number of Persons Relieved on the 26th June.	Number of Persons Relieved on the 31st July.
Hoshangabad	2,402	4,881
Narsinghpur	2,175	7,364
Betul...	1,720	2,955
Chhindwara...	1,801*	2,371†
Nimar	421	695
Total...	8,519	18,266

* Includes 1,293 persons relieved at *distributing centres* in the Jagirs.
† Includes 1,733 persons relieved at *distributing centres* in the Jagirs.

There has thus been a very large increase in all districts, especially in Narsinghpur where the total has been nearly trebled, and in Hoshangabad where it has been more than doubled. Several causes have contributed to this increase. In the first place, the cultivators' stocks of food have been running very low or are entirely exhausted, while prices have, until recently, been rising higher. In the second place, fields have to be sown and weeded, and while some members of a family attend to this duty, it is not so easy for the others to travel to and from a relief-work in wet weather. In the third place, this is, *in all years*, a period of hardship for the aboriginal tribes and the poorer classes. As was pointed out in Secretariat letter No. 3205, dated the 2nd ultimo, large numbers of Bharias, Gonds and Korkus habitually support themselves during the interval between the exhaustion of the *mahua* harvest and the reaping of the early *kutki* and *makka*, by eating roots and herbs. I have recently had a small collection made of the roots which the people of the district in which I at present am (Betul) use for food when they can get nothing else, and though the variety of choice is considerable, the nutritive value of the whole cannot be great. The example of these forest tribes has been this year followed to some extent by persons unaccustomed to this dietary, with the result that bowel complaints have been rife, and that the number of men and women incapacitated for labour by debility is

large. In the fourth place, the rise in prices has extended the area of distress, and it has been found necessary to organise village relief in those portions of the Chhindwara and Betul districts (the Sausar Tahsil and the Multai Tahsil) which were hitherto considered to be beyond the need of it. It seems likely, I may add, that the numbers on village relief will go on rising until the end of August. In the Narsinghpur district the total is now 2 per cent. of the population, but in no other district has this percentage been nearly reached. In both Narsinghpur and Hoshangabad the administration of village relief is being carefully supervised by special relief officers ; and from the conversations which I have had with them in the course of my tour, I learn that there are few, if any, complaints of non-payment of allowances by the mukaddams to the registered poor. It is sometimes difficult to determine whether a person claiming relief is really entitled to it or not, but in doubtful cases, the benefit of the doubt is conceded. The Deputy Commissioner of Chhindwara, however, quotes an extraordinary instance of a widow who deceived a relieving officer by her emaciated appearance and got herself and her two children placed on the register of poor, receiving the prescribed money dole. Shortly afterwards she died (apparently of privation), and when the police came to make arrangements for the disposal of the two orphan children, Rs. 775 in cash and Rs. 50 worth of ornaments were found in her house tied up in a bundle of rags.

(5) *General character of relief-works.*

(*a*) *Under the Public Works Department.*—The numbers of relief-work "charges" open at the end of July in the various districts are as under :—

Hoshangabad ...	...	10 (with 7 piece-works attached).
Narsinghpur ...	...	6
Betul	...	5
Chhindwara ...	...	5 (on two roads).
Nimar	...	1
Total	...	27

A new charge was opened at Tamia on the Matkuli-Chhindwara Road, to take the place of the Khanchari charge. The Gadarwara-Sainkhera Road, in the Narsinghpur district, was re-opened. Work was discontinued on the Kheri-Badnur Section of the Badnur-Ellichpur Road.

Piece-work was in force on 7 of the 10 Hoshangabad charges, on all the Betul charges, and to a limited extent on some of the Narsinghpur charges. I have inspected two piece-works in the Hoshangabad district and two in the Betul district and am of opinion that the unpopularity of the system in this Division was due to the employment of contractors. The very name of a contractor frightened away many, while the ignorance and timidity of the people render them liable to be easily imposed upon. A contractor's underlings are able to cheat the workers in the matter of measurements. When piece-work is managed departmentally, as on the Itarsi-Dhar Road, there is no tendency to give short payment for work done. In Betul, though contractors are employed, the payment of the workers and the measurement of their work has been kept out of the contractor's hands, but under this system it is difficult to see of what use the contractor is. A new set of rules on the subject of piece-work is, I understand, about to issue, so I will say no more on the subject here, beyond that it seems very desirable that all applicants for work should be put on task-work at the outset, and only transferred to piece-work when they have acquired some small degree of proficiency in the class of work to be done. Gonds acquire proficiency very rapidly as stone-breakers, or diggers, while Mehras and others are slow to learn a form of labour to which they are unaccustomed. The Deputy Commissioner of Betul has recently cut the Gordian knot by allowing workers the *option* of going on piece-work or task-work, but unless the task-work is made really irksome, this plan must lead to piece-works being deserted by the lazily disposed, a class which forms, I fear, the majority of those in receipt of relief.

The number of workers employed on relief-works at the end of July is compared below with the total for the previous month :—

Districts.	Number of Relief-workers on the 26th June.	Number of Relief-workers on the 26th July.
Hoshangabad	20,305	34,398
Narsinghpur	20,905	19,720
Betul...	7,063	9,290
Chhindwara...	11,657	14,644
Nimar	144	688
Total...	60,074	78,740

There has been an increase in all districts except Narsinghpur. It is said to be due to the return of cultivators to the works after sowing their fields. In Nimar a number of Korkus have been brought into Khandwa by the Forest Divisional Officer and placed on the Mohgat Road relief-work. These people refused to work on forest roads, but have apparently become reconciled to labouring steadily for a livelihood. The number of dependants has risen from 8,870 to 11,894. The increase occurred chiefly in the Hoshangabad district, where the total of 3,961 at the end of June was swelled to 6,605 at the end of July. The Deputy Commissioner explains that the total now returned does not "really represent dependants of relief-workers." All adults at the kitchens who are are being fed for a few days before they become fit for work, and emaciated children from neighbouring villages who are fed at the kitchens under the orders contained in Secretariat letter No. C-1328, dated the 9th ultimo, are included in the total. Thus at Semri-Sohagpur Road kitchen, he writes : "I found no less than "40 orphans being fed and housed, and a large number of decrepit people who "should have been on village relief. So long as they are supported it is not "of much consequence whether they are relieved at the kitchen or in their own "houses."

(*b*) *Under District Officers.*—The tank work at Sobhapur in the Hoshangabad district was closed during the month, and on the Bairi tank in the same district only one gang remained at work. Work on the Punasa tank in the Nimar district was also practically at an end. There were no other works under Civil Officers.

(*c*) *Loan Works.*—Three thousand two hundred and forty-eight persons were reported as employed on works which were being constructed in the Betul district from famine loans. On the Dhanora tank in one of the Chhindwara Jagirs 668 persons were employed. Rupees 1,333 were advanced during the month on famine loans in the Narsingphur district.

(6) *Physical condition of the people.*

There seems to be no doubt that during the past month there has been a more or less general decline in the physical condition of the poorer classes due to the causes which I have enumerated when considering the figures for village relief. I gather this not only from what is stated in the reports now summarised, but from my conversations with Deputy Commissioners and special Relief Officers and my personal observations when on tour. Of course, there are still a large number of able-bodied workers on our relief works, and among the persons recently admitted to the jails of this division for petty offences against property, and to our poor-houses cases of emaciation are not common ; but it is among the stay-at-homes in the more remote villages, where grain is dear and scarce, that the long spell of privation is beginning to tell. I have seen persons in a very reduced condition brought into Narsinghpur for medical treatment from the neighbourhood of Bachai, and into Multai (in the Betul district) from villages further east. Most of them were old men and women. It is, of course, the sick and the senile who suffer the most

from the want of nourishing food. We are doing our best to meet this state of things by doubling and trebling our lists of persons in receipt of gratuitous relief at their homes, and starvation is thus kept from their doors; but it is beyond our powers to shield the feeble from the effects of the rainy season following upon an unusually exhausting hot weather. Under the circumstances, it is not, I think, surprising that the death-rate should be high.

(7) *Mortality.*

The returns embodied in the district statements and reports (except those for Hoshangabad) give the mortality figures for June. These were embodied in my consolidated Statement A (column 15) for June, on the basis of telegrams received from the Civil Surgeons. I repeat the rates *per mille* below, adding the rates for July, which have been similarly communicated to me this month.

Monthly death-rate (*per mille* per annum) from all causes in—

	June.	July.
Hoshangabad	78	51
Narsinghpur	76·8	74·4
Betul	75·6	88·8
Chhindwara	48	Not received.
Nimar	82·8	67·2

Hoshangabad was practically free from cholera during July and shows an improvement in the rate. In Nimar there is a marked decline, due also in part to the dwindling of the cholera epidemic. In Narsinghpur there is a slight fall. Betul, on the other hand, shows a remarkable increase in the death-rate. In June the rate was 75·6. Deducting deaths from cholera (676) and small-pox (20) the rate was 49·2. In July the death-rate (from all causes) was 88·8. Deducting deaths from cholera (317) and small-pox (9) the rate was 76·8. This sudden rise can only be explained on the lines already indicated by me, viz., that the advent of the monsoon has proved fatal to numbers of persons, chiefly the old and sick, whose vitality had been lowered by the want of sufficient nourishment. Prices had risen very high in Betul, higher than in any other district in the division. On the 3rd July wheat was selling at 6 seers to the rupee, and kodo and juari were reported to be unobtainable. I arranged with Rai Sahib Sundarlal of Multai for the import of grain in considerable quantities for the relief works, and this action at once affected prices, the stringency of which was partly due, no doubt, to speculative causes. By the end of July wheat was selling at $7\frac{1}{2}$ seers and juari at 8 seers for the rupee. In order to induce small grain dealers in outlying tracts to lay in stocks of grain for sale a sum of Rs. 5,000 was distributed in the form of advances for the purchase of grain. At the beginning of the month it became clear to the Deputy Commissioner from the reports of Police officers and others that distress was not confined to the Betul Tahsil, but was making itself felt also in the Multai Tahsil. In this tract prices had hitherto been lower, and it had been regarded as only "slightly affected" by the famine, as its harvests had been comparatively good. It was accordingly determined to extend village relief to all parts of the Multai Tahsil, and to enable this to be done the patwaris, who had been called in in June for settlement work at headquarters, were on the 10th July ordered to return to their circles. I have now, after visiting Betul, directed that the number of circle officers (Revenue Inspectors) shall be doubled, and have posted an additional Tahsildar to the Multai Tahsil. I have also ordered the opening of kitchens at three places in the Multai Tahsil where distress seems to be marked. Betul and Chhindwara are the only districts which report any "verified" deaths from starvation. These deaths occurred in June. In Chhindwara there was only one such case. The deceased was a stranger, and the "verification" rests on the kotwar's statement. I have had an analysis made of the Betul cases and set forth the results below. Seventeen of them occurred in

the Atner division, which includes the Masod outpost circle, in the Multai Tahsil, and six in the Multai division :—

—	Residents. No.	Travellers. No.	
Old men	6	4	
Old women	3	...	
Others	4	6	(one from Chhindwara ; one from the Berars.

Thus 13 out of the 23 were aged persons who died in their homes, probably from age and privation combined, and of the rest, 6 were travellers. It is not explained how the deaths of the travellers from outside the district were "verified" by the police. I have asked for further information on the point.

(8) *Prices.*

Prices have not fallen much in any district except Betul, where, as already stated, they were very high at the commencement of the month. In view of the continuance of favourable weather and of the fact that early *kutki* will soon be on the market (*makka* following shortly after), they will probably fall before long unless there is an increasing demand for export to Provinces where the rainfall has not been so good. Imports and exports are reported as under :—

Districts.	June.		July.	
	Imports.	Exports.	Imports.	Exports.
	Mds.	Mds.	Mds.	Mds.
Hoshangabad	63,798	723	51,357	4,238
Narsinghpur	66,795	2,502	53,738	2,389
Betul	3,190	*Nil.*	4,895	*Nil.*
Nimar	36,167	3,090	52,382	1,170

Thus imports decreased in Hoshangabad and Narsinghpur and increased in Betul and Nimar. Exports from Hoshangabad increased largely.

(9) *General conditions and prospects.*

The Deputy Commissioner of Hoshangabad writes :—

"The present prospects of the kharif crops are good, and the cultivators seem to be hopeful of a good crop. They are at present engaged in preparing the land for *kutki* and *tilli*, which will be sown in the next fortnight. Very few tenants appear to have been unable to cultivate at least a portion of their land, and there is at present no reason to think that the area out of cultivation will be greater than last year."

The Deputy Commissioner, Narsinghpur, remarks :—

"The fall of rain has, it is believed, placed the crops out of all danger at present. There have only been a few cases of resowing."

The Deputy Commissioner of Betul records that :—

"The prospects of the standing kharif crops are now fair. Early *kutki* appears flourishing and will be ready for cutting after a fortnight. *Kodo* and *juari* have not done so well. Resowing of *juari* has been necessary in some places. In the extreme west of the district sowing is said to be restricted owing to the difficulty experienced in obtaining seed."

The Deputy Commissioner of Chhindwara's account of the outlook is as under :—

"At the time of writing the report for last month prospects were decidedly gloomy owing to the continued drought. The excellent rain which the district has had since the 10th of

July has, however, relieved the people of anxiety for the present. The crops are everywhere in good condition, and those early sown, except where the soil is inferior and the land badly situated, seem to have received little damage from the delay in the breaking of the rains. Resowing has only been required over a very small area. The kharif area cannot be given at present with any degree of exactness, as sowings of *jagni* will continue well on into August. Rough estimates of the area sown have, however, been submitted by Revenue Inspectors. From these it appears that in the Chhindwara Tahsil the area at present sown is little short of the normal, and that the ultimate area under kharif will probably exceed that of last year. In the Sausar Tahsil the area reported to be sown already exceeds that of last year by 20,000 acres. In the jagirs it is anticipated that only three-fourths of last year's area will be sown, but the standing crops are in good condition. The extent to which kharif crops have been sown will probably be counterbalanced by a reduction of the area sown with wheat and gram, as many cultivators must have sown juari in preference to these crops, partly because their food-stocks urgently require replenishment, and partly because the prices of rabi seed grains will be beyond their means. Over the greater part of the district, however, and in particular where distress has been most severely felt, the rain crops are of the first importance, and that so large an area should have been successfully sown means that if favourable conditions continue the people will be relieved from distress at an early date."

In Nimar the Deputy Commissioner writes :—

"Agricultural prospects generally are now decidedly good. Field work will soon give general employment in the open parts of the district."

(10) *Changes in rate of wages.*

The rate of wages was raised to the scale of 7 seers for the rupee in Betul. In Chhindwara they were fixed on the basis of 7½ seers to the rupee, and in Nimar of 8 seers to the rupee. Elsewhere there was no change.

(11) *Crime.*

The Deputy Commissioner, Chhindwara, reports that "petty crime still shows no sign of decreasing" and three grain dacoities occurred during the month.

In Narsinghpur crime is reported to be "generally of a petty nature."

In Nimar the figures for thefts and house-breakings are reported to be "much above those for the corresponding period of last year."

L. K. LAURIE,
Commissioner.

10th August 1897.

Chhattisgarh Division.

(1) *Private relief.*

Raipur District.—The private poor-house at Sirpur was closed during the month. The Bisrampur poor-house is the only institution of this kind now in the district. The number of inmates in the poor-house was considerably less in June than in May. In July, however, there have been some admissions, and the number of inmates was 160 against 109 in June. The expenditure incurred during the two months was respectively Rs. 569-15-0 and Rs. 400-2-4. Some miscellaneous private relief was also granted in this district. The Deputy Commissioner writes :—

"In addition to the relief given at the Bisrampur private poor-house, relief of a similar kind has been given in an unsystematic manner at the head-quarters of the Gandai, Dondi Lohara and Gundardehi Zamindaris, and to a smaller extent at the residences of other Zamindars and well-to-do Malguzars. It is impossible to state the number relieved by casual alms-giving of this sort. Under the orders of the Chief Commissioner it has been settled to have poor-houses started at the three centres above mentioned, and I have received a report of the starting of the institution at Gandai."

Bilaspur District.—The Deputy Commissioner reports as follows :—

"Private relief is given by three Missionaries in different parts of the district. At Bilaspur, the Revd. Mr. Adams distributes rice to some 350 persons. The Revd. Mr. Gordon does the same to about 400 persons at Mungeli and 370 at Setganga. One hundred and thirty children (included in the above) at the two places are given a meal of cooked rice once a day. The Revd. Mr. Nottrott provides work for 109 persons at Chankheri on the Raipur Road."

Local subscriptions in this district towards famine relief have amounted to Rs. 2,450.

Sambalpur District.—The closing of the Sambalpur poor-house was reported last month. The Deputy Commissioner is arranging to close the remaining poor-houses in the district by drafting the inmates on to the Dabhra-Khursia Road. It is believed (though on this point the report contains little information) that the majority of the inmates are now fit for at least light work. The Seraipally poor-house in the Phuljhar Zamindari has already been closed, and the one at Padampur in the Borasambhar Zamindari will shortly follow suit. These two institutions are maintained from the funds of the two Zamindari estates which are under the Court of Wards. The Deputy Commissioner's reason for closing the institutions is that almost all the persons relieved in them come from places outside the district, who cannot therefore fairly expect support at the cost of estate funds. The poor-house at Bargarh is maintained from private subscriptions, but these are now at a low ebb, and it is expected that this institution will also have to be closed. No mention is made of the poor-house opened by the Zamindar of Barpali, but it is understood that this is still maintained. I have asked the Deputy Commissioner for a more detailed report and have pointed out to him that in closing the private poor-houses in the district care should be taken to see that the present inmates are provided for either at the Dabhra-Khursia work or otherwise.

The extent of relief afforded from funds provided by the Indian Famine Charitable Relief Fund Committee is noticed by the Deputy Commissioner, Bilaspur. Relief was granted under all the recognized heads, but chiefly to destitute cultivators for the purchase of seed and cattle: 20,546 cultivators have been granted relief of this description, the expenditure involved being Rs. 183,800. If the cultivators' families are included, the Deputy Commissioner estimates the relief as having reached about 80,000 people. Similarly, in the Raipur district the attention of the Local Committee has been mainly directed towards providing distressed cultivators with seed and cattle. The amount of relief which has been thus afforded in the two districts in the past two months has removed the apprehensions which at one time existed of a considerable area being left unsown. It is believed that not less than 75 per cent. of the normal area has now been sown.

(2) *Government poor-houses.*

The number of inmates in the Government poor-houses in June and July are given below :—

		June.	July.
		No.	No.
Raipur	Raipur, Baloda, Drug, Simga	4,222	4,170
Bilaspur	Bilaspur, Pendra, Mungeli, Pandaria	6,385	8,129

The numbers have slightly fallen in the Raipur district, where the work of drafting the inmates to relief works and to village relief has for some time past been systematically carried on. They have risen considerably in the Bilaspur district, the poor-house at head-quarters accounting mainly for the large increase. In this poor-house alone the numbers had before the end of the month reached the enormous figure of 4,000, though they again fell below that figure. The absolute necessity of reducing these unmanageable crowds has been strongly impressed on the Deputy Commissioner, and systematic arrangements for drafting to relief works have already been introduced. In respect of the still more important matter of drafting people to their homes detailed instructions have been issued.

The task is a large one, and owing partly to the lack of system that has hitherto prevailed, a good many preliminary arrangements are necessary. I was disappointed on the occasion of my last visit to the district to find that little, if anything, had been done even to start such arrangements ; but I trust that good progress is now being made. I am not prepared to endorse the Deputy Commissioner's view that there is small hope of keeping down the numbers. I consider it most essential that this should be done and that with proper arrangements it can be done. Persons without homes, and unfit for work, must of course be kept in the poor-house ; but I take it that the large majority of the inmates *have* homes of some sort in the district.

In the Raipur district the orders of the Chief Commissioner to convert the private relief centres at head-quarters of Zamindaris into poor-houses are being given effect to. The Deputy Commissioner writes :—

"As a matter of fact the private relief at Gandai has been organized and arrangements made for taking over the expenditure, and although this has not yet a place in the returns for the month, the number of Government poor-houses has really increased by one. I have not had a report on the subject from Dondi Lohara. The institution of a Government poor-house at Gundardehi has been delayed owing to changes in the staff of relief officers. As soon as the Assistant Commissioner in whose charge Gundardehi now lies gets out to the spot, action will be taken to carry out the Chief Commissioner's instructions. The need is fortunately not very pressing, as the Public Works Department road kitchen there is said to be working satisfactorily. But some of the persons receiving relief there are probably fit subjects for poor-house relief."

(3) *Village relief.*

The number of relief centres in the Raipur district remains the same as in the preceding month, viz., 27. The number relieved at these centres was 1,504, against 1,684 in June. These centres are at present managed by mukaddams, but arrangements are being made by the Deputy Commissioner to transfer this work to the Police at places where there is a police-station and to organize them as *kitchens*. Some new kitchens will also be opened at other police-stations. The careful attention of the Deputy Commissioner has been drawn to the Chief Commissioner's remarks at the recent conference regarding kitchens and he has been asked to submit a full report to me when the orders have been carried out.

There are four relief centres in the Bilaspur district—at Pendri, Takhtpur, Chandkhuri and Seorinarayan. Figures for the last named have not been received, but the total relieved at the first three was 66. The Deputy Commissioner explains that the numbers would have been much higher but for constant drafting to poor-houses. At the Bilaspur conference the need of establishing kitchens for the relief of emaciated children was insisted on. The matter has been specially impressed on the attention of the Deputy Commissioner. Besides the kitchens under the management of the Public Works Department on road works, he has been asked to arrange for their being opened at the head-quarters of each Famine Relief Assistant and at police-stations. The latter are being taken in hand by the District Superintendent of Police, and will be further developed as soon as he can receive the necessary additions to his force. I hope to report satisfactorily on the working of these kitchens in the next monthly report. The scheme organized in this district by which special road patrols have been appointed for rescuing starving wanderers and drafting them to the poor-houses, &c., promises to be successful, though but little detailed information regarding its working has yet been received. By means of this agency, 166 persons, including 19 orphans, were brought into Bilaspur for relief during the month. Figures are, however, not available as to the total number rescued throughout the district. The Deputy Commissioner has been asked to report specially on the success of this scheme in the current month's report. The scheme was started, as reported last month, in consequence of the inadequacy of the undermanned Police for the duties expected of them. Police reinforcements are now very shortly looked for, but it will probably be found desirable to retain this agency as supplementary to their work, and it may be well to place it under their supervision.

The number of persons on the village registers of poor in the Raipur and Bilaspur districts during the months of June and July are compared below :—

	June.	July.
Raipur	9,444	10,989
Bilaspur	*31,728	59,164

* Figure reported last month by Deputy Commissioner was wrong.

The increase is not large in the Raipur district. But the Deputy Commissioner writes :—

"It is expected that the number in receipt of relief will go up considerably during the next two months, but with the gathering in of the harvest, it should be possible to reduce the numbers very materially."

In the Bilaspur district village relief is the chief form of relief now granted, as it is unquestionably the most important. The numbers relieved have gone up very considerably and the system now embraces nearly the whole of the district. The Deputy Commissioner reports :—

"It has been found necessary to extend village relief to the Lafa Zamindari, where registers are in course of preparation. When they are complete the only part of the district where this kind of relief is not given will be the wild and mountainous Zamindaris of Matin and Uprora."

In both districts the staff employed in administering village relief has been largely augmented by the appointment of additional Revenue Inspectors. Each Revenue Inspector has now a smaller circle to control and thus has ample time to thoroughly supervise the arrangements in his circle. The Revenue Inspectors work directly under the Famine Relief Officers in charge of sub-divisions, the work of inspection being in the Bilaspur district shared with these officers by the Tahsildars and Additional Tahsildars. In accordance with the instructions given by the Chief Commissioner at the recent conference, Revenue Inspectors have been required to submit to the Famine Officers in charge weekly programmes of their movements, as also diaries showing the villages inspected by them and the result of their inspection. In this way there should be no difficulty in checking the work of Revenue Inspectors and ensuring that they visit their villages regularly. The need for such systematic arrangements is recognized by the Deputy Commissioner, Raipur, who writes :—

"I found myself that a Revenue Inspector had been calling recipients in from their villages to his head-quarters and had given the money there. The danger in this was that since his last visit to the village, other persons might have become in a condition requiring relief. Such is the case with some of those returning to their villages from relief works closed with the breaking of the rains. As far as I can judge, all sub-divisional relief officers now understand the importance of this point and will insist on obedience on the part of Revenue Inspectors."

In Raipur relief is given under the rules drawn up for the Division and approved by the Chief Commissioner in May last. These rules are reported to be working in every way satisfactorily and the whole organization has been a marked success. One noticeable feature in this district is the extensive and efficient arrangements that have been made for the distribution of village relief in the form of grain instead of in money. In Bilaspur the divisional rules were considered to be unsuitable, and the Deputy Commissioner has been allowed to work on his own lines subject to certain necessary modifications. A definite set of rules based on these lines, which the Deputy Commissioner was instructed to draw up and submit for approval, is still awaited. Distress in the Bilaspur district is by this time far more extensive and more difficult to contend against than in Raipur, where it has been adequately dealt with almost, if not quite, from the first; and during the past two or three months it is to be feared that it has been allowed to make some head. But every effort has been made to meet the Deputy Commissioner's requirements in the way of additional staff and the like, and, with the resources at his disposal, it may be hoped that far more satisfactory results will be shown than hitherto.

(4) *General character of relief-works.*

The number of persons relieved on the works under the Public Works Department during June and July are compared below :—

	Relief Works.		Dependants.	
	June.	July.	June.	July.
Raipur	39,501	39,415	8,248	10,175
Bilaspur	24,862	45,863	3,552	5,926
Sambalpur	226	2,218	63	194

There is little fluctuation in the numbers relieved on Public Works Department relief-works in the Raipur district. A considerable reduction might have taken place but for the character of the season in the early part of the month. The Deputy Commissioner reports :—

"The holding off of the rain put back agricultural operations, and employment on weeding, which would in the ordinary course of events have been available in the latter part of July, was not to be had. I do not think any reduction in the number of Public Works Department works can be expected, though we may hope for a temporary reduction in numbers."

I concur in these remarks, in so far as that no contraction of the area over which relief works are now spread is likely to be practicable. I have indeed been looking forward to a reduction in the nominal number of "charges" by the simple process of throwing two or more existing charges into a single charge covering a large area, under the "piece-work" system recently introduced into this Division. But I am now a little doubtful to what extent this will be practicable, in view of the latest orders on the subject of piece-work. One more road work was opened out in the district during the month, *viz.*, the Bhatapara-Laon road. Fourteen out of the nineteen charges in Raipur have already been organised on a piece-work basis. In the Bilaspur district five more road works were sanctioned, and three actually opened, and workers are rapidly crowding to these roads. The number relieved by the Public Works Department in the whole district has almost doubled itself in the past month. The necessity for more extensive relief by the Public Works Department has become apparent, but it is hoped that the road-works now opened and those proposed to be opened will be sufficient for affording the relief required in this direction. Should it unfortunately prove otherwise, no time will be lost in arranging for the provision of yet more work. Little progress appears to have been made with the introduction of piece-work in this district. In the Sambalpur district the number of relief-workers on the Dabhra-Khursia road has gone up very considerably. This road has been organised as a piece-work, due provision being made here as elsewhere for task-work side by side with it.

As regards local works under civil agency, there were 6 works open in the Raipur district during the month with 1,288 workers and dependants, against 10 works with 1,714 workers and dependants in the preceding month. In the Bilaspur district there were 7 works open with 1,586 workers and dependants against 12 works with 1,782 workers in the preceding month. In the Court of Wards Estates in this district 5 works remained open with 302 workers against 10 works and 389 persons in June. Tank works in both districts had for the most part to be closed in consequence of the rain. The number of persons relieved on private works started with the help of famine loans was 1,412. In the district report the number is stated to be 2,100, but this is apparently an error. The former figure is taken from the district statement. No private works started otherwise than with the help of famine loans were open during the month. The

total number of persons relieved on all private works during the past three months are compared below :—

May.	June.	July.
33,865	10,816	1,412

There is of course an immense amount of employment given by private individuals which is not officially returned, but which nevertheless is a material factor in keeping down distress. Still, when full account has been taken of this, it may be said that private relief works at the present time form an insignificant item in the programme of famine operations of the district. With the commencement of agricultural operations, the people were called away to the fields, and there was consequently no need to continue the village works formerly open. The number of persons relieved on private works in the Bilaspur district was 2,757, that is, 1,350 relieved on works started with the help of famine loans and 1,407 started without the help of these loans. In June the number relieved on private works was less than a third of that reported for May, and in the month under report it was still further reduced. The figures are now inconsiderable.

(5.) *Physical condition of the people.*

The general condition of the people is reported to be fair in the Raipur district, but the smaller tenants and field labourers in many villages show signs of privation. The Charitable Relief Fund Committee are providing some measure for the grant of food to distressed cultivators up to the time of harvest. The necessity for helping the poorer tenantry in this way is emphasized by the Deputy Commissioner, who writes :—

"Herbs growing wild in the fields are largely used as vegetables and form a useful addition to diet. On the other hand herbs alone are not sufficient to sustain life. Yet more than one of my Sub-Divisional Relief Officers on examining the daily meal which was being cooked found that it consisted entirely of herbs. In such cases assistance either from Government or charitable funds is needed."

The Deputy Commissioner, Bilaspur, writes as follows on the condition of the people in his district :—

"I have nothing to add to what has been said in many previous reports. Some officers report an improvement in the condition of those on village relief. Others appear to think that the people squander their doles, and that little or no improvement is visible."

This tendency to squander the monthly dole as soon as received, and then to starve for the remainder of the month, is a very real danger, which has long been foreseen. In the Raipur district endeavours have been made to guard against it by making payments weekly, or even at shorter intervals, through the mukaddams. In Bilaspur the Deputy Commissioner considers that his mukaddams are not as a class to be trusted, and as the Revenue Inspector cannot be expected to make direct payments oftener than once a month, no other remedy seems practicable. There can be no doubt that the distress in this district is severe and widespread. But the systematic working of the village relief arrangements, together with the extension of other forms of relief, such as the establishment of kitchens, the opening out of more road works, and the rescue of starving wanderers by means of road patrols, ought before long to have the effect of very materially improving the general condition of the people. The Deputy Commissioner, Sambalpur, reports that the health of the workers on the Dabhra-Khursia road continues to be unfavourable, though they have enough of food and water supply. Of the 2,218 workers on this road 2,101 are employed on piece work, while 117 workers with 194 dependants are on task-work. This would suggest that most of the workers are in fairly good condition and weakly persons in a small minority. I have asked the Deputy Commissioner to report again in this matter. The number of weakly persons on the work must presumably have been swelled by the drafting to it of inmates of poor-houses.

(6.) *Deaths from starvation.*

The Deputy Commissioner, Raipur, reports as follows :—

"The number of deaths is reported to have been 12 against 166 in the preceding month. The decrease is due to the great stress which has been laid on the definition of the phrase 'death from starvation.' I have not before me information as to the details of the 12 cases shown in the return, but I should doubt much if these would stand the test prescribed. In no case where verification has been made by my Sub-Divisional Relief Officers has a case been found to stand the test, and a number of cases were discovered in which the death was not due to starvation, but to disease or general debility for which the provision of food was not an adequate remedy. In order to ensure careful verification *panchayatnamas* are now framed in the case of such deaths, and we are not left at the mercy of a careless or untruthful statement made by a kotwar. As far as I can judge from personal observation, and from what I hear from my Sub-Divisional Relief Officers and others, deaths from starvation are really very rare, because the facilities for obtaining some food are extensive. But deaths from privation are no doubt of daily occurrence, and it is difficult, if not impossible, to cope with the apathy, dulness and suspicion which prevents the use of the means of relief afforded by Government, which, if widely known and understood and utilized, would reduce even those deaths to a minimum."

In these remarks I entirely concur. While the character of the people remains what it is, deaths cannot but occur which are more or less directly traceable to privation. Such deaths probably occur to some extent even in ordinary years. But I am sceptical as to any deaths from actual starvation occurring at the present time in the Raipur district, save under the most exceptional circumstances. Special pains have been bestowed in this district on securing accuracy of reporting, and though the agency employed is necessarily very imperfect, I believe that everything possible is being done to render it as effective as possible.

The Police of the Bilaspur district return 11 deaths as due to starvation and 94 as due to privation. The Deputy Commissioner writes :—

"I offer no opinion as to the credibility of these figures."

The point is one on which opinion is obviously called for, and the deliberate omission to offer it is presumably meant to be significant. From other remarks of his that have recently attracted my notice, I fear that Mr. Cooke means to suggest that the Police are wilfully suppressing real cases of starvation. If so, the matter demands his immediate and most careful attention, and I have instructed him accordingly. In the orders issued both from the Secretariat and from this office the Deputy Commissioner has been specially and repeatedly warned to guard against any possible danger of its being supposed that there was anything like a "hint" to suppress the truth; and if, after all, the Police have mistaken their instructions, the responsibility must rest with the district authorities. I see no reason for assuming that they have. I prefer to believe that the remarkable decrease in the number of starvation deaths returned is an evidence of the greater efficiency of relief operations during the month, as well as of the greater care exercised by the Police in discriminating between deaths due to starvation and others. The number of deaths due to privation is still large; but it is impossible to expect speedy improvement in these figures. Frequent cases of emaciation continued to be met with. It is hoped, however, that they will be rare in future. No starvation deaths are reported to have occurred in the Sambalpur district. As regards deaths in poor-houses, the Deputy Commissioner, Bilaspur, reports 814 deaths as compared with 586 in the preceding month. The increase is partly explained by the fact that the period for which the deaths are reported covers 5 weeks instead of 4 as in the previous month. The death-rate is largest in the Pandaria poor-house, while it is smallest in the Bilaspur poor-house. I quote the following from the District Report :—

"The death-rate at Pandaria is lamentable. Distress is very severe in the Zamindari, and the condition of the inmates, especially of the new admissions, is known to be excessively bad. Lieutenant Hamilton Moore has lately been devoting some attention to this poor-house, and Dr. Wall, I believe, intends to visit it shortly. The low death-rate at Bilaspur, in spite of the large numbers and the bad condition of the inmates, is remarkable, and was noticed by Dr. Hutcheson at his recent inspection."

I quote his remarks on the subject :—

"This," he says (speaking of the death-rate), "can only be ascribed to the care and effectiveness of the arrangements regarding the dieting of the inmates and the skilful professional care and attention devoted to the feeble, the emaciated, and actual sick. Considering the number dealt with, the accommodation provided at short notice, and the extra care and attention demanded by the sick and infirm, the institution has, in my opinion, been very well and successfully managed. The credit of minimising sickness and mortality under circumstances of great difficulty and pressure is due to Dr. Silcock, whose laborious professional and heavy extra duties have been accomplished with a willingness and freedom from complaint altogether exceptional. Dr. Silcock's work during the past six months merits high commendation."

I am glad to note this high testimony to the success of the arrangements for the preservation of life. The charge of a sadly overcrowded jail, in addition to the medical supervision of the poor-house, have been found to demand Dr. Silcock's constant presence at head-quarters, and the services of a special Commissioned Medical Officer (Surgeon-Lieutenant Wall) have now been obtained to relieve him of inspection duties in the interior of the district.

The number of deaths in poor-houses in the Raipur district is not reported, as the Civil Surgeon's return has not yet been received.

The death-rate per mille per annum in the three districts during May and June for which figures are available is compared below :—

——	May.	June.
Raipur	91·8	109·68
Bilaspur	87·69	137·45
Sambalpur	45·	49·

The death-rate is most deplorably high in the Bilaspur district. Excluding cases of cholera, it comes to 89·56 against 61·33 in the month of May, a figure which is only too eloquent of the development of distress. It is doubtful whether the death-rate in the Raipur district has been correctly calculated in reference to the total population. The Deputy Commissioner has been asked to explain the figures.

(7.) *Food-stocks.*

There is no deficiency in the food-stock in any district, and prices have fluctuated little. The Deputy Commissioner, Raipur, reports as follows :—

"Action has been taken to provide for adequate distribution of food-stocks over the district by the establishment of grain shops on Public Works Department roads, and the provision of grain for use under Section 34, and for distribution as subsistence to agriculturists. In some cases the Revenue Inspector's head-quarters have been made the grain-storing centre. In other places it is stored at important villages with selected malguzars. In spite of the difficulties of communication, I trust that food-stuffs may be available at reasonable prices throughout the district.

(8.) *Importation of grain.*

The exports of Raipur and Bilaspur districts during the past two months were as follows :—

——	June. Maunds.	July. Maunds.
Raipur	35,134	26,722
Bilaspur	5,117	676

The imports were—

	June. Maunds.	July. Maunds.
Raipur	43,573	15,657
Bilaspur	51,708	34,463

Exports continue to fall, and the export traffic of Bilaspur in now quite insignificant. The large imports into Raipur during June were largely due to the special action taken in connection with seed-grain advances from Government and from the Charitable Fund. Otherwise the current, as far as this district is concerned, continues to flow outwards. Grain is still imported into both districts, but there has naturally been some slackness in the trade since the advent of the monsoon.

(9.) *General condition and prospects of affected tracts.*

The agricultural prospects at the beginning of the month were somewhat gloomy, owing to the break in the rains. Then heavy rain fell, and prospects improved everywhere. At the close of the month there was again a break, which gave some cause for anxiety. But there has since been copious showers everywhere, and the prospects of the rice harvest are very encouraging. The description of the situation given by the Deputy Commissioner of Raipur may, with necessary reservations, be generally applied to the whole Division. He says :—

"The month opened with somewhat gloomy prospects on account of the want of rain, but during the month there was considerable improvement in this respect, though at the close of it the rainfall still fell short of what was needed for "*beasi*" or ploughing up the young rice, an essential part of the Chhattisgarh broad-casted rice cultivation. In the low-lying ground and in ground favourably situated as regards irrigation "*beasi*" has been effected; but at the close of the month high-lying land still suffered. On the other hand, the weather has been favourable for kodon and for the little kutki that the district has. Sowing has been widely carried out; and as far as can be judged an average of not less than 12 annas or 75 per cent. of the kharif cultivated area has been sown. The seed provided from Government and Charitable Funds probably contributed from one-sixth to one-eighth of the seed sown. Reports that reach me indicate that the great bulk of the money and grain was used for the purpose for which it was intended. With reasonable weather, then, there is nothing in the condition of the affected area to give any cause for alarm."

Since the district reports were received, there has been continuous and most satisfactory rain. The total fall up to date has been considerably below the average, but its exceptionally favourable distribution has rendered it far more valuable than the mere figures would suggest; and so far as it is safe to anticipate at present, there appears every prospect of a magnificent harvest.

But while, as regards the extremely satisfactory agricultural prospects of the present moment, there is little or nothing to choose between the two distressed districts of Raipur and Bilaspur, as regards the general situation there is a marked contrast, for which it is extremely difficult to account, and which is reflected in the character of the two district reports. In Raipur, Mr. Laurie, who has never been backward in sounding the note of alarm, now finds himself in a position to wait with calmness and confidence for what the season may bring forth. His arrangements, though possibly open to criticism in point of detail, have been worked out with the utmost care and method. Each officer in the district has had definite duties assigned to him and knows exactly what they are, and each is in touch with the rest as well as with the Deputy Commissioner, so that the whole organization works with something like the precision of a machine. It is scarcely an exaggeration to say that adequate relief is now at the door of every person in the district who needs it, and the consequence has been an immense alleviation of the distress, which a few months back was so acute as to occasion the most serious anxiety and alarm. The advent of a good harvest (which everything humanly possible has been done to secure) will not indeed, it is anticipated, justify the *immediate* winding up of all our special arrangements, but it should at least place us well within sight of the end. Of Bilaspur it is impossible to write in the same happy strain. Despite much hard and zealous work on the part of the Deputy Commissioner himself and of his Assistants, it cannot be said that the development of

distress has as yet been fairly arrested. The statistics continue to show a steady rise, and no signs of improvement have hitherto manifested themselves. The situation has been engaging the special attention of the Chief Commissioner, who visited Bilaspur during the month, and issued orders which I am endeavouring to see fully carried out. Everything possible is being done to strengthen the Deputy Commissioner's hands; his establishments have been largely strengthened, and efforts are being made to meet his requirements in every direction in which he can suggest a need. Additional relief-works are being opened by the Public Works Department; other forms of relief have been indicated; the Police are in process of being reinforced; and a number of very detailed instructions have been issued with the view to the introduction of more method and system into the relief arrangements generally. With the consistent support that is being afforded him, it is hoped that Mr. Cooke will be able to grapple more effectually with what is beyond all doubt an exceptionally trying and difficult situation.

In Sambalpur there has never been any agricultural distress at all. The agriculturists themselves must have profited largely during the season by the demand for export and the consequent high prices of produce. Such slight distress as there has been is partly among the poor non-cultivating classes, who have felt the rise in prices, but mainly among immigrants from other districts. Of the situation in this district there is nothing more to say than that the prospects of the coming harvest are excellent.

(10.) *Changes in the rates of wages.*

In the Raipur district the rate of wages on the Drug-Balod Road was changed. The wages, which had hitherto been calculated on the basis that rice was selling at 9 seers per rupee, have now been fixed on a 7½ seers basis, it having been satisfactorily ascertained that rice cannot be got anywhere on the road or in the neighbourhood at a cheaper rate than at 7½ seers per rupee. The Executive Engineer's long-promised report on wages in this district generally has not yet reached me. For the Bilaspur district generally it has been decided that wages should henceforth be calculated at the rate of 7½ seers per rupee, which is now the prevailing price in the district, instead of at 9 seers as before.

(11.) *State of crime, &c.*

Petty theft cases including cattle-killing continue high in the Raipur and Bilaspur districts. Two dacoities are also reported from the latter district. The arrangement in Raipur, under which the Police have been instructed not to send up petty cases without first taking the orders of the local magistrate, has so far been found to work satisfactorily. There is of course always a danger, to which the Raipur authorities are fully alive, lest the issue of orders of this nature should lead to a popular idea that petty crimes may be committed with impunity and consequently tend to their multiplication. In Bilaspur it appears to be thought that the character of the criminal classes would render any such arrangement unsafe. But it is perfectly clear that some further steps are most necessary in this district, not only to keep down the work of the Police and magistracy, but to prevent any more crowding of the overflowing district jail, and the Deputy Commissioner's special attention has been again invited in this matter.

A. D. YOUNGHUSBAND,

13*th August* 1897. *Commissioner.*

No. 1591-F., dated Nagpur, the 25th August 1897.

From the Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Revenue and Agricultural Department.

In continuation of my letter No. 1415-F., dated 29th July 1897, I am directed to submit a statement compiled from figures received from the Sanitary Commissioner showing the death-rates per mille per mensem in each district of the Central Provinces during the month of July.

2. The total of reported deaths has fallen from 77,146 in June to 65,971 in July, and the death-rate from 7·54 per mille in the former to 6·46 per mille in the latter month. This decrease is wholly attributable to the diminished mortality from cholera, which has fallen from 21,236 in June to 5,281 in July. Small-pox, also, which caused 433 deaths in June, is credited with only 213 in July. Deducting cholera and small-pox, the provincial death-rate is 5·92 against 5·43 in June, and thus exhibits a deterioration in the general condition of the population. The causes of this deterioration, so far as they are special to the month, and not due to the progressive exhaustion of resources and of bodily strength which is the natural and inevitable concomitant of the continued pressure of famine conditions, have been discussed in paragraph 5 of my letter No. 1526-F., dated the 17th August, submitting the monthly report for July. The break in the rains with which the month commenced, and which lasted throughout a third of it, was not only in itself adverse to health, restoring conditions of drought and heat after a heavy and general downpour, but also deprived the labouring classes of that employment to seek which many thousands had left the relief-works. The savings they had made were soon exhausted, while prices, which might have been expected to fall with a continuance of favourable rain, remained extremely high, or even (in the general apprehension of renewed failure of crops) rose still higher than at the end of the hot weather. The climatic conditions of the rainy season are at all times adverse to health, and they were particularly so to persons enfeebled by long continued privation, and exposed without sufficient clothing or shelter to great changes of temperature and heavy falls of rain. The mortality of the month is chiefly ascribed to bowel diseases and fevers, the normal complaints of the season. The former were probably aggravated by the use of unwholesome food, as pointed out in the monthly report, while the latter were particularly prevalent in consequence of the return of heat during the break in the rains, and the sudden lowering of temperature when the monsoon rainfall recommenced.

3. The districts which exhibit a mortality in excess of the provincial average are the following :—

	Rate per Mille.	
	Total deaths.	Excluding epidemics.
Mandla	16·44	14·23
Bilaspur	9·92	9·45
Balaghat	8·81	8·54
Seoni	8·28	8·05
Saugor	8·26	8·04
Betul	7·45	6·44
Raipur	7·16	6·28

For Mandla the monthly death-rates from January to June will be found in paragraph 12 of the Commissioner's memorandum attached to the monthly report for July. It will be seen that the rise from 5·1 per mille in May and 6·9 in June to 14·23 in July (all rates excluding cholera) has been extremely sudden. The Commissioner is now at Mandla, and has for the past month been giving much attention to the relief organization in this district, where during the rains, owing to the great difficulties of communication, and the backwardness and superstitious character of the aboriginal population, the task is particularly arduous. The Chief Commissioner fears that the result of Mr. Fuller's enquiries may be to show that a change in the charge of the district is necessary. A great development of village relief, and the starting of numerous kitchens for children, are being taken in hand, and all that is possible will be done to cope with the situation.

In Bilaspur the condition of the district in July presents, as was set forth in the Chief Commissioner's memorandum of the 19th of that month, which has been submitted to the Government of India, the result of a progressive increase in the pressure of distress. The measures taken to combat it have already been described in the memorandum, and they are now being carried out; great extension has already been given to village relief, and the Deputy Commissioner is being urged to open large numbers of kitchens for children in all the distressed portions of the district.

The Balaghat figures are alarmingly high, and point to a decided increase in the pressure of distress. Here also kitchens and village relief are being largely extended, and the Chief Commissioner trusts that they will succeed in greatly reducing the mortality.

In Seoni the rise in July to a rate of 8·05 (excluding cholera) has been sudden and unexpected, the rates for April, May and June having been 3·4, 3·6, and 4·9 per mille. The Commissioner's memorandum attached to the monthly report discusses the figures, and also shows the measures which have been promptly taken to meet the necessity.

In Saugor the rate is hardly lower than that of June, and indicates a persistence of unfavourable conditions. These were discussed with the Deputy Commissioner on the Chief Commissioner's recent visit to the district, and extension of village relief and the opening of kitchens have been ordered, and are being carried out.

In Betul there has been a sudden deepening of distress among the forest tribes in the south of the district, and in the Multai Tahsil forming its eastern half. As explained in the Commissioner's letter No. 833-C., dated the 12th August 1897 (copy of which is being forwarded separately), dealing with the emigration from this district into Berar, the Multai Tahsil had not previously been regarded as a seriously distressed tract, and the absence of the patwaris from their circles at head-quarters (whither they had been summoned on settlement duty) caused the progress of distress at first to escape notice. The Chief Commissioner has now greatly strengthened the relief establishments in this part of the district, and with the organization of village relief and children's kitchens he hopes that the temporary pressure which exists will be satisfactorily dealt with.

The rate in Raipur has risen from 5·73 in June to 6·28. Here also the extension of local relief is being pushed on.

In some districts, notably Jubbulpore and Damoh, there is a gratifying reduction in the death rate; but it seems best to defer comment upon particular variations of this kind until it is seen whether the improvement is sustained.

4. The figures in the last column of the statement give the number of deaths in June ascribed, after verification, to starvation. Those shown in column 16 of Statement A of the monthly report for July were for May and not for June. The number has fallen from 140 to 111. Only eight of the eighteen districts report such deaths, and only in Bilaspur, Betul and Raipur are they at all numerous. But I am to say that although everything possible is done to secure accuracy in these figures, the Chief Commissioner cannot attach much value to them. The Commissioner of Jubbulpore, in paragraph 12 of his memorandum for July, remarked:—

"My enquiries lead me to fear that no effort will render these statistics reliable, and that the general death-rate (excluding deaths from cholera) coupled with the deaths in poor-houses, is, however, imperfect, the best statistical clue available to the extent of the distress prevailing."

A similar view was expressed by the late Commissioner of Jubbulpore, Mr. Priest, in his memorandum for April last (*vide* my letter No. 893-C., dated the 17th May), and was accepted by the Government of India, in paragraph 6 of your letter No. $\frac{2233}{16-20}$-F., dated the 8th June.

5. In conclusion, the Chief Commissioner has only to add that, as the Government of India will have gathered from the monthly report for July and its

enclosures, every effort that seems possible is being made to render the operations of relief thoroughly efficient. These efforts, Sir Charles Lyall regrets to say, promise to entail a larger total of famine expenditure than even the last revised estimate anticipated. But with prices at their present extraordinarily high level, and with mortality such as is exhibited in the table now submitted, it is evident that the time has not come to curtail the measures undertaken to cope with the distress, and the Chief Commissioner fears that it will yet be some months before the strain can be materially relaxed.

Name of District.	Deaths from cholera.	Deaths from small-pox.	Death-rate for July.		Average death-rate of past 10 years.	Excess over normal.	Deaths from starvation in June.
			Deaths, excluding cholera and small-pox.	From all causes.			
Nagpur	213	...	3·64	3·93	2·09	1·84	4
Wardha	75	1	3·80	4·00	2·05	1·95	...
Bhandara	617	3	4·64	5·48	2·25	3·23	...
Chanda	525	3	2·41	3·30	2·30	1·00	3
Balaghat	95	6	8·54	8·81	2·43	6·38	...
Jubbulpore	75	3	4·28	4·38	2·83	1·55	...
Saugor	118	13	8·04	8·26	3·64	4·62	...
Damoh	29	5	4·46	4·57	3·54	1·03	5
Seoni	80	2	8·05	8·28	2·48	5·80	...
Mandla	747	3	14·23	16·44	3·21	13·23	8
Hoshangabad	37	6	4·23	4·33	2·47	1·86	...
Narsinghpur	141	1	5·87	6·26	3·67	2·59	...
Nimar...	86	...	5·29	5·60	1·95	3·65	...
Betul	317	9	6·44	7·45	2·05	5·40	23
Chhindwara	251	15	3·77	4·46	2·19	2·17	1
Raipur	1,286	78	6·28	7·16	3·05	4·11	14
Bilaspur	500	50	9·45	9·92	2·89	7·03	53
Sambalpur	89	15	2·03	2·30	2·63	—·33	...
Total	5,281	213	...	...	...	...	111

No. F.-1761, dated Pachmarhi, 17th September 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Deputy Secretary to the Government of India, Revenue and Agricultural Department (Famine.)

SIR,

I am directed to submit, for the information of the Government of India, consolidated monthly Statements A. and B. for August, as prescribed by Section 16 (IV.—VII.) of the Central Provinces Famine Code. The usual memoranda by Commissioners of Divisions and famine maps are also forwarded.

2. The following table will show the numbers on each form of relief at the end of August, as compared with those at the end of July :—

Divisions.		Workers.	Dependents.	Poor-houses.	Relief centres and kitchens.	Village relief.	Total.		
							Relief workers.	Gratuitous.	Total.
Nagpur ...	31st July ...	71,170	12,424	3,266	1,197	16,628	71,170	33,515	104,685
	28th August	*52,672*	*6,435*	*4,128*	*2,493*	*28,254*	*52,672*	*41,310*	*93,982*
Jubbulpore	31st July ...	102,710	14,839	10,898	13,951	54,576	102,710	94,266	196 976
	28th August	*58,943*	*11,161*	*9,351*	*17,119*	*82,091*	*58,943*	*119,722*	*178,665*
Nerbudda	31st July ...	78,740	11,894	4,386	1,924	16,533	78,740	34,737	113,477
	28th August	*72,126*	*11,349*	*4,239*	*4,131*	*24,311*	*72,126*	*44,030*	*116,156*
Chhattisgarh	31st July ...	94,245	16,295	12,299	1,570	70,153	94,245	100,317	194,562
	28th August	*76,816*	*10,820*	*11,166*	*4,024*	*89,199*	*76,816*	*115,209*	*192,025*
Total ...	31st July ...	346,865	55,452	30,849	18,642	157,892	346,865	262,835	609,700
	28th August	*260,557*	*39,765*	*28,884*	*27,767*	*223,855*	*260,557*	*320,271*	*580,828*

Though the total number in receipt of relief has varied but little, there has been a considerable fall in the number of relief workers. The new rules introducing a system of payment by results, which were referred to in paragraph 6 of the report for last month, were issued early in August, but were not generally brought into effect except in four districts of the Jubbulpore division. Full dircretion was allowed to Commissioners to suspend their introduction wherever they might appear unnecessary or hazardous, and this has been freely used. Unfortunately a misunderstanding of orders on the part of subordinates in Bilaspur led to the hasty introduction of the rules on a few works in that district towards the close of the month, but this was corrected within a few days. Where the new system has been introduced it has hastened the departure of able-bodied workers to the fields. But there seems to be some reason to think that the demand for agricultural labour has now been fully supplied. Although the area sown with kharif crops is believed to be in most districts up to the average, and in several considerably above it, yet the great majority of the cultivators, and even of the smaller malguzars, as said to be so impoverished as to be unable to employ the body of labour to which they give work in ordinary years, or to pay an adequate wage to those labourers whom they do employ. It will probably not be until the later kharif crops are harvested that the main body of workers now on our works will be able to find full employment in the fields. The main reason for the general fall in the number of relief workers is to be found not in the tightening of the piece-work rules, but in the conditions under which the work had to be carried on. In most districts there was almost incessant rain throughout the month. Even the most complete arrangements for hutting cannot prevent life on the works from being one of much hardship, and with village relief constantly extending, it is natural that people should show an increasing disinclination to leave their homes. In the Nagpur division much of the decrease is due to the fact that the Pola festival, which is chiefly observed in the Nagpur country, happened to fall on the last day of the month. Numbers of labourers left the works in order to celebrate this festival, returning for the most part during the course of the following week.

3. But the reduction in works has been nearly counterbalanced by increases under other heads of relief. In the report for July it was noted that the extension of village relief had been the principal feature of the relief operations of that month. This extension continued still more rapidly in August, and at the end of the month the numbers on this form of relief amounted to $3\frac{1}{2}$ per cent. of the

estimated population of the distressed area. In Bilaspur the percentage rose to 6 per cent., and even this figure has been exceeded since the close of the month. In Betul, Mandla, Narsinghpur and Chanda the increases have been very large. It is on this form of relief that our main reliance must be placed during the rainy months. No appreciable reduction in the numbers can be expected for some weeks to come, even in the districts which show the highest totals, while there are others, such as Saugor, Betul, Mandla and Chhindwara, in which further additions must be looked for.

4. *Pari passu* with the extension of village relief has proceeded the multiplication of children's kitchens. These kitchens are proving most useful and effective. It has been established by experience that in most cases parents cannot be trusted to feed their children out of the doles granted them for the purpose, and that in severely distressed tracts the village relief system is therefore by itself inadequate and requires to be supplemented by special measures to secure that the children are properly fed. The numbers shown in the statement as in receipt of this form of relief are, it is known, considerably below the truth, especially in the Nagpur and Chhattisgarh divisions. Many of the kitchens are situated in remote and inaccessible parts of the districts. They are necessarily often entrusted to the care of half-educated men, who find a difficulty in preparing even the simplest form of return, and who do not understand the meaning of punctuality. Efforts are being made to improve the reporting arrangements, and it is hoped that future reports will show more accurately the numbers relieved in this shape.

5. The success of this extensive system of gratuitous relief depends on a complete organization for village inspection. The Land Record Staff has been everywhere strengthened; in most districts the number of Revenue or Circle Inspectors has been doubled, and in some trebled, and each Circle Inspector has now a circle in which he should be able to visit every village at least once a month. But constant inspection and control by superior officers are essential to ensure that this visitation is properly carried out. At this time of the year, unfortunately, travelling in this Province is not only slow and difficult, but in no small degree dangerous to health, and the Famine-Relief Officers, who do not spare themselves, are frequently incapacitated by illness caused by exposure. The removal, at such a time, of several Military Officers who had gained valuable experience of relief work, for service on the frontier, was particularly unfortunate. In saying this the Chief Commissioner fully recognises that Military Service has paramount claims upon Military Officers, and that His Excellency the Governor-General in Council must be the only judge of the necessity which should compel the reversion of an officer to military duty. He is also deeply sensible of the liberality with which he has been treated from the beginning by the Government of India in the matter of European assistance. He desires only to point out that the removal of several Executive Officers and of a large number of Medical Officers and subordinates, most of whom had made themselves very useful in the famine organization, has added materially to the difficulties of the situation, and that although arrangements have been made in most cases to replace the officers removed by others, it must be some time before the new arrivals become as efficient as those whom they have replaced.

6. The districts whose condition has caused most anxiety during the month are Mandla, Betul and Bilaspur. The Mandla charge, on account of its enormous area, its scattered population, and the difficult nature of the country, has always been one of the most arduous in the Province. The Chief Commissioner fully anticipated that the difficulties would be greatly increased in the rains, as has proved to be the case; but he hoped that the knowledge of the district which the Deputy Commissioner had acquired during his five years' incumbency would enable him to grapple with them successfully. This expectation has unfortunately been disappointed. The Deputy Commissioner, Saiyid Alay Muhammad, has now proceeded on leave, and another officer, Mr. Maw, who has gained valuable experience of famine work in the Jubbulpore district, has taken his place. Much has already been done under Mr. Fuller's guidance to recover lost ground, and the Chief Commissioner trusts that future reports will show a steady improvement.

The situation in Betul has been the subject of correspondence with the Government of India, and a copy of a full report upon it by the Commissioner was submitted with my letter No. F-1671, dated the 2nd September 1897. The distress in the Multai Tahsil of this district, which had previously been considered but slightly affected, developed during July and August with great rapidity, and was not dealt with as promptly and vigorously as it should have been by the Deputy Commissioner. Three European officers, including the Settlement Officer, Mr. Standen, who knows the Multai Tahsil well, have been added to the Famine-relief Staff in Betul, and village and kitchen relief is being rapidly extended.

In Bilaspur the organization of relief has proceeded on the lines laid down by the Chief Commissioner on his visit to the district in the middle of July. Every effort is being made to extend house-to-house relief, and to establish kitchens where they are needed. The district has now a complete network of public works, and has been withdrawn from the operation of the rules for "payment by results" issued on the 7th August. These rules were applied, contrary to orders, to certain works by the subordinate officers of the Public Works Department, and caused a temporary decrease in numbers, which may have included some persons who were in need of relief. But the mistake made was promptly corrected, and the numbers on works will probably rise again up to or above their former level. The mortality, the Chief Commissioner regrets to say, remains lamentably high: the physical conditions of the country, the character of the population, and the effect on debilitated constitutions of the depressing influences of the rainy season interpose obstacles to a speedy reduction in the death-rate which only time and constant perseverance on the part of the Relief Officers can overcome.

7. The death-rates given in column 15 of Statement A are for the month of July, and have already been reported to the Government of India, with my letter No. F-1591, dated the 25th ultimo. The completed returns for the Province for August are not yet ready, but will be submitted in due course when received. The Jubbulpore Divisional memorandum deals with the August death-rate for the five districts making up that Division, and shows, what the Chief Commissioner fears is likely to be the case in other Divisions also, that the rates have generally risen even above the high pitch reached in July. They will be examined in detail when the Special Mortality Return is submitted. Meanwhile it may be observed that the climatic conditions of the month were peculiarly unfavourable to the general health.

The following remarks are quoted from a diary recently submitted by the Deputy Commissioner of Jubbulpore:—

29th August.—We marched across country from Majhgawan to Umaria, and I was able to appreciate what Mr. Marriott had said about the conditions under which the people worked in their fields. The whole country, being *Haveli*, was under water, and people were sitting up to their waists in water, weeding. People who have run down from want can hardly help getting ill under these conditions, and I expect our death-rate will increase wherever they prevail.

The same might be said of every other rice district; while in the mountainous and broken parts of the Province malaria is at this season of the year more than ordinarily deadly, and chills are liable to bring on, even in the healthy, violent and dangerous attacks of bowel complaint. The mortality in the poor-houses has been very high. Great numbers of the unfortunate people sheltered there, especially in the Jubbulpore division, come from outside the Province. It may be noted in passing that the figures given in paragraph II. of the Jubbulpore memorandum are to some extent misleading, since they show only the proportion of the ordinary inmates of the poor-house, and not of those in hospital, who come from outside the district. It is naturally among the latter that the proportion of wanderers from a distance is highest, since their condition on arrival is the worst.

8. The rainfall throughout August was everywhere most timely and beneficial, and the condition of the standing kharif crop is generally excellent. Good rain has continued to fall since the close of the month, and from one district reports already speak of an "assured" harvest. Though it is yet too early for certainty, there is a reasonable hope that the crop will be a full one. Statistics of the area

sown with kharif grains, which are being prepared this year under special arrangements in advance of the usual time, are not yet complete, but from such returns as have been received, and from the general tenor of the reports, it may be confidently hoped that the area sown is nearly everywhere, except in the rice districts, above the average. The early crops, the small millets called *kutki* and *sanwa*, and the Indian corn grown in cottage gardens, are already being reaped. The quantity that has so far come into the market has, however, nowhere been sufficient to cause any appreciable reduction in general prices, which cannot yet be said to show signs of falling except in Sambalpur. That there must be a fall, if the rice and juari crops are placed beyond the risk of danger, seems certain, but as to the precise time when it will occur and the extent to which it will go, there is much diversity of opinion. Local estimates vary according to the staple grown in the district, and some persons whom the Chief Commissioner has consulted think that it will not be until the great demand for seed grain, which will arise for the rabi sowings, has been satisfied, that there will be any substantial fall. Probably also the conditions prevailing elsewhere in India will, as in the past, have to be taken largely into account in any forecast. On the whole, the most probable conclusion seems to be that the advent of materially cheaper prices is likely to be deferred till the *Diwali* in the last week of October.

9. While prices continue at their present level, and while the death-rate tends to increase rather than to diminish, it is obvious that the cessation, or even the restriction, of relief operations is not yet within view. The most that can be said is that if the present promise of a good harvest is fulfilled, and if there is a substantial fall in prices, it may then be possible to close most of the relief works and to very largely reduce gratuitous relief, though in the more deeply distressed parts of the Province, such as Bilaspur, northern Raipur, Balaghat, and the mountainous districts of Mandla, parts of Seoni, and Chhindwara and Betul, it will probably be necessary to continue relief operations longer than elsewhere. But the extent of these operations has so largely exceeded all estimates hitherto made that the additional allotment of 46 lakhs, which, it was hoped in June, would be sufficient for all famine expenditure likely to be incurred within the financial year, has already been almost entirely exhausted. And, for the present, as will be clear from the Divisional Memoranda, and from what has been written above, the tendency is rather to an increase than a reduction in the number receiving relief. This subject will shortly be dealt with in a separate reference.

10. I am to express regret that this report is submitted two days after the due date. The memorandum for the Chhattisgarh division was not received till this morning, in consequence, the Commissioner explains, of the late receipt by him of the report for Bilaspur, which was caused by the illness of the Deputy Commissioner.

I have, &c.,

M. W. FOX-STRANGWAYS,
Chief Secretary.

Monthly Famine Statement A for the four weeks ending Saturday evening the 28th August 1897

[To be submitted to the Government of India within the first half of the next month.]

District.	Area in square miles.	Population in thousands.	Affected Area in square miles.	Estimated Population in thousands of column 4.	Numbers on Relief Works on last day of Month.					Number on Gratuitous Relief.	Price of one or more Principal Food grains in Seers per Rupee.			For July.	
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Gram.	Wheat.	Monthly Death-rate (per mille per annum).	Deaths due to Starvation.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Jubbulpore Division.															
Jubbulpore	3,948	748	2,853	498	1,120	7,756	...	13,152	22,028	47,834	8	9½	9	52·56	...
Saugor	4,007	592	4,007	592	111	973	...	10,500	11,584	18,873	6	7¾	8¼	99·12	...
Damoh	2,831	325	2,607	200	446	1,820	...	8,490	10,756	17,598	6	7½	7	54·84	...
Mandla	5,056	339	5,056	339	111	3,064	...	8,414	11,589	21,413	7	8½	8	197·28	...
Seoni	3,198	371	1,766	200	234	995	...	1,757	2,986	14,004	...	7½	8¾	99·36	...
Total ...	19,040	2,375	15,682	1,829	2,022	14,608	...	42,313	58,943	119,722	...	...	...	...	...
Nagpur Division.												(Juari.)			
Nagpur	3,832	758	524	243	154	8,099	...	5,511	13,764	2,514	8⅛	9 5/16	8¼	47·16	...
Bhandara	3,968	742	2,900	550	158	1,732	...	11,205	13,095	11,424	7 1/16	9 1/16	7 1/16	65·76	...
Balaghat	3,164	383	1,500	230	828	5,355	...	19,033	25,216	16,429	6¼	...	...	105·72	...
Chanda	10,749	697	2,052	104	...	...	...	...	...	10,139	6¼	8½	6⅛	39·60	...
Wardha	2,428	400	650	70	...	74	...	523	597	804	...	8	...	48·00	...
Total ...	24,141	2,980	7,626	1,197	1,140	15,260	...	36,272	52,672	41,310	...	...	...	...	...
Nerbudda Division.															
Hoshangabad	4,024	499	3,794	361	1,275	18,838	...	10,398	30,511	13,818	7 5/16	...	7¾	51·96	2
Narsinghpur	1,916	367	1,916	367	618	7,835	...	11,337	19,790	17,125	...	8½	8	75·12	...
Nimar	3,928	285	3,928	285	54	134	...	653	841	1,630	7	...	8	67 20	...
Chhindwara	4,630	407	2,549	164	264	8,181	...	4,661	13,106	5,616	...	7 5/16	7 5/16	53·52	...
Betul	3,824	323	3,824	323	357	6,932	...	1,489	7,878	6,341	...	...	7¼	89·40	...
Total ...	18,322	1,881	16,011	1,500	2,568	41,020	...	28,588	72,126	44,030	...	...	...	...	2
Chhattisgarh Division.															
Raipur	11,724	1,584	4,027	710	455	8,535	...	25,224	34,214	30,845	7½	...	8	35·92	...
Bilaspur	8,341	1,164	8,341	1,164	892	13,938	...	27,487	42,317	84,194	7¾	...	7¾	119·04	...
Sambalpur	4,948	796	228	62	22	62	...	191	285	170	9	...	7½	27·60	...
Total ...	25,013	3,544	12,596	1,936	1,379	22,535	...	52,902	76,816	115,209	...	...	...	...	...
Grand Total ...	86,516	10,780	51,915	6,462	7,109	93,423	...	160,025	260,557	320,271	...	...	...	...	...

Monthly Famine Statement B for the four weeks ending Saturday the 28th August 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works (*i.e.*, average daily number for three months).			Number for whom relief can be provided by works remaining on programme on date of report (*i.e.*, average daily number for three months) (*a*).		Expenditure since April 1st 1897 (*b*).			Advances since April 1st up to end of month under (*c*).			Revenue suspended or remitted.	
		Date of last programme.	On large works (P. W. D. Schedule A).	Others.	On large works (P. W. D. Schedule A).	Others.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000s.	
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.	Suspended.	Remitted.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
JUBBULPORE DIVISION.														
Jubbulpore	93,000	12-5-97	127,536	...	6,493	...	28-8-97	540	327	...	75	133	299	...
Saugor	42,000	...	129,000	...	17,988	...	28-8-97	49	36	...	29	51	425	...
Damoh	40,000	...	91,511	...	61,177	...	28-8-97	286	135	1	55	220	...	289
Mandla	27,000	...	135,556	...	91,478	..	28-8-97	263	39	...	9	58	33	...
Seoni...	26,000	...	98,222	...	87,823	...	28-8-97	10	40	1	15	35	84	...
Total	228,000	...	581,845	...	264,959	...	...	1,148	577	2	183	497	841	289
NAGPUR DIVISION.														
Nagpur	53,000	6-4-97	51,444	...	306,724	...	28-8-97	198	10	...	30	11	...	...
Bhandara	52,000	5-7-97	46,111	...	52,960	...	28-8-97	293	47	...	122	45	39	...
Balaghat	53,000	6-4-97	48,768	...	41,649	...	28-8-97	548	73	...	47	95	155	3
Chanda	49,000	11-5-97	47,262	...	89,174	...	28-8-97	...	...	...	104	11	...	...
Wardha	28,000	6-4-97	7,056	...	11,514	...	28-8-97	41	...	1	2	8	...	...
Total	235,000	...	200,641	...	502,021	...	...	1,080	130	1	305	170	194	3
NERBUDDA DIVISION														
Hoshangabad	65,000	26-4-97	162,224	24,000	43,327	1,200	28-8-97	514	49	14	...	4	430	...
Narsinghpur	46,000	16-11-96	153,984	...	76,888	...	28-8-97	386	64	...	18	21	...	...
Nimar	18,000	5-6-97	77,171	...	98,170	...	28-8-97	7	12	2	...	6	5	3
Chhindwara...	29,000	21-5-97	128,327	3,000	69,412	...	28-8-97	203	37	...	23	10	...	...
Betul...	23,000	26-4-97	122,067	...	100,469	...	28-8-97	135	27	...	16	14	3	...
Total	181,000	...	643,773	27,000	388,266	1,200	...	1,245	189	16	57	55	438	3
CHHATTISGARH DIVISION.														
Raipur	89,000	4-12-96	146,228	...	84,966	...	28-8-97	751	129	...	132	34	165	...
Bilaspur	75,000	26-4-97	56,493	...	45,209	...	29-8-97	588	530	10	59	84	210	...
Sambalpur	56,000	4-12-96	25,778	...	30,505	...	28-8-97	14	...	½	...	6	...	...
Total	220,000	...	228,499	...	160,680	...	...	1,353	659	10½	191	124	375	...
GRAND TOTAL ...	864,000	...	1,654,758	...	1,315,926	...	...	4,826	1,555	29½	736	846	1,848	295

(*a*) Some relief-works will have been more or less exhausted since the last programme, and others will have been provided for entry in the next programme. The net result should be shown in columns 6 and 7.
(*b*) The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.
(*c*) The total expenditure incurred and the advances made during the financial year previous to that to which the report and statements under submission belong should be stated in a foot-note.
This statement will relate to the period between the last Saturday os the previous month and the last Saturday of the month under report.

Summary of the remarks in the District Reports to accompany Monthly Famine Statements A and B for the month of August 1897.

Jubbulpore Division.

(1) *Private Charity.*

By far the most important of the objects before the District Charity Fund Committee is now, as it was in May last, the provision of seed grain for resourceless tenants.

The following sums have been reserved for this purpose :—

	Rs.
Saugor	80,000
Damoh	75,000
Jubbulpore	105,000
Mandla	50,000
Seoni	50,000
Total	360,000

The price of rabi seed grain will be so high that this amount, considerable though it may seem, will not provide seed for more than 80,000 acres at the outside, about 4 per cent. of the area ordinarily cultivated with rabi crops in the division. I fear that the impossibility of providing State funds for repayable advances will occasion a good deal of difficulty and some contraction of area. In distributing the Charity Fund grants Deputy Commissioners will act as the agents of the District Committees, and I have issued some instructions to ensure that the money is given out with system, and to none who can possibly make shift without it.

The expenditure from the Charity Fund during the month has been :—

—	I. Additional comforts.	II. Relief of respectable paupers.	III. Orphans.	IV. Grants to agriculturists.
	Rs.	Rs.	Rs.	Rs.
Saugor	2,127	297	...	200
Damoh	1,050	...	...	...
Jubbulpore	3,284	413	634	1,000
Mandla	647	231	...	...
Seoni	635	248	...	441
Total	7,743	1,189	634	1,641

The money spent under head I. mainly represents gifts of clothing. Jubbulpore is the only district in which grants from the Charity Fund are made to Missionary bodies for the maintenance of orphans. There are 317 for whom a monthly subsidy is given at Rs. 2 per head.

The cheap grain shops which have been opened at Jubbulpore have been very successful. They are only open to ticket holders, the number of whom is limited to 5,000. Each ticket entitles the holder to purchase Rs. 3 worth of grain during the month at a rate 2 seers per rupee cheaper than that ruling in the market. A similar shop has been opened at Sehora.

The Church Missionary Society supported 1,797 people in the Mandla district. Its representatives there are doing excellent work, maintaining nine

rural kitchens where village children are fed in large numbers. The representative of the Church of Scotland at Seoni gives daily doles of uncooked grain to 818 people, but his efforts still lack system, though no doubt alleviating the distress of many.

(2) *Government Poor-houses.*

The number of poor-houses and the number of persons maintained in them are shown below and are contrasted with the figures for the two months preceding :—

District.	Number of Poor-houses.			Number of Inmates.		
	June.	July.	August.	June.	July.	August.
Saugor	5	5	5	6,813	4,547	2,885
Damoh	5	5	5	1,548	1,662	1,585
Jubbulpore	4	3	2	3,342	2,441	2,553
Mandla	2	2	2	733	1,169	1,521
Seoni	2	2	2	720	1,079	807
Total	18	17	17	13,156	10,898	9,351

There has been in the past a tendency on the part of Local Committees to regard poor-houses rather in the light of almshouses than of temporary refuges for the sick and infirm. This idea is now giving way, and people are being sent to their homes and brought on the relief list of their villages much more liberally than was formerly the case. The numbers in the Jubbulpore Poor-house would have been much smaller had not some hundreds of people returned to it from a work where they considered they had been unfairly treated. They have now resumed work.

The following table give an analysis of the poor-house population at the close of the month :—

District.	Number of Inmates at end of August.			
	August 1897.			
	Orphans.	In Hospital.	*In poor-houses proper.*	
			Belonging to District.	Strangers.
Saugor	351*	409	1,230	450
Damoh	420	267	654	244
Jubbulpore	415	577	469	1,087
Mandla	415	121	954	31
Seoni	411	123	113	51
Total	2,012	1,088	3,420	1,863

* Exclusive of the Rehli and Banda poor-houses.

There are 2,012 orphans on the hands of Government in the division. About a seventh of the poor-house inmates are in the hospital wards. The poor-houses of the Saugor, Damoh, and Mandla districts still contain a large number of people belonging to the district who would be better at their homes.

At Mandla there has been very little drafting, owing to a misapprehension on the part of the Deputy Commissioner which has now been removed. It has

been impressed on Deputy Commissioners that the penultimate column of this table should be very nearly blank. The number of strangers (nearly all immigrants from Native States) in the poor-houses of the Saugor and Jubbulpore districts is very large. The Deputy Commissioner of Jubbulpore has made definite arrangements with the authorities of the Rewah, Panna, and Maihar States for the periodical removal of their people, and over 600 were sent off by rail during the month. But new arrivals take their place.

I regret to say that the poor-house mortality rose considerably, though I can confidently assert, with regard to most of them, that this resulted from no lack of care or attention. The deaths amounted to 563 in Saugor, 640 in Jubbulpore, 321 Mandla, and 292 in Seoni. Damoh is silent on the point.

Two-thirds of those that died in the Jubbulpore poor-houses were immigrants from Native States, in regard to whom the Deputy Commissioner writes :—

"Ever since the middle of June we have been greatly troubled with the wretched starving creatures who wander in from the north of the district. Along all the main roads they are to be met with. The Police do their best to deal with them, and they are brought into the poor-houses or fed at the kitchens and forwarded to relief camps. But many are in such a hopelessly bad condition that it is impossible to save their lives."

In the Murwara poor-house 70 of these wanderers died within a week of admission. But deaths have been by no means confined to new arrivals. At Mandla 16 per cent., at Jubbulpore 24 per cent., and at Saugor 40 per cent. of the deaths occurred amongst people who had been in the poor-houses for over a month. The deaths amongst the orphans at Jubbulpore and Seoni have been deplorably numerous, although no expedient has been left untried, and Surgeon-Lieutenant-Colonel McKay and Captain MacNabb have respectively been unremitting in their attentions. The rainy weather which prevailed almost continuously throughout the month was terribly against the sick and infirm. During the past week dry sunny weather has resulted in a decrease of mortality at Jubbulpore.

3. *Relief-centres and Kitchens.*

Children's kitchens have now become a very important feature in our relief measures :—

District.	Number of Centres and Kitchens.		Number of Persons relieved Gratuitously.		Number of Persons on Light Work.		Total.	
	July.	August.	July.	August.	July.	August.	July.	August.
Saugor	...	4	...	2,373	...	...	...	2,373
Damoh	1	10	275	930	...	...	275	930
Jubbulpore ...	30	57	7,899	8,205	226	152	8,125	8,357
Mandla	17	64	1,309	2,263	4,074	3,524	5,383	5,787
Seoni	4	65	75	3,196	93	38	168	3,234
Total ...	51	200	9,558	16,967	4,393	3,714	13,951	20,681

At the end of the month there were nearly 17,000 persons, mostly little children, in receipt of cooked food at kitchens hastily improvised at police stations, village schools and malguzars' houses. The numbers are largest in Jubbulpore, where the District Superintendent of Police, Mr. McIver, has been most energetic and successful. The Deputy Commissioner has during the month inspected a number of the kitchens, and writes that they are "affording a much-needed form of relief." In Seoni the Deputy Commissioner has enlisted the services of a number of malguzars who, he writes, have shown real interest in managing kitchens, and have not unfrequently carried them on with money supplied from their own pockets when Government funds have run short. During the month every kitchen in Seoni came under inspection, and Captain MacNabb states from

personal observation that the condition of the children attending them has markedly improved. Less has been done in Damoh, and in Saugor progress has been distinctly disappointing. At the end of July the District Superintendent of Police was instructed to open kitchens at 15 of his police stations. Only four had been opened by the end of August. I am calling for an explanation of this. More than two-thirds of the children shown as attending kitchens in this district belong to the town of Saugor, where I suspect that they are admitted with rather too much liberality.*

In the Mandla district alone relief centres are still open for the employment of labour on light work. Most of them are in the charge of patwaris. They have received very little inspection, and I am doubtful of the results. They are now being brought under proper control, and all weak and sickly persons are being drafted to village relief. At most of them the work consists nominally in cutting paths over hill passes in localities remote from villages.

4. *Village Relief.*

I am glad to be able to report satisfactory progress in extending this form of relief, which during the monsoon months should be the backbone of our famine administration :—

District.	Number Relieved at their Homes.		
	July.	August.	Difference.
Saugor	7,621	11,877	+4,256
Damoh	12,002	13,056	+1,054
Jubbulpore ...	28,421	33,720	+5,299
Mandla	2,418	14,649	+12,231
Seoni	4,116	8,789	+4,673
Total ...	54,578	82,091	+27,513

The increase has been least in Damoh, and I have asked the Deputy Commissioner to be more liberal in view of a rise in the death-rate, and the departure to their homes of a large number of people from the Public Works Department relief-works, taking of course their dependents with them. In the Jubbulpore district measures are sufficiently wide, and have been so for some time past, and I attribute to this in great part the fact that the death-rate is now much lower in Jubbulpore than in any other district of the division. The increases in Saugor and Seoni are substantial and will continue during the current month. I distrust the figures for Mandla. Village relief had been greatly neglected in this district by the Deputy Commissioner (Saiyid Alay Muhammad) till the end of July. Since then efforts have been made to reach the people, but without system or proper control, and I doubt whether people gained much beyond what they owe to the energy and sympathy of Mr. Sharp, one of the Famine Relief Officers of the Mandla Tahsil. I have lately again visited Mandla and have seen arrangements properly organized, reporting to the Chief Commissioner the action taken. Mr. Maw, who has gained much experience of famine work in the Jubbulpore district, has taken the charge of the district from Saiyid Alay Muhammad (who has left on sick leave), and has been personally instructed by me as to the points requiring attention. I have also drawn upon the Jubbulpore staff for a Famine Relief Officer of energy and capacity (Lieutenant Heale) to take charge of relief measures in the Dindori tahsil, and there are now three English Officers in inspecting charge of villages in addition to three Native Famine Relief Officers. The number of Circle Officers has been trebled. The staff is now, I think, sufficient for success. But there is much lost ground to recover.

* NOTE.—It was afterwards found that the large number shown against the town of Saugor was due to an error in calculation.

(5.) *Relief Works.*

(*a.*)—*Under Public Works Department management.*—The following figures contrast the numbers receiving relief on Public Works Department works at the end of July and at the end of August :—

District.	Number of Workers.		Number of Dependents.		Total.		Difference (+) or (—)
	July.	August.	July.	August.	July.	August.	
Saugor	23,277	11,584	2,514	1,738	25,791	13,322	—11,369
Damoh	31,879	9,812	5,692	2,012	37,571	9,824	—27,747
Jubbulpore	23,329	14,009	3,342	3,152	26,671	17,161	—9,510
Mandla	6,905	6,668	2,244	2,347	9,149	9,015	—134
Seoni	4,766	2,948	1,047	1,212	5,813	4,160	—1,653
Total ...	90,156	45,021	14,839	10,461	104,995	53,482	—51,513

There has been a notable decrease in numbers. This was to be expected, as, during August and the beginning of September, weeding offers employment sufficient in ordinary years to support the whole of the labouring population. But the return of people to their homes has certainly been hastened by the orders requiring that those who are distinctly robust and strong should be employed on piece-work terms, that is to say, should be paid by results. This has imposed a real work test which was lacking before, and the crowds of women and children which flocked to the works from the villages in their vicinity now do not find it worth their while to come. They were mostly in very good condition, and came not in want of food, but in hope of saving a little money. The Deputy Commissioner of Saugor writes that "able-bodied workers, on finding that they must do a certain amount of work in order to get full wages, have left the relief works and returned to their villages. This is rather a good thing, as malguzars have been complaining lately that they cannot get labour in villages." The Deputy Commissioner, Damoh, writes that "almost all the able-bodied persons have left the works for their villages, where they can at present find work." Mr. Blakesley thinks, however, that a number of them will return when weeding is over. A large number of infirm persons have been sent from the works to their villages and brought on the village relief lists. This is as it should be. In Jubbulpore, there have been cases in which officers-in-charge have wrongly classified the labourers and have thrown on to piece-work persons who were unfit for it. I have felt compelled to withdraw generally from officers-in-charge the authority to draft persons from task-work to piece-work, which will in future be only exercised by Inspecting Officers. But a very large decrease in numbers on local works in this district indicates that weeding has been successfully competing with relief work irrespective of any tightening in conditions. In the Mandla and Seoni districts, piece-work has all along been in force, and the new rules were in the direction of leniency, as instead of exempting the infirm they only applied to the robust. Numbers nevertheless fell off in both districts, and it is clear from the district reports that labourers in full strength can now obtain employment in the fields. But the Deputy Commissioner and Civil Surgeon of Mandla strongly urged the abolition of piece-work altogether, on the ground that overstrict classification had made the works unpopular, and that the weak and sickly would not come to them without special encouragement. The weak and sickly should of course have been on the village relief lists, but (as already stated) the arrangements for village relief in this district were unsatisfactory, and I decided to accept the recommendation of the local authorities and revert entirely to Famine Code terms. The death-rate is very high, and we can afford to neglect no possible remedy. For similar reasons, I have just stopped piece-work in the Seoni district also.

The only changes of organization made during the month were the amalgamation of two charges in the Banda tahsil of the Saugor district and the opening of

a new charge in the vicinity of Saugor town. Orders were issued for the establishment of this charge at the end of July, but it was not opened till the end of August. I am enquiring into the cause of delay.

(*b.*) *Works under District Officers.* Comparative statistics are given below :—

District.	July.	August.	Difference (+) or (−).
	No.	No.	
Saugor	120	...	−120
Damoh	781	959	+178
Jubbulpore	10,449	*8,019	−2,430
Mandla	1,089	1,397	+308
Seoni	115	15	−100
Total	12,554	10,390	−2,164

The works at Damoh and Mandla are situated in the vicinity of the town, and are intended for the relief of distressed townspeople and people drafted from the poor-houses. The numbers at Mandla will be cut down by drafting to Public Works Department works. There are also local works open near the town of Jubbulpore, but the greater number of the people shown as employed belong to a road work at Majholi which was started by the Deputy Commissioner in July, and has been of great utility. Field work has now drawn off a large proportion of the labourers.

Loan works have practically been closed everywhere.

(6.) *Railway Works.*

These continue to be of much assistance in Saugor, Damoh and Jubbulpore :—

District.	On 31st July.	On 28th August.
	No.	No.
Saugor	4,200	4,568
Damoh	6,057	6,322
Jubbulpore	3,660	4,671
Total	13,917	15,561

Numbers have risen, probably owing to the limitation of the wages which can be earned by the strong and able-bodied on Government works.

(7.) *Summary of the relief granted in the Division.*

Notwithstanding the large decrease of numbers on the Public Works Department relief works, there has been a fall of only 8 per cent. in the total number in receipt of relief. The feature of the month's operations has been the enlargement of gratuitous relief at the expense of work relief, and the percentage relieved gratuitously has risen from 46 to 67 per cent. I think that this proportion is still rather too low for this season of the year. An inspection of the hospitals attached to Public Works Department works shows very clearly that in the past large numbers have sought relief on works who should have been dealt with in their villages, and that the Public Works Department Officers have been saddled with the charge of crowds of weak and sickly people for whom the works were never intended. Supervision of the hospitals cannot be very effective, and the continuous rain of the month has rendered their management difficult and unsatisfactory. The mortality on some works, especially those in the Seoni district, has been very

high. I compare below the percentage of the total population on relief in each district during each of the past three months :—

District.	June.	July.	August.
Saugor	6·1	6·4	5·5
Damoh	12·3	16·1	8·7
Jubbulpore	6·2	10·3	9·4
Mandla	5·1	5·8	9·7
Seoni	2·7	3·3	4·6

Having regard to present conditions, I think that relief needs further extension in Saugor, Mandla and Seoni. In Damoh arrangements are fairly satisfactory, and they are very satisfactory in Jubbulpore, where Mr. Robertson, by energetic and systematic control and inspection, has succeeded in stemming the tide of distress with its crest of rising mortality.

(8.) *Food-stocks and Trade.*

No marked deficiency of food-grain is reported save in the interior of the Mandla district. Import to Mandla has been reviving :—

District.	Imports.			Exports.		
	June.	July.	August.	June.	July.	August.
	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.
Saugor	64,843	88,022	40,255	1,783	374	1,658
Damoh	...	54,675	23,530	Not reported.		*Nil.*
Jubbulpore	93,677	55,146	32,297	26,574	7,072	11,242
Mandla	105,000	...	1,398	...	...	*Nil.*
Seoni	5,531	4,816	1,954	2,009	855	1,560

The localities where grain is scarcest lie in the Dindori tahsil to the north of the Mandla district, and the famine has, I think, demonstrated the necessity of opening good road communication between this tract and the Katni-Bilaspur branch of the Bengal-Nagpur Railway. A road between Dindori and the Birsingpur Station on the Railway has for some time been under construction.

(9.) *Prices.*

The average price rates for wheat, gram and rice in each district are compared below :—

District.	Seers per Rupee.					
	Wheat.		Gram.		Common Rice.	
	June.	August.	June.	August.	June.	August.
Saugor	8¼	8¼	8	7¾	6	6
Damoh	7	7	7	7½	6	6
Jubbulpore	9¼	9	9½	9½	8	8
Mandla	8½	8	8½	8½	7½	7
Seoni	8¼	8¾	8	8¼	8	7½

Prices have remained practically unchanged with a tendency to rise in Mandla. Harvest prospects are unusually good, and it is extraordinary that as yet they should have had no influence on prices. If the present break in the rains should mean that we have come to the end of them, the crops would for the most part fail as they did last year, and it is no doubt the apprehension of a recurrence of last year's distress that keeps prices up. If so a heavy fall of rain between the middle and end of September should bring them down with a run.

(10). *Rates of Wages on Public Works Department Relief Works.*

The only change has been in Damoh, where the rate has been raised from 8 to 7 seers, the rate which was in force during the month preceding.

(11.) *Crime.*

I give comparative statistics below :—

	Total Number of Offences.				
	Saugor.	Damoh.	Jubbulpore.	Mandla.	Seoni.
August 1897	368	148	718	223	315
July 1897	568	226	662	319	270
August 1896	357	253	760	234	247

The decrease in Saugor, Damoh and Mandla is reassuring. Jubbulpore shows an increase, but crime is actually less than it was at the corresponding period of last year. In Seoni there has been a further rise.

(12.) *Mortality.*

The latest month for which complete returns have been received is July. The figures are compared below with those for June :—

District.	Total Number of Deaths.		Deaths from Cholera.		Monthly Death-rate.	
	June.	July.	June.	July.	June.	July.
Saugor	6,138	4,887	1,037	118	10·4	8·25
Damoh	2,699	1,564	679	47	8·3	4·8
Jubbulpore	4,272	3,279	471	75	5·7	4·4
Mandla	3,571	5,579	1,220	747	10·5	16·44
Seoni	2,545	3,070	704	80	6·8	8·3

The total mortality during August has been reported to me from all districts and I include it in the following table from which deaths ascribed to cholera are omitted.

District.	Monthly Death-rate, excluding Deaths from Cholera.							
	January.	February.	March.	April.	May.	June.	July.	August.
Saugor	3·8	4·6	4·0	4·2	5·8	8·5	8·0	11·6
Damoh	5·3	4·2	4·1	4·0	3·1	6·2	4·6	6·9
Jubbulpore ...	7·7	8·8	6·5	5·0	5·3	5·1	4·3	5·5
Mandla	3·9	5·5	5·5	3·9	5·1	6·9	14·2	16·1
Seoni	5·3	4·4	4·1	3·4	3·6	4·9	8·0	12·2

The death-rate in Jubbulpore showed a most satisfactory fall in July. It rose in August, but the rise is ascribed by the Civil Surgeon solely to unfavourable conditions of weather, incessant rain having induced a great deal of diarrhœa and dysentery. The Deputy Commissioner also remarks on the ill effect which the weeding of rice fields must have on general health; crouching in knee deep water all day long must be unhealthy, however accustomed the people may be to it. And as a matter of fact the death-rate for August is 2 per mille lower than it was in 1896. Damoh also shows a fall in July followed by a rise in August. But here again matters are very much better than they were last year when the August death-rate was 10·72. In both Mandla and Seoni the death-rate rose in July and rose again in August, and has reached a lamentably high figure. In both cases the mortality must, I fear, be ascribed in some part to insufficiency of village relief. At the end of June there were in each of these districts only some 2,000 people on the village relief lists, and in Mandla the numbers increased but little until near the end of July. Relief has now been very greatly expanded, but lost ground cannot be rapidly recovered, and we cannot look for results before the middle of the current month at earliest. In Seoni there is the excuse that distress has developed with extraordinary rapidity. In May the death-rate was only 3·6. Mandla earlier showed statistical signs of distress, but here also the extraordinary rapidity with which distress has deepened has been specially noticed by Mr. Sharp, one of the most zealous and sympathetic of our Relief Officers. I have already touched on the steps which have been taken to place village relief in this district on an efficient footing. In both Mandla and Seoni famine relief presents special difficulties in the large areas to be covered and in the character of the population. The hill people, who here constitute a very large proportion of the population, have never taken kindly to relief works, and a fine or even a harsh word sends them back to their villages. I have received a striking confirmation of this from the representative of the Church Mission Society at Mandla, the Revd. H. J. Molony, who has informed me that his efforts to employ Gonds as servants have always resulted in failure, as they abscond on the slightest fault finding. House-to-house relief is the only expedient with them, and the great distance between village and village makes this unusually difficult. But when all is said, the death rates are shockingly high, and I can only assure the Chief Commissioner that no stone is being left unturned to relieve the people.

In Saugor the death-rate was very high in June, exhibited a small fall in July, and has risen formidably in August. Here again I believe that village relief has not received nearly sufficient extension. I compare below the percentages of the total population in receipt of village relief during each of the past three months in Saugor, Damoh and Jubbulpore :—

—	Saugor.	Damoh.	Jubbulpore.
June	1·6	3·4	2·4
July	1·3	3·7	3·8
August	2·0	4·0	4·5

The importance of extending his operations has been repeatedly forced on the attention of the Deputy Commissioner since the beginning of last July. But I do not think that he has recognised the necessity for personal attention and intervention. Too much has been left to subordinates. The Deputy Commissioner has been much pressed with other work. But at the present time his famine duties should have given way to no others.

(13.) *Physical condition of the People.*

It goes without saying that in Mandla and Seoni distress has increased largely, and that the poorer classes are in a very bad way.

It is observed by the Deputy Commissioner of Seoni (Captain Macnabb) that "the greatest distress is confined to a class of people who can only be reached

by village relief and kitchens," and no pains are being spared to bring them within the scope of these relief measures.

Of Saugor the Deputy Commissioner (Mr. Phillips) writes that "conditions have undoubtedly deteriorated somewhat, especially amongst children," and the expansion of kitchen relief seems to require his special attention. The Deputy Commissioner of Damoh (Mr. Blakesley) considers on the other hand that "conditions have been much improved; the labouring classes are in the worst condition. At present some work can be found in the fields, but as soon as the weeding season is over, these persons will hardly find any work in their villages till the reaping of the rice crop commences." Care will be taken to keep works open for them. The people are pretty well-off owing very largely to the unsparing efforts of Mr. Blakesley on their behalf. I have already referred to the success which Mr. Robertson can point to in Jubbulpore. I have just returned from a visit to the Bijeraghogarh pargana, which, six months ago, was the most distressed tract in the Provinces, and have been struck with the cheerfulness and gratitude of the people and the absence of signs of distress. The death-rate in this locality is now actually lower than in any other part of the district.

(11.) *General Condition and Prospects.*

Nothing could be better than the present state of the crops. But everything depends on a good fall of rain towards the end of this month. The one disquieting feature is the backwardness of most of the rice crops, which renders late rain more than ever necessary. The maize harvest has begun, and cottage gardens are now supplying food to their fortunate owners. Maize cobs are selling at 5 or 6 to to the pice. The poorer classes are obtaining a good deal of food by gathering the grain of a small millet (*sawan*) which grows wild in the fields, and shortly wild rice (*pasai*) will ripen. There is nothing new in their dependence upon these self-grown products. They have indeed a special apparatus for gathering them.

J. B. FULLER,
Officiating Commissioner.

NAGPUR DIVISION.

(1.) *Private Relief.*

Nagpur.—The poor-houses at Sawargaon and Narker were closed and the inmates taken into the Katol Poor-house, which is now managed by Government. The inmates of the private poor-house at Baila, which was closed at the end of July, were admitted into the Umrer Poor-house. A large number of paupers have assembled at Kalmeshwar, where a kitchen has been opened. In addition to a small grant made by the Deputy Commissioner, the local subscriptions in cash and grain amounted to Rs. 225. The distressed Koshtis and other respectable persons at this place are being given weekly allowances of grain as caste prejudice prevents their eating at the kitchen. The total number of persons relieved at the poor-houses was 209 on the last day of the month with an expenditure of Rs. 409 against 789 with an expenditure of Rs. 1,130 in July.

The following persons continue to distribute cooked food and parched grain to destitute travellers and to the local poor :—

Nagpur Tahsil.—Ganpat Rao Nistane of Takalghat village.
Yado Rao Namdeo, Koshti, of Takalghat village.
Katol Tahsil.—Sitaram, Patel of Dorli.
Manoharpuri, Malguzar of Lakhari.
Ramchandara Saluram Marwari, Malguzar of Junapani.
Umrer Tahsil.—Shankar Narain Shastri.

Bhandara.—Out of a sum of Rs. 50,000 received from the Central Committee, Indian Charitable Relief Fund, Rs. 35,000 were alloted for the provision of subsistence grain and rabi seed for agriculturists. The lists of persons relieved as "respectable poor" are now being revised, as it has been found that a number of these persons should be properly relieved by Government under Section 34 of the Famine Code.

Balaghat.—The expenditure in the poor-houses from private subscriptions was :—

—	July.	August.
	Rs.	Rs.
Balaghat	38	10
Katangi	50	*Nil.*
Baihar	64	7

which shows that private charity is now practically exhausted in this district. Rs. 22 were spent under head (3) from the Charitable Fund in the relief of respectable people and Rs. 80,928 in procuring seed for tenants' rabi sowings.

Chanda.—A sum of Rs. 10,000 received from the Charitable Relief Fund has helped in starting four cheap grain shops which, owing to the high prices of food grains, are much appreciated by the people. Rs. 1,000 have been set apart for the purchase of rabi seed for destitute tenants and for clothing, which is urgently needed for a considerable number of the poorer classes.

Wardha.—Local subscriptions are nearly at an end, but timely aid has been given from the Charitable Fund, Rs. 8,000 having been distributed to destitute cultivators for the purchase of seed and other purposes. Rs. 10,000 more received for rabi seed are being distributed.

(2.) *Government Poor-houses.*

The number of poor-houses and the number of their inmates during August are compared below with the numbers during the two preceding months :—

District.	Number of Poor-houses.			Number of Inmates.		
	June.	July.	August.	June.	July.	August.
Nagpur	1	2	3	773	1,079	1,500
Bhandara	4	4	4	825	948	886
Balaghat	3	3	3	811	1,076	1,028
Chanda	...	...	...	...	...	...
Wardha	...	2	2	...	504	505
Total	8	11	12	2,409	3,607	3,919

The number of inmates has increased in the Nagpur district proportionately with the increase in the number of poor-houses, but pressure is being relieved by drafting on to village relief. The number of deaths in the Bhandara Poor-houses has been unusually large, viz., 294. The Deputy Commissioner writes :—

"This cannot, I think, be ascribed to any neglect or want of care on the part of Medical Officers in charge of poor-houses, and must be due to persons refusing this form of relief until they are so weak and emaciated that their recovery is hopeless. There has been no epidemic at any of the poor-houses, the large majority of deaths being ascribed to famine diarrhœa."

In Balaghat the numbers have remained practically unchanged, although the population is reported to be continually changing. Here, as in Nagpur, large drafts have been sent away of people not requiring medical aid,—those fit to work to the neighbouring relief works, and others on village relief. In Wardha the number of inmates has remained stationary.

(3.) *Relief Centres and Kitchens.*

These centres of relief have practically become kitchens. I contrast below the figures for July and August.

District.	Number of Centres and Kitchens.		Number of Persons Relieved Gratuitously.		Number of Persons on Light Work.		Total Number of Persons.	
	July.	August.	July.	August.	July.	August.	July.	August.
Nagpur	...	...	...	...	...	...	...	...
Bhandara	26	27	1,158	1,035	...	...	1,158	1,035
Balaghat	4	21	29	1,059	...	...	29	1,059
Chanda	...	4	...	399	...	...	...	399
Wardha	...	...	...	...	...	...	...	...
Total ...	30	52	1,187	2,493	...	...	1,187	2,493

No kitchens or relief centres were open during the month in Nagpur, while the only kitchen in the Wardha district is attached to the relief-work at Arvi. No relief centres exist in Bhandara except children's kitchens, which increased by one during the month owing to an additional kitchen being opened at Darekasa. The Deputy Commissioner writes :—

"I visited five of these kitchens during the month and found almost all the children, except the new-comers, looking very fit."

Arrangements have been made for starting 36 more kitchens at selcected schools in this district. There are now only two relief centres in Balaghat, two having been closed during the month. Eighteen kitchens were started by the District Superintendent of Police, and one is being managed by Mr. Lampard at Nikkmu. In addition to these there are 12 kitchens at the Public Works Department camps, and Tahsildars are starting more. The Deputy Commissioner hoped within a week more to have over 50 kitchens altogether.

Kitchens were a pressing need in the Chanda District. The Deputy Commissioner is extending them to all relief centres. Properly speaking there are no relief centres in this district, and they are merely designated as such in order that the Police may know where to send starving wanderers. Only children who are thin and emaciated are admitted to these kitchens. The number shown in the statement does not, the Deputy Commissioner states, represent the number actually relieved, as some of the returns had not been received at the time of writing his report. He thinks it may safely be put down as 800.

(4.) *Village Relief.*

The following figures indicate the extent to which gratuitous relief has been afforded to people at their houses :—

District.	July.	August.	Increase.
Bhandara	6,623	7,144	521
Nagpur	...	...	...
Balaghat...	10,005	11,325	1,320
Chanda	1,139	9,740	8,601
Wardha	...	45	45
Total	17,767	28,254	10,487

The most striking point is the large rise in Chanda, where, however, this form of relief was only commenced in July and not fully organized till last month. The Chief Commissioner has sanctioned an increase in the monthly rates of payment for Balaghat, where prices are higher than elsewhere in this division. Six hundred and one kotwars also are now in receipt of an allowance of Rs. 3 each per mensem.

In some villages in the Nagpur District, *e.g.*, Kalmeshwar, Khapa and Saoner, the death-rate for July was very high. The Deputy Commissioner recently visited most of these places and after making personal enquiries into the deaths reported, organized kitchens wherever they were found necessary. He writes :—

"The condition of the people is undoubtedly deteriorating owing to the insufficiency of the agricultural wage with the present high prices. I found a considerable number of cases of emaciation especially in Dhapewara and Kalmeshwar, where professional beggars have collected."

One hundred and twenty-four destitute persons were relieved by Tahsildars with an expenditure of Rs. 92 during the month out of the permanent advances made : 45 persons were similarly relieved in the Wardha district.

(5.) *Relief Works.*

(*a*)—*Under the Public Works Department.*—The number of workers and dependents on Public Works Department relief works during July and August are compared below :—

Districts.	Number of Workers.		Number of Dependents.		Total.		Difference.
	July	August.	July.	August.	July.	August.	
Nagpur...	11,163	6,951	2,507	805	13,670	7,756	−5,914
Bhandara	19,477	13,095	2,970	2,359	22,447	15,454	−6,993
Balaghat	36,690	25,301	6,256	3,026	42,946	28,327	−14,619
Chanda...	...	...	...	...	...	...	...
Wardha...	1,565	597	...	254	1,565	851	−714
Total ...	68,895	45,944	11,733	6,444	80,628	52,388	−28,240

The figures show a great reduction, due partly to the last two days of the month being the "Pola" festival, when a large number of workers were absent. The increase in dependents in Wardha is said to be due to the Tahsildar unauthorisedly closing the private poor-house at Arvi and sending weak and emaciated persons to the Public Works Department kitchen. The Deputy Commissioner is arranging to re-open the poor-house. The substitution of kitchens for cash payment to dependents has had a beneficial effect on the whole, but in some places caste rules prevent people eating at such places. Piece-work is in full swing in Bhandara and Balaghat, having been introduced at six camps in the latter district and on all the Bhandara charges except one. Contractors are being eliminated as fast as possible, and efforts are being made to introduce the system of payment by results.

(*b.*) *Works under District Officers.*—There are no works of this kind in the Division. Private works carried on with the help of famine loans have also ceased.

(6.) *Physical Condition of the People.*

Nagpur.—In the Public Works Department kitchens the inmates are generally in fair condition and show very little sign of distress. The general condition of the poor-house population is good, but I noticed a few cases of emaciation, and bowel complaints have been rather prevalent. There were 30 deaths at the Umrer

poor-house, eight of which were due to cholera and the rest to diarrhœa. Fifty-five deaths occurred in the Nagpur poor-house. The Katol houses report 19 deaths, one due to cholera.

At relief camps "the general condition," the Deputy Commissioner reports, "is good, I should say very good, but, as already pointed out, the kitchen rule for dependents works hardly on those who will not send their children to the kitchens through caste pride, and some of them are looking emaciated."

I discussed this subject with the Deputy Commissioner, and we agreed that in some such instances relief must be given in cash as formerly.

In distressed tracts there had been considerable deterioration and the Deputy Commissioner classes the distressed as follows :—

(1) Respectable artizans, as Koshtis ;
(2) Children of agricultural labourers where the parents have several children ;
(3) The non-cultivating castes, as Mangs, Dhimars, Kalars, &c.

The last class consists of people who can get work if they like, but prefer to beg. Kitchens are being opened for class (2) and some cases under No. 1 are being relieved in their own houses.

Bhandara.—The Deputy Commissioner, who has made a tour in the Sakoli Tahsil, reports that the condition of the people there has deteriorated very considerably during the last three months.

In many cases cultivators are said to have been found looking worse than labourers, which is due often to the obstinacy with which they stick to their homes and refuse to go on relief works. With regard to this tahsil, the Deputy Commissioner writes :—

"When the lists of village poor were originally prepared under Section 34 of the Famine Code, very few persons fit for entry therein were found in this tahsil, but since then, owing principally to the obstinacy with which they have stuck to their homes, a very large number have become so reduced as to render it absolutely necessary to admit them to relief."

The large proportion of weak and emaciated labourers is attributed to their not spending anything like their day's wage or indeed even sufficient of it to keep them in health and strength. In the Tirora Tahsil the general condition of the people is not much better than that described in Sakoli. Those formerly admitted to village relief are in fair condition, but the more recent admissions still show signs of privation, and it must necessarily take some time before they regain their strength.

As regards the other districts, the condition of the people is said to be generally satisfactory both on the works and elsewhere. The Deputy Commissioner, Chanda, writes :—

"It is only amongst the old, the halt and the blind, in fact among the professional beggars, that any signs of emaciation are to be found, and these are now being cared for."

(7.) *Deaths from Starvation.*

In July, 4 deaths in Nagpur and 2 in Chanda, were reported as due to starvation. The return is blank for that month for the other districts. Those of Nagpur have been referred to in my last monthly report. The two in Chanda were those of men found lying on the roadside and of whom nothing was known. The Deputy Commissioner writes :—

"Enquiry has failed to elicit anything beyond the fact that they must have been the inhabitants of some Native State making for the Mohabi kitchen in the Panabaras Zamindari. No one knows anything about them, but their bodies were in an emaciated condition and no money or food was found near them."

Eleven cases were reported from Bhandara, but inquiry showed that none of these could be properly put down to starvation.

(8.) *Mortality.*

The figures for August not being yet available, I give below those for July as compared with the figures for June :—

District.	Total Number of Deaths.		Deaths from Cholera.	
	June.	July.	June.	July.
Nagpur	3,664	2,975	644	213
Bhandara	5,215	4,070	1,347	617
Balaghat...	5,615	3,223	705	89
Chanda	2,013	2,020	422	525
Wardha	2,239	1,442	564	112
Total	18,746	13,730	3,682	1,556

Monthly Death Rate.

District.	All Causes.		Excluding Cholera.	
	June.	July.	June.	July.
Nagpur	4·83	3·92	3·98	3·51
Bhandara	7·02	5·34	5·20	4·65
Balaghat...	11·76	8·41	8·07	8·25
Chanda	2·88	3·60	2·84	2·66
Wardha	5·59	4·00	4·15	3·32

There is a satisfactory decrease almost everywhere, and the rates, though still high, are not conspicuously so except in Balaghat, but even here the death rate from all causes has been reduced by 3·35 as compared with the rate for June.

(9.) *Food-Stocks.*

These are reported to be sufficient in Nagpur, Bhandara, Chanda and Wardha. In Balaghat retail prices have risen and food stocks are said to be getting low.

In Bhandara the arrangements for supplying grain to relief-works by contract are working well.

(10.) *Importation of Grain.*

Figures for the grain traffic of the month are shown in the subjoined table :—

District.	Imports in Maunds.		Exports in Maunds.	
	July.	August.	July.	August.
Nagpur	95,593	51,557	13,090	23,385
Bhandara	63,404	34,132	12,265	7,868
Balaghat...	26,454	10,479	*Nil.*	*Nil.*
Chanda	3,300	300	12,100	5,100
Wardha	15,700	22,523	3,424	3,383

The imports except in Wardha show a fall, which was to be expected in some places from rain continuing steadily during the greater part of the month. The Deputy Commissioner, Balaghat, writes :—

"Difficulty of carriage has been the cause of the fall, combined with an expectation of fall in prices which would cause a loss on large stocks."

The Deputy Commissioner, Nagpur, reports that malguzars are now beginning to sell their grain and to distribute it in "podga" (food grain) in the interior of the district, as prospects are good. But he adds that no improvement in this way can be looked for at large centres, as grain there is bought up for export.

This remark is supported by the large amount of exports shown against Nagpur during August.

(11.) *General Condition and Prospects of affected Area.*

The rainfall of the month has been sufficient and well distributed, and prospects of the kharif crops are now good all over the Division.

In most districts, however, the people, more especially petty cultivators, are in a debilitated condition, and the demand for labour has been comparatively small. I therefore anticipate an increase under the heads of village relief and relief works for another month or so. A break now would suit the Nagpur and Wardha districts for their juari and cotton, but Bhandara wants more rain to fill tanks and strengthen the more recently transplanted rice.

Balaghat and Chanda only require the few more occasional showers which may reasonably be expected during the current month. In Chanda the total area sown is expected to be at least normal. The rice area is estimated at 93 per cent. of last year, while cotton is in excess, and although juari is not yet up to the average, it is still being sown.

(12.) *Changes in Rates.*

The only change reported is from Nagpur on the Great Northern road, where the rate was lowered from 9 to 8 seers. Prices have practically remained stationary.

(13.) *Crime.*

All districts, except Chanda, report an increase in crime as compared with the previous year, especially in offences against property. The Deputy Commissioner, Chanda, writes :—

"I know from the weekly returns that there has been a steady decrease in the number of offences against property and that the crime of the district is now normal."

In Nagpur the figures for burglaries and thefts are reported to be much above those for July.

(14.) *Relief to Weavers.*

In Nagpur, Kamptee and Umrer, in the Nagpur district, a new form of relief has, with the sanction of the Chief Commissioner, been introduced in the shape of a scheme for the relief of weavers, as briefly referred to in last month's report under the head of measures taken to organize and complete measures of relief. This scheme provides for the employment of middlemen and for cash advances to them to the extent of half the value of the cloth to be supplied. The work is carried on on terms to which both the labourer and the middleman are accustomed. It is on the piece-work system, and a full tale of work is easily obtained and willingly performed. The first essentials of the scheme are :—

(1) the selection of middlemen ;
(2) the selection of weavers to whom relief is a necessity ;
(3) ensuring a subsistence wage to the weaver ; and
(4) regulating the price to be paid, so that the labourer may receive only a bare subsistence wage, the middleman a sufficient profit or commission to induce him to carry out his part willingly and equitably.

The object is (*a*) to give the labourer a fair normal wage, and (*b*) for Government to pay a price fixed so as to afford hope that there will be no great loss when the time comes for selling the cloth. Rao Bahadur Trimbak Rao, Extra Assistant Commissioner, has been placed in direct charge of the whole scheme.

I give below statistics of the persons relieved during the month under report:—

Number of Middlemen Enlisted.	Amount advanced to Middlemen.	Number of Persons to whom Relief was afforded on the last day of the Month.			
		Men.	Women.	Children.	Total.
405 ...	Rs. 28,848	2,255	1,889	2,669	6,813

The Deputy Commissioner writes: "The wage earned, though apparently scanty and much less than if the whole family were on a relief camp, satisfies them much better, as they remain in their own houses, and their children add to the earnings by odd jobs."

(15.) *General Remarks for the Division.*

(*a*)—*Situation with regard to famine.*—The situation has generally improved, and there is every prospect of a satisfactory crop, as the rains continue favourable with intervals of sunshine up to date of my writing this report, *viz.*, 10th September.

The situation with regard to each district has been already described in the remarks under the head "general condition and prospects of affected area."

(*b*)—*Measures taken to organize and complete measures of relief.*—Village relief, which had been going on for some time past in Balaghat and Bhandara, has now been fully organized in Chanda, and commenced to some extent in Nagpur and Wardha.

The kitchen system is being rapidly extended in Balaghat and Chanda, and continues to do much good in Bhandara. It has also been recently started in some parts of the Nagpur district. Weaver relief, as already described, has been developed in the Nagpur district.

Tahsildars and the Police have been active in relieving distress with the advances made to them for this purpose.

The cheap grain shops in Nagpur and Kamptee and those recently started in Chanda form a very popular means of relief.

(*c*)—*Prospects of the Division as regards scarcity.*—The rainfall of August was all that could be desired, though some tahsils have not received enough to fill the tanks. The distribution of Charitable Relief Fund money made during the month and still to be made will be very useful in affording subsistence to needy agriculturists and in providing rabi seed. Prices have not fallen yet, however, and until they do, no permanent improvement in the situation can be expected, but with the present prospect of a favourable kharif harvest, it seems impossible for prices to keep up much longer, and if all goes well during the next three weeks or so, distress ought practically to be at an end in the Nagpur, Wardha, and Chanda districts by the middle or end of next month, except perhaps for the artizan class in Nagpur.

Bhandara will, however, take longer to recover from the effects of the past scarcity, and with regard to Balaghat the Deputy Commissioner writes: "Thin sowings and a large fallow area will keep a large number of farm labourers out of employment, and I cannot yet see the end of our relief works and village relief."

I fear that his view of the situation is correct.

W. A. NEDHAM,
Offg. Commissioner.

Nerbudda Division.

(1.) *Private Charity.*

The local Committees of the Charitable Relief Fund, while reserving the bulk of their balances for the seed-grain required for the *rabi* sowings, continued during the month to relieve the present needs of the poor by the distribution of clothing and of subsistence money. Particulars of the expenditure are not available from all districts. Chhindwara reports an outlay of Rs.5,633, in which sum is included the cost of maintaining the cheap grain shop referred to in last month's report and the price of 1,600 blankets distributed at relief centres, poor-houses and relief works. A noteworthy feature of the month's record of private charity was the arrival of consignments of grain from America as a charitable gift to the famine-stricken. These consignments were distributed in the districts on the railway under the auspices of the American Mission. The quantity thus bestowed in Nimar alone amounted to 381 maunds. The Friends Foreign Mission at Hoshangabad is carrying on a small relief work, and is also distributing food. The Missions at Harda were engaged in giving out grain free to persons in need of it. In Narsinghpur and Khandwa two charitably-disposed *Seths* continued to afford relief to the needy and to supplement the poor-house dietary with special rations.

(2.) *Government Poor-houses.*

The following table compares the number of poor-houses, and their population, in each district, during the past three months :—

District.	Number of Poor-houses.			Number of Inmates.		
	June.	July.	August,	June.	July.	August.
Hoshangabad	3	3	3	1,414	1,392	1,348
Narsinghpur	3	3	3	2,322	1,874	1,664
Betul	1	1	1	291	192	349
Chhindwara	2	2	2	420	611	595
Nimar	2	1	1	178	317	283
Total ...	11	10	10	4,625	4,386	4,239

There has been a slow but steady decline in the divisional total of poor-house inmates, due mainly to the more complete organization of village relief and to the transfer of inmates to their villages or to relief works. The results achieved in this direction are most marked in the case of Narsinghpur, where, however, the poor-house population is still the highest in the division. Arrangements have now been made in every poor-house for the grinding of food-grain by the inmates themselves—a system which provides labour and at the same time reduces expenses. Kotwars are called in to identify inmates who refuse to give the names of their villages, with a view to the removal of the latter to their homes. Both in Hoshangabad and Narsinghpur the poor-houses contain a considerable number of foreign immigrants. On this subject the Deputy Commissioner of Hoshangabad writes as follows :—

"The condition of the persons admitted towards the end of the month at Hoshangabad poor-house was reported to be bad and became the subject of a special enquiry. I then found that 30 per cent. of the new-comers were residents of the Chichli pargana in Bhopal and that these were the people in specially bad condition. I drew the attention of the Political Agent, Bhopal, to the fact, and the Darbar has since the close of the month taken measures to remove all Bhopalis from the Hoshangabad poor-house and to check the distress."

Most of the poor-houses in the Nerbudda valley have been inspected, and favourably reported on, by the Administrative Medical Officer, and those at Khandwa, Hoshangabad and Narsinghpur have been visited recently by the Chief Commissioner himself. I do not think that much fault can be found with the arrangements for the housing, feeding and clothing of the inmates. The

Committees of visitors include representatives of Missionary bodies and wealthy *Seths* who give not only time and care, but also more substantial tokens of interest in their charges. The Civil Surgeon is indefatigable in his attention to the health of the inmates, and there are separate hospitals for patients suffering from infectious complaints. As has been already stated, clothing is distributed by the Charitable Relief Committees, and I recently sent to the Hoshangabad poor-house a bale of clothing received from Liverpool through the Central Committee for the Indian Famine Charitable Relief Fund. Notwithstanding all this, the death-rate in the poor-houses continues high: 273 deaths occurred in the poor-houses of the Hoshangabad district during August. The Deputy Commissioner gives details as under:—

Name of Poor-house.	Average Number of Inmates.	Number of In-patients.	Number of Out-patients.	Deaths.
Hoshangabad	629	212	137	106
Harda	243	123	126	46
Sohagpur	606	223	259	121
Total	1,478	558	522	273

The principal diseases were diarrhœa, dysentery and pneumonia.

In the Khandwa poor-house, with an average population of 292, the mortality was 94. With reference to this high rate, the Deputy Commissioner records that it was "chiefly due to dysentery and diarrhœa amongst cases in a bad state on admission. About two-thirds of those who died came from outside the district."

In the poor-houses of the Narsinghpur district the deaths and the ratio per mille were as under:—

—	Number of Deaths.	Ratio per Mille.
Narsinghpur	111	118·33
Gadarwara	104	184·39
Chhindwara	32	148·80
Total	247	...

Here again dysentery and diarrhœa were the prevailing causes.

In the Betul poor-house there were 41 deaths, "most of which were due to dysentery." In the two poor-houses of the Chhindwara district there were 32 deaths. Of these, 8 deaths were due to debility and the remainder to fever, dysentery and diarrhœa.

The Chief Commissioner called attention during the month to the high death-rate in the Khandwa poor-house. In a memorandum on the subject the Civil Surgeon points out that "more than two-thirds of the inmates come from long distances, being residents of other districts of the Central Provinces, of the North-Western Provinces, Bhopal and (lately) Holkar's territory, so that before they reach here they are worn out by travel, want of food, and disease." This explanation applies (as has been seen) to the poor-houses of the Hoshangabad district and probably to those of the Narsinghpur district as well.

(3.) *Relief Centres (or Kitchens).*

The term "Relief Centre" includes, in this division, (*a*) Police posts at which money doles or food are issued to starving wanderers, and (*b*) selected villages in the Chhindwara Jagirs where relief is distributed in the form of rations, village relief upon the ordinary system not being feasible. Orders issued during the month for the substitution of cooked food for money doles at all Police posts and for the establishment of kitchens at certain other places as well. The number

of kitchens open at the end of August and the number of persons fed thereat is not given in all the reports. The Deputy Commissioner, Betul, writes : " Eleven kitchens are now open, including four connected with relief works." Four of these are in the Betul Tahsil and four in the Multai Tahsil. The number of persons receiving relief at these kitchens on the last day of the month is shown as 220 in Statement A, although in his remarks the Deputy Commissioner gives the total as 92 only. The Deputy Commissioner of Narsinghpur records that the number of persons gratuitously relieved (by money doles or uncooked food) at Police posts on the last day of the period under report was 1,354 as against 111 in the previous month. To these must be added 429 to whom cooked food was given under the most recent orders, making a total of 1,783 persons relieved at " Relief Centres." The number of persons in attendance at distributing centres for village relief in the Chhindwara Jagirs increased from 1,733 in July to 2,128 in August. The Deputy Commissioner writes, " that at the end of the month I inspected the centres at Pagara, Tamia, Delakhari and Mahawaljhir and found that admissions were being made daily, the new-comers being in a decidedly reduced condition. The arrangements for conservancy, sheltering and feeding were satisfactory. The chief want of the people is clothing, which is being supplied by the District Charitable Committee to the best of its resources. As the numbers in receipt of relief in the Pagara Jagir were increasing, a new centre was started at the close of the month at Etawa, making the total 16. The numbers in receipt of relief at these centres form 2·8 per cent. of the total Jagir population." I may note that I inspected the Delakhari Relief Centre last month and was satisfied with the accommodation and the arrangements for cooking, &c. The persons in receipt of relief were obviously in need of it.

Deputy Commissioners have been asked to give in future, under the head " Relief Centres and Kitchens " in their remarks on the monthly Famine Statements full details of the number of kitchens open and the number of persons fed at them—distinguishing between (*a*) kitchens on relief-works, (*b*) kitchens at Police posts and (*c*) kitchens at other places. For the first named class of kitchens I have retained in use the rules framed by me on the 3rd March last ; while for the other kitchens I have adopted the rules printed on page 9 of the notes of the conference held by the Chief Commissioner at Jubbulpore on the 2nd ultimo.

(4.) *Village Relief.*

Totals for the last two months are compared below :—

District.	Number Relieved at their Houses.		Difference.
	July.	August.	
Hoshangabad	4,881	6,439	+1,558
Narsinghpur	7,364	10,953	+3,589
Betul	2,955	4,414	+1,459
Chhindwara	*638	1,386	+748
Nimar	695	1,119	+424
Total	16,533	24,311	+7,778

* Excluding 1,733 persons relieved at *distributing centres* in the Jagirs.

The percentage of the population on village relief is now highest in the Narsinghpur district, where it stands at nearly 3 per cent. Next comes the Betul district with 1·3 per cent. and the Hoshangabad district with 1·2 per cent. In the case of Betul the increase in the percentage has resulted from my visit to that district at the beginning of the month. As I have submitted a special report on the subject, I need only explain here that the number of persons on the Registers of Poor was found to be below the requirements of the situation. As the Deputy Commissioner puts it, in his remarks herewith forwarded,

" Revenue Inspectors had formerly been too strict in judging who was entitled to relief ; but their work is now properly supervised."

It is to be regretted that the Deputy Commissioner did not inform himself earlier of the doings of the Revenue Inspectors and take steps to secure effective supervision. With the sanction of the Chief Commissioner the number of Circle Inspectors in the Betul district has been doubled, an additional Tahsildar has been posted to the Multai Tahsil and two special Relief Officers—Mr. Standen, I.C.S., and Mr. Kirkham, Assistant District Superintendent of Police—have been placed in charge of village relief operations in the tahsils of Multai and Betul respectively. Kitchens have been opened at places where the need for aid is most urgent. The case of the Multai Tahsil is a fresh instance of the rapidity and unexpectedness with which a tract of country supposed to be comparatively immune from famine may develop symptoms of distress, and illustrates the need for watchfulness on the part of district officers. Before the close of the month I visited the Chhindwara district and, warned by the experience of Multai, made enquiries as to the demand for extension of village relief in the rural areas of the Sausar Tahsil, which has hitherto been regarded as only slightly affected by the famine. The Deputy Commissioner was of opinion that the time had now come for taking action in this direction, as infirm persons who have hitherto been supported by their relatives cannot at present hope for much help from the latter. With the sanction of the Chief Commissioner four Additional Inspectors have been appointed and an Extra-Assistant Commissioner has been detailed to assist the Deputy Commissioner in checking the adequacy of the relief given. "A very considerable increase in the numbers on this form of relief," writes the Deputy Commissioner, "may be expected in the course of the next fortnight." The Deputy Commissioner of Hoshangabad has given statistics of the numbers on village relief in each tahsil of his district. It appears that the Hoshangabad Tahsil shows the largest percentage; while the percentage in the Harda Tahsil is only 0·9 per cent. The persons on the registers are said to be "principally those incapacited for work by age or blindness and are mostly of low caste." The Deputy Commissioner has been asked to see that persons temporarily incapacitated for work by weakness due to deficiency of food are not excluded from relief.

In the Nimar district the tract where an extension of village relief is required, and is being carried out, is the Harsud Tahsil, where the Korkus are in same straits for food.

(5.) *General Character of Relief-Works.*

(*a*)—*Under the Public Works Department.*—The statistics of the two past months are contrasted below :—

District.	Workers.		Dependents.		Total.		Difference. (+) or (−).
	July.	August.	July.	August.	July.	August.	
Hoshangabad	34,398	30,511	6,605	5,531	41,003	36,042	−4,961
Narsinghpur	19,720	19,790	3,108	2,725	22,828	22,515	−313
Betul	9,290	7,878	671	1,358	9,961	9,236	−725
Chhindwara	14,644	13,106	1,405	1,507	16,049	14,613	−1,436
Nimar	688	841	105	228	793	1,069	+276
Total ...	78,740	72,126	11,894	11,349	90,634	83,475	−7,159

In the case of Betul, the reduction is only nominal, as the returns for the Jhallar-Sawal-Mendha section of the Ellichpur road had not been received when the totals for the week ending 28th August were made up; and this section employed 1,000 workers and about 400 dependents in the preceding week. Still there has been a falling off in the number of *workers* in every district except Narsinghpur and a Nimar—a result partially attributable (as the Deputy Commissioners of Hoshangabad and Chhindwara remark) to the demand for labour in connection with the early *kharif* harvest.

An additional work was opened at Pachmarhi during the month, to provide employment for the wanderers who have gathered there; and a kitchen and a hospital have been established in connection therewith. Metal breaking was started on the Multai-Nagpur road, on my visit to the Betul district, at the

beginning of the month. In the Narsinghpur district work was re-opened on the Narsinghpur-Kareli road. With these exceptions, the number of relief-works remain unaltered.

Piece-work was in force (side by side with task-work), on the relief-works in the Nerbudda Valley districts, with one or two exceptions. I had seen the works at Khandwa and Harda at the close of July: and in August, I inspected the workers on the Itarsi-Betul road, the Betul-Multai road and the Matkuli-Chhindwara road. My conclusion was that piece-work when managed departmentally is a useful check on the resort to relief-works of persons not absolutely starving and able to earn a subsistence elsewhere. If *contractors*, however, are employed, and are allowed to measure up work and pay the labourers, abuses are almost certain to arise and the system does more harm than good. Towards the close of the month, the revised system prescribed by the Chief Commissioner whereby contractors are excluded and piece-workers cannot earn more than the D. wage was being introduced everywhere except in the Chhindwara district and on certain roads in the Betul district where the condition of the workers was poor. I have asked Deputy Commissioners to be careful in introducing the new rules to see that the persons selected for piece-work are really robust enough to do a hard day's work for a subsistence wage, and to report to me if the condition of the workers on any other road calls for the exercise of the discretion (allowed to me by the rules) of excluding it from the operation of the piece-work system.

(*b*)—*Loan Works.*—Two thousand eight hundred persons are reported to have been employed on works carried out with the aid of famine loans in the Betul district during the month. Rupees 1,438 were advanced during the month on famine loans in the Narsinghpur district.

(6.) *Physical Condition of the People.*

On this subject, the following remarks taken from the report of the Deputy Commissioner of Chhindwara, seem to me to be of general application :—

"There has not been any marked change for the worse and in no locality have the people shown a tendency to leave their homes and wander in search of food. There is no doubt, however, that a large part of the labouring population and, to a less extent, cultivators in poor tracts are reduced by insufficient food. On relief-works the deterioration is noticeable, but is, I think, more apparent than real, as the people who were in good case—that is to say cultivators and robust labourers—have resumed their agricultural employments, and those who are left are (to a large extent) the residue who are not efficient enough to be able to earn a living elsewhere than on relief-works."

I visited all the districts of the Division during August and the last week of July, and what I observed enables me to adopt the foregoing statement of the position as substantially correct. The persons admitted to poor-houses were, as has been remarked above, when dealing with the poor-house statistics, mostly in a debilitated condition, being chiefly wanderers from other districts and Provinces.

(7.) *Mortality.*

Including deaths from all causes the mortality in July was as shown in the subjoined comparative statement :—

District.	Number of Deaths.		Rate per Mille per annum.	
	June.	July.	June.	July.
Hoshangabad	3,031	2,130	73·80	51·9
Narsinghpur	2,378	2,298	77·76	75·12
Betul	2,036	2,408	75·60	89·43
Chhindwara	1,630	1,654	48·96	48·72
Nimar	1,992	1,603	83·52	67·32
Total	11,067	10,093	...	...

There was thus a decrease in the mortality in all districts except Betul and Chhindwara. In Chhindwara there was practically no change. In Betul the death-rate rose from 75·60 to 89·43. In my report for July, I gave the July mortality statistics (as nearly as they were then obtainable) in advance, and pointed out that the decrease in Hoshangabad and Nimar was due to the disappearance of cholera. I also adverted to the Betul figures and need not repeat here what I then said.

The Deputy Commissioner of Chhindwara, after pointing out that the number of deaths reported for July in his district has on four occasions in the last decade been considerably exceeded, and on four occasions been very nearly equalled in years when scarcity was not recognised or suspected, records the following observations which are, I think, equally applicable to Betul :—

"The month of July was a very trying one for people who had for some months been living on a bare subsistence. Rain fell without intermission day after day, and weeding and other field work had to be carried on under conditions which must have been trying even to persons of robust constitution. It is not surprising therefore that deaths from fever, lung affections and diarrhœa induced by chill should have been frequent. In one village alone in the Sausar Tahsil 15 deaths from bronchitis were reported ; and similar cases have been quoted from Police roznamchas as having occurred among the field servants of malguzars and others who cannot be said to have been exposed to privation."

The only district which reports *verified* deaths from starvation during July is Hoshangabad. The two persons who died are said to have been wanderers from Bhopal who dropped by the road-side before reaching any centre of relief.

(8.) *Stocks.*

The following remarks on the subject of food stocks are abstracted from the district summaries :—

Narsinghpur.—"It is believed that the food stock is still not insufficient."

Nimar.—"Food stock sufficient."

Chhindwara.—"Food stocks continue to be adequate."

(9.) *Prices.*

The prices prevailing in the last week of the months of July and August are compared below :—

District.	Seers per Rupee.					
	Wheat		Juari.		Rice.	
	July	August.	July.	August.	July.	August.
	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.
Hoshangabad	8 12	7 12	8 10½	8 6	8 3½	7 5½
Narsinghpur	8 0	8 0	8 0	9 0	7 0	7 8
Betul	7 8	7 4	8 0	8 0	...	...
Chhindwara	7 0	7 5	8 0	8 2	6 2	6 5
Nimar	...	...	8 0	8 8	...	...

It will be observed that prices rose slightly in Hoshangabad and were fairly steady elsewhere. The ripening of the cheaper *kharif* grains is not likely to affect the price of wheat, *juari*, and rice, but will afford relief by providing an ample supply of a cheaper food.

(10.) *Import and Export of Grain.*

District.	Imports.		Exports.	
	July.	August.	July.	August.
	Maunds.	Maunds.	Maunds.	Maunds.
Hoshangabad	51,357	21,136	4,238	5,950
Narsinghpur	53,738	25,331	2,389	3,148
Betul	4,895	540	*Nil.*	*Nil.*
Nimar	55,382	40,961	1,170	802
Chhindwara	Details not given.			

There was thus a considerable falling off in the imports into all districts.

(11.) *General Condition and Prospects of Affected Area.*

The Deputy Commissioner of Hoshangabad writes :—

"The present prospects are most hopeful. A very large area has been sown with kharif crops, all of which are in perfect condition. The early kharif crops are being cut and are yielding a bumper crop. I saw one field which for Re. 1 of grain sown was yielding a crop worth Rs. 60 at present prices, and this was only a little above the average. These crops will do much to re-instate the credit of the tenants and should render it easier to get the remainder of the land sown with rabi crops, if the monsoon continues favourable.

The Deputy Commissioner of Narsinghpur notes that :—

"At present the prospects of the *kharif* crops are very favourable as the fall of rain has been seasonable up to this time."

The Deputy Commissioner of Chhindwara observes that :—

"Nothing has occurred to make any change necessary in the favourable forecast given last month of the district as a whole. The present break in the rains, on the contrary, is relieving the anxiety felt in some parts about the prospects of the *juari* sown in heavy lands, which was suffering from excessive moisture. In the villages forming the part of the Pagara Jagir below the Ghats which borders on the Hoshangabad and Narsinghpur districts the *kharif* area sown is, however, very small, being estimated at 4 or 5 annas. The people of this part appear to have left their villages for employment in the neighbouring districts and many have up to now not returned to their homes. It will be necessary to set aside a special allotment for *rabi* sowing in this area, and orders are now issuing for the preparation of lists of the tenants who will require assistance.

The Deputy Commissioner of Betul records that :—

"If we do not receive too much rain during the next few days, but have moderate rain during the latter part of the month, agriculturists will have nothing to complain of."

Finally the Deputy Commissioner, Nimar, writes that :—

"Crops are so far good. Inferior grains will be shortly reaped, and the prevailing distress will be somewhat ameliorated."

(12.) *Changes in the rate of Wages.*

There is nothing under this head.

(13.) *Crime.*

The Deputy Commissioner, Narsinghpur, reports a decrease in the number of offences. The Deputy Commissioner of Betul records that "thefts are numerous." In Nimar the figures representing offences are "much in excess of last year's, which, however, were remarkably low."

(14.) *Summary for the Division.*

The aggregate numbers on relief at the end of July and August are compared below :—

Nature of Relief.	31st July.	28th August.
	Numbers Relieved.	Numbers Relieved.
A.—Works	78,740	72,126
B.—Gratuitous Relief—		
1. In Poor-houses	4,386	4,239
2. Other gratuitous relief, including dependents	30,351	39,791
Total *A.*	34,737	44,030
Total *A.* and *B.* ...	113,477	116,156

The decline in numbers on relief-works has been more than counterbalanced by the increase in the numbers on village relief.

L. K. LAURIE,
Commissioner.

10*th September*, 1897.

CHHATTISGARH DIVISION.

(1.) *Private Charity.*

The report of the Bilaspur district shows that the District Committee of the Indian Charitable Relief Fund have up to the close of the month assisted in all 22,321 cultivators, making with their families a total of 90,000 persons. The Raipur report deals only with the operations of the month, during which an expenditure of Rs. 15,483 was incurred in providing "Khawai" or subsistence until the harvest for 5,612 families of poor cultivators, besides Rs. 2,500 expended in the purchase of clothes for the destitute. Complete accounts of the extent of relief afforded by the Indian Charitable Relief Fund Committees at Raipur and Bilaspur are not at present available. They are being obtained by the Deputy Commissioners and will be reported at an early date. The poor-house at Bisrampur in the Raipur district continued open, and nothing new is reported regarding it. There was also some distribution of alms by Missionaries in the district. The Deputy Commissioner, Bilaspur, reports as follows :—

"The Reverend Mr. Adams at Bilaspur supports about 600 persons and the Reverend Mr. Gordon distributes rice on alternate days to 225 persons at Mungeli and to 547 at Setganga. Besides this he feeds at his kitchen in Mungeli 175 orphans and destitute children. The Reverend Mr. Nottrott provides work for 197 people."

In regard to the indiscriminate distribution of alms by Missionaries, I may reproduce the criticism of the Deputy Commissioner, Raipur, which, from the information that has reached me, would appear to be in some degree applicable to the Bilaspur district also :—

"This has not had altogether satisfactory results, as it caused the congregation of a number of weakly persons, some of whom could not be relieved in time. On the other hand, the fact that distressed wanderers collect there makes it easier for the police to seize them in batches for purposes of relief, instead of having to hunt for them scattered about the neighbourhood. The only fault I have to find with this almsgiving is that, according to the reports that I have received, there is no serious attempt to exact any labour in return for it even where the recipient is well able to do work; but I have not had the advantage of hearing what the reverend gentleman concerned has to say on this point."

The private poor-houses in the Sambalpur District have all been closed. The inmates were mostly from other districts, to which they have been sent away, with the exception or 124 weakly persons, who have been temporarily detained at the Sambalpur Main Dispensary until they are fit to travel.

(2.) *Government Poor-Houses.*

The table compares the number of poor-houses and their population in each district during the past three months :—

	Number of Poorhouses.			Number of Inmates.		
	June.	July.	August.	June.	July.	August.
Raipur	4	4	6	4,222	4,170	4,892
Bilaspur	4	4	4	6,385	8,129	6,274
Total ...	8	8	10	10,607	12,299	11,166

In the Raipur district the semi-private institution previously existing at Gondia was during the month regularly organised as a Government poor-house, as directed by the Chief Commissioner, and it is assumed that similar action must have been taken at Lohara, though no definite report to that effect has been received. I am instructing the Deputy Commissioner to impress once more on his assistants, and particularly on the officer in charge of the Lohara sub-division, the absolute necessity of keeping him furnished with punctual as well as full information on all points ; and a copy of my instructions is being sent to Bilaspur. A poor-house has not been opened at Gunderdehi as originally proposed, as the Public Works Department kitchen there is found to answer all requirements.

The population of the poor-houses in the Raipur district has increased from 4,170 to 4,892, a result partly due to the increase in the number of institutions. In the Bilaspur district the population of poor-houses fell from 8,129 to 6,274. The numbers drafted to relief works and to village relief were in the Raipur district 2,049 and 323, and in the Bilaspur district 2,337 and 437 respectively. The figures for the latter district do not include the Mungeli Poor-house, for which returns have not been sent in. From the large fall, however, in the population of the institution, viz., from 2,065 to 1,084, it is gathered that a very considerable number of the inmates have been sent to the relief-works or to their homes for village relief. In this and in the other poor-houses of the district the statistics returned show that attention has been paid to the subject of reducing the numbers by removing those persons who can more suitably be relieved in other forms. The population is still very large in the Bilaspur poor-house, being 3,700, or only 159 less than in July, though no less than 2,458 persons were removed during the month. The population includes 980 persons in hospital and 520 orphans who are kept in a separate orphanage. The fresh admissions to the poor-houses are said to have numbered no less than 3,639 persons ; but this figure seems scarcely consistent with the other statistics given. In the Raipur district the instructions for drafting persons from the poor-houses appear to have been imperfectly understood. The Deputy Commissioner has taken the matter in hand, and better results may be looked for in the current month.

Deaths in poor-houses continue to be lamentably high. In the Raipur district the actual number of deaths appears to have been 348 against 270 in July, though the police returns show figures largely in excess of these, and it seems doubtful whether, even as now returned, the figures have all been properly verified. The Deputy Commissioner has been asked to make arrangements for securing greater accuracy in future. The distribution is as under :—

	July.	August.
Raipur Poor-house	65	70
Baloda do.	77	93
Gondia do.	6	*Nil.*
Drug do.	28	41
Simga do.	94	144
Total	270	348

For Simga the correct figure is shown by a report just received to be 144, and not 193, as taken by the Deputy Commissioner from the police return, which return is shown to have included under the head of deaths in the Simga poor-house the entire mortality of Simga village and its suburbs. Even with this correction, the deaths in this poor-house have been very numerous ; but it is satisfactory to note that the matter engaged the special personal attention of the Deputy Commissioner during the month, and that everything possible has been done by him to improve the health of the inmates.

In the poor-houses of the Bilaspur district the total number of deaths returned was 885 against 814 in July and 586 in June. Of these, no less than 319 occurred in the Mungeli and 248 in the Pandaria Poor-house, where it is reported that one-third of the deaths were of persons who had been less than three days in the institution. The arrangements of both these poor-houses have been defective in the past ; but better paid and more efficient Superintendents have lately been appointed to them ; and their sanitation is now carefully and constantly supervised by the special Medical Officer (Surgeon-Lieutenant Wall) deputed to famine duty in the district. Much of the mortality in all the poor-houses is no doubt due to the hopeless condition in which persons are received, and is one of many indications of the severity of distress in the district. It is hoped that the measures of relief now adopted will sensibly diminish the number of such cases.

(3.) *Relief Centres.*

It appears that there are still 26 relief centres in the Raipur district, at which 1,654 persons were relieved, as compared with 1,504 persons at 27 centres in the month of July. But little progress would appear from these figures to have been made with the work of converting relief centres at Police stations into kitchens, although 19 new kitchens are reported to have been opened by the Police. I have some reason, however, for believing that more progress has been made than the figures indicate, and that at many of these centres relief is now given in the form of cooked food ; in other words, that their conversion into kitchens has been duly effected. The Deputy Commissioner is being asked to report definitely on the point.

In the Bilaspur district relief centres are said to have been maintained in connection with the road patrol system. These are presumably what I referred to in my report on the system as "relief stages." The Deputy Commissioner reports that 27 such centres were maintained at Pendri and 17 at Thakatpur, a statement which is not very intelligible and which I have asked him to explain. The relief centres at Seorinarain and Chandkuri have been converted into kitchens. The road patrol system continues to work well, 525 starving wanderers being shown as rescued during the month by means of this agency.

(4.) *Relief Kitchens.*

In the Raipur district, 39 kitchens have been established, of which 18 are under the Public Works Department and 19 are managed by the Police. The numbers relieved are not given, as figures have not yet been reported to the Deputy Commissioner. In the Bilaspur district altogether 17 kitchens were opened, at which 1,805 persons were fed, 1,789 of them being children.

The Deputy Commissioner reports :—

"This form of relief is being extended as rapidly as possible, and a large increase in the numbers may be looked for. Some other kitchens, especially in the Mungeli Tahsil, are known to have been opened, from which reports have not yet been received."

(5.) *Village Relief.*

The number of persons on the village registers of poor in the Raipur and Bilaspur districts during the past two months is compared below :—

—	July.	August.
Raipur	10,989	17,010
Bilaspur	59,164	71,922

There has been a large increase in both districts, and the figures will probably be still higher in the current month. The Deputy Commissioner of Raipur writes at length on this subject, explaining that the additions to the village registers were necessary and were made after careful enquiry. In these views I fully concur. The strict application of the terms of Section 34 of the Famine Code, which was formerly insisted upon in this district, has proved, as the result of practical experience, an inadequate remedy for distress in its present stage; and, as in the Jubbulpore Division, it is now found necessary to accept an emaciated appearance as a sufficient qualification for admission to this form of relief. In the Bilaspur district the severity of the distress has brought up the number. This is no more than was expected. Arrangements in this district appear to be now working efficiently.

(6.) *General Character of Works.*

(*a*) *Under the Public Works Department.*—The statistics of the past two months are contrasted below :—

Districts.	Workers.		Dependents.		Total.		Difference	
	July.	August.	July.	August.	July.	August.	+	−
Raipur	39,415	32,690	10,175	6,501	49,590	39,191	...	−10,399
Bilaspur	45,863	40,248	5,926	4,130	51,789	44,378	...	−7,411
Sambalpur ...	2,218	285	194	170	2,412	455	...	−1,957
Total ...	87,496	73,223	16,295	10,801	103,791	84,024	...	−19,767

Taking workers and dependents together, there has been a decrease of 19 per cent. The decline in the Raipur district is attributed mainly to a number of persons having returned to work in their fields, and the same reason is assigned for the decline in the Sambalpur district. On the other hand, the decrease in the Bilaspur district is due chiefly to the unauthorized introduction by subordinates of the Public Works Department on a number of roads of the new system of piece-work described in Chief Commissioner's memo. of the 3rd August. Para. 5 (*a*) of that memo. leaves to the Commissioner full discretion to prohibit the introduction of the new system in any locality where he may consider it unsafe, while para. 6 provides for the continuance of the old piece-work system formerly devised for this Division on any works where it already existed. As there was some doubt regarding the particular works on which the old piece-work system had not been already introduced, and to which therefore the new orders would apply, I wrote to the Executive Engineer for a list of such works, to enable me to consider, for each of them, whether there was occasion for the exercise of my veto under para. 5 (*a*), requesting that in the meanwhile no action might be taken. While correspondence on the point was proceeding between the Executive Engineer and myself, it seems that his sub-divisional officers took upon themselves, apparently of their own initiative, and without reference to him, to set about introducing the new system on all works indiscriminately. I found it necessary, as separately reported, to issue peremptory orders for its discontinuance throughout that district, and to declare the whole district an unsafe locality for its operation. In the Raipur district there has been less scope for the introduction of the new system, owing to most of the works having been already organized on a piece-work basis, under what are generally referred as Mr. Penny's rules. On one of the works not so organized it is believed,—(though the Executive Engineer appears to have no definite information on the subject)—that the new system has been introduced without waiting for orders; and here I have allowed it to continue. It is only in respect of one work in the Raipur district, the Dongargarh-Pandaria road, that I have, for special reasons elsewhere recorded, found it necessary to declare the introduction of this system unsafe.

There was no change in the number of charges in Raipur and Sambalpur. In Bilaspur two additional charges were opened, completing the programme laid down for this district at the beginning of July.

(*b*)—*Under District Officers.*—The number of works under civil agency in the Raipur district fell from 1,288 workers and dependents to 564 workers only. There appear to have been no dependents on these works during the month. In the Bilaspur district these works gave employment to 579 persons including 19 dependents against 1,586 persons relieved in July. The number of these works open during the month is not stated.

(*c*)—*Loan Works.*—Private works started with the help of famine loans gave relief to 702 persons in the Raipur district during the month. No private works were open in the Bilaspur district during the month.

(7.) *Physical Condition of the People.*

On this subject the remarks of the Deputy Commissioner of Raipur, which are corroborated by all the latest information now being received, are worthy of reproduction :—

"The general condition of the people on works is not so favourable as it was, and this deterioration is common throughout the district and has been observed by me and by my sub-divisional relief officers. The general physical condition cannot be termed satisfactory and, notwithstanding the relief given in various ways during the hot weather months, the people do not seem to be strong enough to withstand the effects of the cold and damp in the rains. Children in particular show signs of distress.

Mr. Scott writes :—

"This gradual deterioration is due, I should say, to the fact that each bread-winner of a family can barely earn sufficient for himself when prices rule so high, and when, as is frequently the case, there are five or six helpless old women and children to feed, his earnings do not go far. The women and children gradually grow lean and gaunt, and Government relief is required to prevent deaths from privation."

The physical deterioration since the beginning of the rains is coincident with the reduction of numbers on Public Works Department road works which has taken place in the same period, and it looks as though persons driven by hereditary custom and strong personal inclination to follow agricultural pursuits had had to do so at the expense of physical health and sometimes at the sacrifice of life itself. The increase in the general mortality, though due no doubt in a large measure to the inclemency of the season, points to a physical condition weakened by previous hardships and unequal to the task of withstanding the inroads of disease.

The Deputy Commissioner, Bilaspur, writes as follows :—

"It cannot, I fear, be said that much improvement is as yet discernible. Upon relief works the condition is said to be generally good except upon those newly opened. A disposition among those on village relief to eat to excess upon receipt of the dole is noticed by most officers. Not a few deaths are said to have been caused in this way. Generally the disposition to be wasteful of the money appears to be most marked among those who are in the worst condition. Entertaining, it is said, little or no hope of recovery, they see small necessity for being provident."

The Deputy Commissioner, Sambalpur, reports that the general health of the district is good. Piece-workers on the Dabhra-Khursia road are in good condition. The task workers are reported to be "slightly emaciated, but that there is no specific disease among them, they having sufficient food and a good water supply."

(8.) *Deaths from Starvation.*

No deaths from this cause are reported to have occurred in the Raipur district during the past month. The 12 deaths from starvation reported for July are found on further investigation to have been due to other causes. Deaths from privation in this district numbered 54 against 162 in July. In the Bilaspur district 28 deaths from starvation are reported to have occurred in August, but these deaths have not been all verified as yet. In the district statement, 13 deaths from starvation are returned as having been verified up to the date of report. The number of deaths due to privation during the past month is not reported by the Deputy Commissioner. No deaths from starvation occurred in the Sambalpur district.

The death rate per mille per annum in the three districts during June and July are compared below :—

—	June.	July.
Raipur	109·68	84·
Bilaspur	137·45	119·04
Sambalpur	49·	27·

The death rate has declined everywhere, but it still continues very high in the Bilaspur district. It is to be feared that the mortality in August, and probably also in September, will prove to have been high everywhere.

(9.) *Food Stock.*

No deficiency of food stocks is reported to exist in any district. Prices, however, continue to be high. The prices of rice at the head-quarters of each district during the past two months is compared below :—

—	July.	August.
Raipur	7½ Seers per Rupee.	7½ Seers per Rupee.
Bilaspur	7¾ „ „	7¾ „ „
Sambalpur	8¾ „ „	9½ „ „

The food stock of the poorer classes in the Raipur district, the Deputy Commissioner writes :—

"Is now being augmented by 'kutki,' 'sawa' (a sort of grass seed), a small grain called 'mandia' and by the 'makka' or Indian corn, 500 rupees worth of which was given out in small quantities by the Charitable Relief Committee."

(10.) *Import and Export of Grain.*

District.	Exports.			Imports.		
	June.	July.	August.	June.	July.	August.
Raipur	35,134	26,722	34,290	43,573	15,657	16,726
Bilaspur	5,117	676	398	51,708	34,463	45,729

Imports have increased in both districts. The exports from Bilaspur are very trifling, while the export traffic from Raipur is again on the increase.

(11.) *General Condition and Prospects of Affected Area.*

The prospects of the season are so far very hopeful. The rainfall has been most seasonably distributed, and up to the time of writing there are no indications of a sudden cessation. Statistics recently collected in the Raipur district confirm the estimate previously arrived at, that not less than 75 per cent. of the normal area has been sown. The outturn, however, can hardly fail to be more or less injuriously affected by the neglect, which appears to have been considerable, of the ordinary agricultural operations of weeding and the like, many of the cultivators being too enfeebled to do much hard work for themselves, and being without the means of employing the usual hired labour. Commenting on statistics of persons

found absent from their homes on the 1st of July, the Deputy Commissioner, Raipur, writes as follows :—

"The figures indicate how very severely and how widely the pressure of hunger has affected the district. It is idle to suppose that by the end of next month, even with the very best promise of harvest, relief measures can be discontinued. During the cold weather, when the harvest is available for food, if prices go down considerably, we shall be able greatly to modify existing arrangements and to curtail expenditure on relief. But, as far as can be judged, it will not be possible entirely to discontinue them for another season, and I think we must be prepared to face this. A premature cessation of relief would have exactly the same evil effects as dilatory inception of it. Current prices and percentage of mortality must always have an important bearing on the decision in such a matter, but even if prices and the death-rate go down, we are bound to consider whether the fall is likely to be permanent, or the conditions of the past year to repeat themselves, though in a milder form."

(12.) *Crime.*

The number of cases (complaints made to the Police) of theft, cattle-killing and house-breaking in the Bilaspur district during the past two months is compared below :—

July,	1897	...	...	...	650
August,	1897	...	...	...	607
August,	1896	...	...	...	263

There has been a small decrease in crime as compared with that reported for July. No statistics of crime are furnished in the Raipur report, but the Deputy Commissioner remarks that the number of cases continues to be high.

(13.) *Changes in the Rate of Wages.*

There has been no change during the month in the rate of wages.

(14.) *Employment afforded by Railway Work.*

The Bengal-Nagpur Railway Company's work on the Dhamtari Feeder Line in the Raipur district was stopped at the beginning of the month, owing to want of funds. It has since been arranged that earthwork on this line should be undertaken by Government as a famine work, to be taken over hereafter by the Company at a valuation. Work was in the first instance started under civil agency, giving employment at the close of the month to 960 workers. It has since been transferred to the Public Works Department.

(15.) *Summary for the Division.*

The aggregate numbers on the relief at the end of July and August are compared below :—

Name of Relief.	July.	August.
	Number Relieved.	Number Relieved.
A.—Works.		
1. Public Works Department	87,496	73,223
2. Under civil officers, including works done by Famine loans and private works	9,506	4,275
Total	97,002	77,498
B.—Gratuitous relief.		
1. In poor-houses	12,299	11,166
2. Other gratuitous relief including that of dependents in poor-houses ...	88,425	104,043
Total	100,724	115,209
Grand Total *A.* and *B.* ...	197,726	192,707

(*b*)—*Action taken to organize and complete measures of relief.*—Special attention has been devoted during the month to the proper organization of the arrangements for village relief in the Bilaspur district, which now appears to be working very satisfactorily. Attention has everywhere been directed to the important question of reducing poor-house populations, while in both Raipur and Bilaspur good progress has been made with the establishment of kitchens. In Bilaspur two more relief-works have been opened, completing the sanctioned programme. In many parts of Raipur the subsidizing of field labour has been found a most useful form of relief.

(*c*)—*Prospects of Division.*—The character and conditions of the season have been fully described above. If all continues to go well, another month should see the commencement of an excellent harvest which cannot fail to mitigate very largely the existing distress. But it is too much to expect that, with the advent of the harvest, distress will at once subside altogether, or that measures of relief can with safety be wholly withdrawn for a considerable time to come.

The 14th September 1897. A. D. YOUNGHUSBAND,
Commissioner.

No. F-1771-A., dated Pachmarhi, the 20th September 1897.

From M. W. Fox Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to The Secretary to the Government of India, Revenue and Agricultural Department.

In continuation of my letter No. 1591-F., date the 25th August 1897, I am directed to submit a statement, compiled from figures received from the Sanitary Commissioner, showing the death-rates per mille per mensem in each district of the Central Provinces during the month of August.

The total number of reported deaths has risen from 65,971 in July to 88,275 in August, and the death-rate from 6·46 per mille in the former to 8·35 per mille in the latter month, and this in spite of a large reduction in the number of deaths from cholera and small-pox. Cholera was nowhere present in a virulently epidemic form, yet every district shows an increase of mortality.

2. This general increase, characterising alike those districts where distress is most acute and those where it is (comparatively) less severe, points to a common cause which is not wholly the pressure of scarcity, but is climatic in its origin. The copious rainfall of the month, with chills due to the fall of temperature caused thereby, has undoubtedly produced a large excess of deaths from fevers, dysentery and diarrhœa. The use of the vegetables common in the rainy season—various forms of gourds and cucumbers—has probably added to the virulence of bowel-complaints. But, quite apart from the causes affecting the general population, there can be no doubt that the deplorable mortality of the month (in all years one of the most unhealthy of the twelve) is mainly to be ascribed to the effect of unfavourable conditions on constitutions weakened by continued privation. Although all through the month every effort was made to extend village and kitchen relief to those in need, it was not possible to counteract the effects of a continued scanty allowance of food in the case of the many thousands of persons who had not taken advantage of the relief offered them by Government on works, but had preferred to remain at home, looking after their crops or accepting private employment, at a low and insufficient wage. These are persons whom no form of Government relief, except such as would completely take the place of private employment, could reach. The Chief Commissioner fears that, until the autumn crops are fully harvested and a plentiful supply of food is thus obtained, there cannot be any great reduction in the mortality. September, like August, is a specially unhealthy month in these provinces. But by October it may be hoped that conditions will improve.

3. The districts which show the highest rates are again those which were so distinguished in July, namely, Mandla (16·66), Bilaspur (12·51), Seoni (12·29), Betul (11·76), Balaghat (11·75), Saugor (11·62). In Mandla indeed the rate is only a fraction higher that it was in July, and it may be hoped that the worst is now past. A change of Deputy Commissioners took place at the end of August, and the staff has been further strengthened by the transfer of a military officer from Jubbulpore. Strenuous efforts are being made to extend village relief and multiply children's kitchens. The difficulties of the task before the local officers in the hills and forests of Mandla have been described in previous letters. There is some reason to hope that the more vigorous measures that have recently been organised are beginning to bear fruit, since a weekly report received to-day shows a very substantial fall in the mortality figures.

4. In Bilaspur the numbers on village relief now amount to 7½ per cent. of the total population of the district, and the total number on all forms of relief to nearly 12 per cent. At the end of the month some 4,000 children were being fed in kitchens. Recent reports show that wandering has been nearly stopped. Village relief has been steadily and rapidly growing, and it is difficult to believe that it is not now sufficient, yet deaths occur even among persons in receipt of this form of relief. The same is reported to be the case in the Balaghat district also. The reason is not that the doles are insufficient, for in these two districts specially high rates have been sanctioned, but that it is impossible to guard against the improvidence of the recipients. It appears to be not uncommon to find that a man has spent the whole of his monthly allowance a week or ten days before the next payment is due.

Seoni and Betul show the greatest increases in the rates over those of last month, and this circumstance is additional evidence of the fact that the variations in rates do not, after all, depend wholly on the completeness or incompleteness of Government measures of relief. For while in Betul, as explained in the report for July, the sudden development of distress in the south and east of the district was not recognised and dealt with as promptly as it should have been, in Seoni the extension of village relief, and in particular the organisation of children's kitchens, of which there are now 67 scattered over all parts of the district, was taken up in July, and carried out very rapidly. Kitchen relief was in operation throughout the month of August. In Seoni it is said that many deaths are caused by the effects of eating new and unripe grain. This was noticed at the last rabi harvest, and is no doubt occurring now both in Seoni and elsewhere.

In Balaghat also village and kitchen relief were extended during the month. Much of the Balaghat district is very similar in character to Mandla, and the same difficulties have to be overcome. In Saugor village relief has grown steadily, but the establishment of kitchens was not, during the early part of the month, pushed on quite so rapidly as was necessary. The Commissioner is now in Saugor, and it may be expected that the returns for the current month will show considerably larger numbers on this form of relief.

5. The number of deaths verified as due to starvation in July are considerably less than those ascribed to this cause in June. But for the Betul figures, indeed, the return would be by far the most satisfactory that has yet been submitted. Some of the verifications in Betul do not seem to be altogether reliable, and further enquiry will be made. There is unfortunately, however, no doubt that, whether or not these deaths are correctly classified under the technical heading "starvation" they were due, directly or indirectly, to the effects of privation.

Statement showing the Death-rates per mille per mensem in each District of the Central Provinces during the month of August 1897.

Name of District.	Cholera.	Small-pox.	Death-rate excluding Cholera and Small-pox.	Death-rate from all Causes.	Average Death-rate of past ten years.	Excess over Normal.	Excess over last Month.	Deaths verified as due to Starvation in July.
1	2	3	4	5	6	7	8	9
Nagpur	304	...	5·28	5·68	2·94	2·74	1·75	4
Wardha	76	4	6·04	6·24	3·39	2·85	2·24	...
Bhandara	136	5	6·23	6·42	3·17	3·25	·94	...
Chanda	150	6	3·89	4·17	3·09	1·08	·87	2
Balaghat	83	6	11·52	11·75	3·21	8·54	2·94	...
Jubbulpore ...	22	3	5·54	5·60	3·37	2·23	1·22	...
Saugor	11	5	11·59	11·62	4·77	6·85	3·36	...
Damoh	140	4	6·82	7·26	4·52	2·74	2·69	2
Seoni	47	2	12·15	12·29	3·19	9·10	4·01	...
Mandla	184	...	16·12	16·66	3·76	12·90	·22	5
Hoshangabad ...	66	2	6·81	6·95	3·04	3·91	2·62	2
Narsinghpur ...	17	...	7·19	7·24	4·43	2·81	·98	...
Nimar	160	...	6·76	7·32	3·11	4·21	1·72	...
Betul	80	3	11·50	11·76	3·16	8·60	4·31	60
Chhindwara ...	76	1	4·60	4·80	3·18	1·62	·34	...
Raipur	392	46	9·58	9·86	3·17	6·69	2·70	...
Bilaspur	170	20	12·41	12·51	2·94	9·57	2·59	13
Sambalpur ...	107	14	3·62	3·78	3·59	·19	·52	...
Total ...	2,221	121	8·2	8·35	3·39	4·96	1·89	88

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Deputy Secretary to the Government of India, Revenue and Agriculture Department (Famine).

No. F. 1948, dated Pachmarhi, the 15th October 1897.

SIR,

I am directed to submit, for the information of the Government of India, consolidated monthly Statements A and B for September, as prescribed by Section 16 (IV.—VII.) of the Central Provinces Famine Code. The usual memoranda by Commissioners of Divisions and famine maps are also forwarded.

2. The following table will show the numbers on each form of relief at the end of September as compared with those at the end of August :—

Divisions.		Workers.	Dependents.	Poor-houses.	Relief Centres and Kitchens.	Village Relief.	Total.		
							Relief Workers.	Gratuitous.	Total.
Nagpur	28th Aug.	52,672	6,435	4,128	2,493	28,254	52,672	41,310	93,982
	25th Sept.	*60,122*	*4,970*	*3,543*	*7,674*	*32,188*	*60,122*	*48,375*	*108,497*
Jubbulpore.	28th Aug.	58,943	11,161	9,351	17,119	82,091	58,943	119,722	178,665
	25th Sept.	51,924	9,585	5,240	21,904	93,269	51,924	129,998	181,922
Nerbudda.	28th Aug.	72,126	11,349	4,239	4,131	24,311	72,126	44,030	116,156
	25th Sept.	*48,895*	*10,891*	*3,334*	*5,299*	*44,584*	*48,895*	*64,108*	*113,003*
Chhattisgarh.	28th Aug.	76,816	10,820	11,166	4,024	89,199	76,816	115,209	192,025
	25th Sept.	80,066	13,218	9,182	8,494	119,891	80,066	150,785	230,851
Total	28th Aug.	260,557	39,765	28,884	27,767	223,855	260,557	320,271	580,828
	25th Sept.	241,007	38,664	21,299	43,371	289,932	241,007	393,266	634,273

There has been in September, as in August, a reduction of work-relief, and an expansion of gratuitous relief; but while the former has been confined to the two northern divisions and has been very much less marked than in August, the latter has been general and rapid, and thus the nett result has been an increase of some 54,000 in the total numbers on all forms of relief. The increase in the number of relief workers in the Nagpur division is fortuitous, and is due to the fact that the figure for August represented the state of affairs on the day of the *Pola* festival, which happened to coincide with the last day of the month, and for which large numbers of labourers temporarily left the works. In Chhattisgarh the increase was due partly to the total suspension, in the Bilaspur district, of the system of payment by results, which has worked well elsewhere, but which was evidently unsuited to the conditions of that district, and partly to the completion of weeding operations and the consequent lessening of the demand for agricultural labour. In the report for August, written on the 17th September, it was stated that there was reason to think that the demand for agricultural labour had been fully supplied. The district reports for September show that this was the case. The ripening of the early crops afforded relief to cultivators, but their harvesting does not employ any great body of labour, and, during the interval between weeding and the reaping of the main kharif crop, the bulk of the labouring population had no resource but the relief works.

3. The time has now come when, in consequence of the setting in on a large scale of harvest operations and rabi sowings, we may look for a general opening out of field labour. The remark made in the last monthly report regarding the inability of the great majority of cultivators to employ labour at the usual wages, will not apply generally to harvest labour, as that—at any rate when the harvest is abundant, as it promises on this occasion to be almost everywhere—is ordinarily paid by a share of the grain reaped, and there is thus every hope that within

a short time the labouring classes will have food placed within their reach. The time has therefore now arrived in most districts of the Province when the closing of relief works can be taken systematically in hand. In the Northern and Plateau districts the harvesting of the early millets and the early kinds of rice has enabled this operation to be commenced already. Where, as in parts of Saugor and Damoh, and in the Nagpur country, juari is the main autumn food crop, there is still some time before the harvest of food grains will begin. In the southern rice tract of the Wainganga valley also, though the coarse rice is beginning to be cut already, the main rice harvest will be later, and therefore in Balaghat and parts of Bhandara the period of closing works must be somewhat deferred. In Chhattisgarh there are considerable differences between different parts of the large area affected. Orders have already issued for the closing of the one work in the Sambalpur district, where distress has never been severe, and where the harvesting of the early rice, here an important crop, has already caused a substantial fall in prices. In the northern zamindaris of Bilaspur also distress is disappearing, and the one work in that locality has been ordered to be closed. But in the great rice plains of Southern Bilaspur and Northern Raipur it is the opinion of the local officers that the closing of the works cannot, with due regard to the safety of the distressed population, be taken in hand till the beginning of November. Orders have already been issued for the winding up of relief operations in three of the four divisions of the Province. They will immediately issue in regard to Raipur and Bilaspur, and copies will, as desired in your Circular letter No. 27—203-2 F., dated the 18th August 1897, be forwarded for the information of the Government of India.

4. The expansion of gratuitous relief has been entirely in the direction of village relief and children's kitchens. A steady reduction of poor-house population has been going on throughout the month, and since its close good progress has been made in returning to their homes all inmates who are fit to travel, and it is hoped that by the end of the current month such poor-houses as remain open will contain few but hospital patients and orphans. But the terribly high death-rates and the reduced condition of the mass of the village labouring population precluded any idea of curtailing village relief, and this, as well as the establishment of children's kitchens, was pushed on vigorously in every district. The percentage of the population classed as "affected" which is on village and kitchen relief now amounts to 5, and it may be hoped that the numbers have reached their limit. There still some parts of the Province—Mandla, Chanda, and the southern part of Chhindwara—where a further extension may be looked for, and the process of closing works and clearing poor-houses will entail the relegation of a considerable number of persons to this form of relief. But in several districts a contraction has already begun. This will proceed throughout the remainder of the current month, and will become general in November. In all but a few specially distressd tracts it should be possible to make the final payments in the beginning of December.

5. It must always be remembered that, apart from other points of difference, the autumn harvest in the Central Provinces is, in the northern and central districts, fully six weeks behind that of the Ganges valley, while in the rice areas and in the juari tracts of the south it is 2½ months later. The addition to food-stocks afforded by the minor crops, such as maize, are far less important here than there. It may now be considered as certain that the harvest failures which have brought about the present famine have been in the Central Provinces much more serious and extensive than they were in the North-Western Provinces and Oudh, and the climatic conditions of this Province during the rainy season have had an effect upon the health of the people which has been much more fatal and general than that which the ordinary monsoon brings with it in the open parts of the country. With a population generally impoverished and debilitated, living under conditions most adverse to health, great caution is necessary, even with the abundant harvest now in view, in bringing famine-relief operations to a close.

6. The month of September is in these Provinces always recognized, with August and October, as the most unhealthy season of the year, and a large increase of mortality is usually to be expected in this month. The figures for September are not yet available, but from such indications as may be gathered

from the reports and from the weekly returns it may be hoped that, although in some districts, and those not the most severely distressed, the death-rates have again risen, there will prove to have been, on the whole, a sensible diminution of the terribly high rate reached in August. The rates given in the memorandum for the Jubbulpore division (paragraph 12) show a very marked decrease in Mandla and Seoni, where the mortality in August was exceptionally high, and a slight increase in only one district, Jubbulpore, where the August rate was, considering the conditions of the year, remarkably low. If these anticipations are confirmed by the special mortality return now under preparation, it may safely be said that the worst is now over, and that a rapid return to normal rates of mortality may be hoped for. There is no doubt, from the observations made by officers who enquired personally and locally into the high mortality of August and September, that the bulk of it was due to fever, which attacked alike the poor and well-to-do—those who suffered from privation and those who did not. The Commissioner of Jubbulpore describes, in paragraph 12 of his memorandum, the effect of the "wave of malignant fever" which swept over Saugor. The account given by the Deputy Commissioner of Chhindwara (paragraph 7 of the Nerbudda memorandum) of the result of his personal enquiries in the Sausar Tahsil of that district points to a similar condition of things there. And reports to the same effect come from other districts also. Thus the Deputy Commissioner of Hoshangabad writes :—

"Fever this year is unusually prevalent, and no house is free from it * * * The main peculiarity in the mortality is the high proportion of deaths among children five and over, and persons fifty and over. * * * Harda I have not seen since the beginning of September, but in my tour in that tahsil I came across several recent deaths in really wealthy families."

And the Deputy Commissioner of Jubbulpore writes :—

"The unhealthy character of the season has greatly to do with the rise in mortality. Fevers are extremely prevalent in every quarter of the district."

A further proof of the unhealthiness of the season is to be found in the deplorable amount of sickness among the Famine-relief Staff. Officers of all grades have been repeatedly incapacitated by fever, and two—Lieutenant Hamilton Moore in Bilaspur, and Naib-Tahsildar Mukund Ram in Seoni—have died from illness contracted during their inspections. Both these officers, in their several capacities, had been doing excellent work, and both fell victims to their devotion to duty. The Chief Commissioner greatly regrets their loss.

7. There had not, at the end of the month, been that general fall of prices which was looked for; but since its close the downward tendency has been accentuated, and with the large crop of small millets, aided by maize, the food-stocks of the people in the Plateau districts, and to a considerable extent in the Nerbudda valley, have been greatly replenished.

8. The harvest promises to be a bumper one in the case of all crops on the ground, except (so far as the Chief Commissioner's information yet goes) in a part of the Bilaspur district and portions of North Raipur, where the rainfall, elsewhere copious, has been makedly deficient. Full details as to the areas sown are not yet available, but the result of the special kharif field inspection ordered this year should be known by the end of this month. Except in Balaghat and parts of Raipur and Bilaspur, it is generally believed that the kharif area is up to and in some cases in excess of the normal. In Balaghat it is feared that there has been serious deficiency. This district is almost entirely dependent upon one harvest—the kharif—for its food supply, and there is thus a possibility of a recrudescence of distress there in the spring.

In spite of the high death-rate, there is, in most parts of the Province, reported to be a considerable improvement already apparent in the condition of the people. They are in heart again, and the end of the distress appears to be at last clearly in view.

I have, &c.,

M. W. FOX-STRANGWAYS,

Chief Secretary.

Monthly Famine Statement A. for the four weeks ending Saturday evening the 25th September 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Area in square miles.	Population in thousands.	Affected Area in square miles.	Estimated Population in thousands of column 4.	Numbers on Relief Works on last day of Month.					Number on Gratuitous Relief.	Price of one or more Principal Food grains in Seers per Rupee.			Monthly Death-rate (per mille per annum).	Deaths due to Starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Gram.	Wheat.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
JUBBULPORE DIVISION.															
Jubbulpore	3,948	748	2,853	498	1,489	5,305	...	15,107	21,901	37,109	8¾	9½	9½	...	...
Saugor	4,007	592	4,007	592	77	1,025	...	7,984	9,086	27,700	6¼	7¼	8¼	...	...
Damoh	2,831	325	2,007	200	477	543	...	10,600	11,620	21,613	6¼	7½	7¼	...	...
Mandla	5,056	339	5,056	339	151	1,500	...	6,221	7,872	26,391	9	8½	9	...	...
Seoni...	3,198	371	1,766	200	216	110	...	1,119	1,445	17,185	8	8½	9½	...	...
Total ...	19,040	2,375	15,682	1,829	2,410	8,483	...	41,031	51,924	129,998	...	...	...	...	...
NAGPUR DIVISION.												(Juar.)			
Nagpur	3,832	758	524	243	124	7,679	...	4,887	12,690	4,354	9 11/16	9 3/16	8 5/16	...	...
Bhandara	3,968	742	3,400	630	...	137	...	16,135	16,272	19,481	8⅜	13	8¾	...	..
Balaghat	3,164	383	1,500	230	206	2,650	...	26,841	29,697	16,474	8	...	...	...	...
Chanda	10,749	697	2,052	104	...	...	...	...	...	5,331	6 9/16	10	7½	...	...
Wardha	2,428	400	650	70	...	521	...	942	1,463	2,735	...	10¼	...	...	...
Total ..	24,141	2,980	8,126	1,277	330	10,987	...	48,805	60,122	48,375	...	...	...	...	...
NERBUDDA DIVISION.															
Hoshangabad	4,024	499	3,794	361	1,203	13,326	...	7,534	22,063	15,839	7 5/16	...	7¾	...	2
Narsinghpur	1,916	367	1,916	367	441	4,832	...	5,453	10,726	18,351	...	9	8¼	...	...
Nimar	3,928	285	3,928	285	84	199	...	1,087	1,370	1,908	7½	10¼	9	...	...
Chhindwara...	4,630	407	2,549	164	155	5,447	...	2,324	7,926	10,300	...	7½	7 5/16	...	...
Betul...	3,824	323	3,824	323	417.	5,707	...	686	6,810	17,710	...	8	7¼	...	...
Total ...	18,322	1,881	16,011	1,500	2,300	29,511	...	17,084	48,895	64,108	...	...	...	...	...
CHHATTISGARH DIVISION.															
Raipur	11,724	1,584	4,027	710	269	9,671	...	26,161	36,101	45,146	8½	...	8	...	...
Bilaspur	8,341	1,164	8,341	1,164	...	14,712	...	28,571	43,283	105,539	10	7¾	8	...	...
Sambalpur	4,948	796	228	62	...	339	...	343	682	100	10	...	7	...	...
Total ...	25,013	3,544	12,596	1,936	269	24,722	...	55,075	80,066	150,785	...	...	...	...	...
GRAND TOTAL ...	86,516	10,780	52,415	6,542	5,309	73,703	...	161,995	241,007	393,266	...	...	...	...	...

Monthly Famine Statement B for the four weeks ending Saturday the 25th September 1897.

[To be submitted to the Government of India within the first half of the next month.]

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works (*i.e.*, average daily number for three months).			Number for whom relief can be provided by works remaining on programme on date of report (*i.e.*, average daily number for three months) (*a*).		Expenditure since April 1st 1897 (*b*).			Advances since April 1st up to end of month under (*c*).			Revenue suspended or remitted.	
		Date of last programme.	On large works (P. W. D. Schedule A).	Others.	On large works (P. W. D. Schedule A).	Others.	Date up to which account is made up.	Rupees omitting 000s.		Land Improvement Act.	Famine Loans.	Agricultural Loans Act.	Rupees omitting 000s.	
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	Rupees omitting 000s.	Suspended.	Remitted.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
JUBBULPORE DIVISION.														
Jubbulpore	98,000	...	181,496	...	7,150	...	25-9-97	588	420	...	75	133	316	...
Saugor	42,000	...	142,970	...	7,991	...	25-9-97	27	46	...	29	51	441	...
Damoh	40,000	...	152,849	...	53,680	...	25-9-97	324	184	1	55	220	...	407
Mandla	27,000	...	209,514	...	125,260	...	25-9-97	296	88	...	9	56	66	...
Seoni...	26,000	...	126,211	...	10,762	...	25-9-97	10	68½	1½	15	38	84	...
Total	228,000	...	813,040	...	204,843	...	...	1,245	806½	2½	183	498	907	407
NAGPUR DIVISION.														
Nagpur	53,000	...	90,260	...	37,878	...	25-9-97	264	14	...	30	11	...	...
Bhandara	52,000	...	136,542	...	39,676	...	25-9-97	338	68	...	123	45	79	...
Balaghat	53,000	...	149,644	...	10,000	...	25-9-97	647	112	...	47	95	176	...
Chanda	49,000	...	101,308	...	101,308	...	25-9-97	...	...	...	105	11	...	...
Wardha	28,000	...	21,549	...	10,878	...	25-9-97	48	...	...	2	11	...	...
Total	235,000	...	499,303	...	199,740	...	...	1,297	194	...	307	173	255	...
NERBUDDA DIVISION.														
Hoshangabad	65,000	...	261,396	24,000	22,740	1,200	25-9-97	589	69	19	...	4	430	...
Narsinghpur	46,000	...	249,332	...	78,358	...	25-9-97	424	88	...	19	27	426	...
Nimar	18,000	...	100,211	...	97,434	...	25-9-97	8	15	2	....	6	6	...
Chhindwara	29,000	...	104,642	3,000	70,491	...	25-9-97	235	60	...	23	10	10	...
Betul...	23,000	...	154,851	...	91,358	...	25-9-97	161	54	...	16	14	4	...
Total	181,000	...	870,432	27,000	360,381	1,200	...	1,417	286	21	58	61	876	...
CHHATTISGARH DIVISION.														
Raipur	89,000	...	248,733	17,246	12,030	2,000	25-9-97	866	190	...	132	58	272	...
Bilaspur	75,000	...	16,640	30,000	23,522	...	25-9-97	703	772	10	57	84	307	...
Sambalpur	56,000	...	35,822	...	32,149	...	25-9-97	17	...	½	...	7	...	...
Total	220,000	...	301,195	47,246	68,001	2,000	...	1,586	962	10½	189	149	579	...
GRAND TOTAL ...	864,000	...	2,483,976	74,246	832,965	3,200	...	5,545	2,238½	34	737	881	2,617	407

(*a*) Some relief-works will have been more or less exhausted since the last programme, and others will have been provided for entry in the next programme. The net result should be shown in columns 6 and 7.
(*b*) The submission of the report should not be delayed in order that accounts of expenditure may be made up to date of report.
(*c*) The total expenditure incurred and the advances made during the financial year previous to that to which the report and statements under submission belong should be stated in a foot-note.
This statement will relate to the period between the last Saturday of the previous month and the last Saturday of the month under report.

Summary of the remarks in the District Reports accompanying Monthly Famine Statements A and B for the month of September, 1897.

JUBBULPORE DIVISION.

(1.) *Private Charity.*

The sums alloted for *rabi* seed-grain are being rapidly distributed. Arrangements have been made to keep the distribution as far as possible in the hands of Famine Relief Officers and Assistant (including Extra-Assistant) Commissioners.

Excluding these allotments, the expenditure from the Charity Fund during the month is reported to have been :—

District.	I. Additional comforts.	II. Orphans.	III. Relief of respectable paupers.
	Rs.	Rs.	Rs.
Saugor	50	...	345
Damoh	213	...	...
Jubbulpore	4,959	1,264	3,371
Mandla	2,763	...	191
Seoni	1,119	...	365
Total	9,104	1,264	4,272

The allowances granted to respectable paupers in the town of Jubbulpore have now been discontinued, and the charity grain shops have been closed. Coarse rice is now procurable at 11 seers per rupee.

The Church Missionary Society has continued its good work in the interior of the Mandla district.

At Seoni the Scotch Church Mission fed 850 people till the 25th September, when funds ran short and the paupers were thrown on the Deputy Commissioner's hands. Those who deserved relief have been systematically admitted to it.

The Jubbulpore and Saugor districts received a large share of the charity ship-load of grain which lately arrived from America. The American Mission at Bina in the Saugor district distributed about 4,000 maunds. The people of the neighbourhood are indebted to this Mission for much assistance, the utility of which has been enhanced by the discriminating fashion in which it has been given. In Jubbulpore the American Mission made over to the Deputy Commissioner a large amount of grain (about 5,000 maunds) for distribution in the district. It was given to needy families, according to a fixed scale, on cheques issued by Famine Relief Officers. Large quantities have been given to the poor of Jubbulpore town. A share was also placed at my disposal for despatch to Mandla.

(2.) *Government Poor-houses.*

The poor-house population of the past three months has been as follows :—

District.	Number of Poor-houses.			Number of Inmates.		
	July.	August.	September.	July.	August.	September.
Saugor	5	5	5	4,547	2,885	1,753
Damoh	5	5	5	1,662	1,585	1,090
Jubbulpore	3	3	3	2,441	2,553	1,465
Mandla	2	2	2	1,169	1,521	488
Seoni	2	2	2	1,079	807	507
Total ...	17	17	17	10,898	9,351	5,243

The large reduction in the number of inmates indicates that Deputy Commissioners have been following a proper policy in poor-house management. I analyse below the figures for September :—

District.	Number of Inmates at end of September.				
	Orphans.	In Hospital.		In Poor-houses proper.	
		Belonging to District.	Strangers.	Belonging to District.	Strangers.
Saugor	257	*415	...	630	352
Damoh	387	195	85	356	70
Jubbulpore	445	98	203	166	547
Mandla	334	78	20	56	...
Seoni	275	147	23	121	54
Total ...	1,698	1,264		1,329	1,023

* Including strangers.

At both Saugor and Damoh a large number of local paupers are still in the poor-houses and the Deputy Commissioner's attention will be drawn to the desirability of sending them to their villages and relieving them there. In Jubbulpore 70 per cent. of the poor-house inmates are strangers from outside. Those who are able to travel will now be sent back to their homes, and it is hoped that by the end of the current month poor-houses will contain very few beyond those in hospital. Poor-houses at outlying places in the Saugor and Damoh districts are now being closed, and in these, as in other districts, there will be only one poor-house maintained in each tahsil.

The poor-house mortality has fallen considerably in all districts except Saugor, but is still very high. The total number of deaths reported during September was 544 in Saugor, 320 in Damoh, 452 in Jubbulpore, 238 in Mandla and 218 in Seoni. Save in the case of Saugor, these totals are all about 50 per cent. lower than those for the month preceding. Deaths amongst children have been lamentably numerous in spite of the great improvements which have been made in the management of our temporary orphanages. Indeed, care and attention seem to have had but little effect on the death-rate. At Damoh, where the orphans are in the charge of American ladies, and receive the closest and kindest attention, one-seventh of the number died. The case has been similar at the Roman Catholic Orphanage in the Saugor district. Dysentery, diarrhœa and *cancrum oris* have prevailed in a very fatal form, and appear to have taken the place of the relapsing or "famine" fever which has been such a scourge in previous famines. That the diseases are communicable has been recognized for some time past, and the children are everywhere carefully examined every day, and those showing symptons of diarrhœa or *stomatitis* are immediately segregated. Nevertheless it is clear from the number who die some time after admission and from the histories of typical cases that in spite of precautions disease has been spreading by communication, and that the only chance of successfully combating its extension would have lain in breaking up the orphanages altogether. It should be remembered that the past two months have been extraordinarily unhealthy for children. I found the other day at the village of Banda in the Saugor district that on a population of 1,516 there had been 24 deaths during August and September, of which 20 were amongst little children, mostly belonging to well-to-do families.

To less than 54 per cent. of those who died in the Jubbulpore poor-houses were strangers—mostly from Riwa. Strangers also contributed largely (24 per cent.) to the deaths which occurred in the poor-houses at Saugor.

(3.) *Relief Centres and Kitchens.*

Statistics for August and September are compared below :—

District.	Number of Centres and Kitchens.		Number of Persons gratuitously Relieved.		Number of Persons on Light Work.		Total.	
	August.	September.	August.	September.	August.	September.	August.	September.
Saugor	4	30	2,373	4,398	...	...	2,373	4,398
Damoh	10	31	930	2,552	...	...	930	2,552
Jubbulpore ...	57	57	8,205	7,794	152	181	8,357	7,975
Mandla	64	70	2,263	3,295	3,524	2,553	5,787	5,848
Seoni	65	87	3,196	3,719	38	42	3,234	3,761
Total ...	200	275	16,967	21,758	3,714	2,776	20,681	24,534

There has been a considerable extension of the relief given at kitchens in the Saugor and Damoh districts, and in the division as a whole there were at the end of the month over 20,000 children in receipt of cooked food at 275 centres.

I noticed in last month's report the delay which had occurred in opening police kitchens in the Saugor district. These kitchens are now all in full swing, but my recent tour in this district convinced me that this form of relief was very urgently required there, and should have been started earlier in the day. In Damoh, where during August kitchens were also less numerous than elsewhere, the children show fewer signs of distress owing I think to the efficiency with which village relief has been distributed during the past three months.

There is a consensus of opinion as to the very great service these kitchens have rendered to the country, and to humanity, in saving the lives of the field labourers of the future. The children improve with marvellous rapidity and thrive better in freedom on their single meal a day than with the care and constant feeding they receive in orphanages. In some places much persuasion has been required, especially with Gonds, to induce the children to take cooked food. But the kitchens have generally become popular. The numbers attending them will now begin to rapidly decline as the rice crop is harvested.

Mandla is the only district in which relief centres are still maintained as a means of employing the indigent on light work. The numbers attending them are falling rapidly, and they will be closed very shortly.

(4.) *Village Relief.*

There has been a further expansion in all districts but Jubbulpore :—

District.	Numbers Relieved at their Homes.		
	August.	September.	Difference.
Saugor	11,877	20,236	+8,359
Damoh	13,056	14,994	+1,938
Jubbulpore	33,720	24,416	−9,304
Mandla	14,649	21,023	+6,374
Seoni	8,789	12,600	+3,811
Total	82,091	93,269	+11,178

In Saugor this form of relief has now reached sufficient extension. But it has in the past not been given with sufficient liberality, and the arrangements for its distribution left much to be desired. I have recently submitted a separate report on the subject. My recent tour in Damoh left me entirely satisfied with the procedure which has been followed there. The same may be said of Jubbulpore, where village paupers have generally been brought into fair condition, and it has become possible to strike large numbers off the lists. In Mandla relief is now adequately granted in the "home" tahsil. But in the distant tahsil of Dindori the Famine Relief Officers have as yet not been able to recover all lost ground and the numbers on relief are still less than they should be. But increased efficiency has been manifested by a considerable fall in the death-rate.

This is also the case in the Seoni district.

(5.) *Relief Works.*

(*a.*) *Under Public Works Department Management.*—The numbers on Public Works Department relief works during August and September are compared below :—

District.	Number of Workers.		Number of Dependents.		Total.		Difference (+) or (−)
	August.	September.	August.	September.	August.	September.	
Saugor	11,584	9,086	1,738	1,167	13,322	10,253	−3,069
Damoh	9,812	10,503	2,012	2,977	11,824	13,480	+1,656
Jubbulpore	14,009	14,948	3,152	3,440	17,161	18,388	−1,227
Mandla	6,668	4,972	2,347	1,387	9,015	6,359	−2,656
Seoni	2,948	1,403	1,212	416	4,160	1,819	−2,341
Total ...	45,021	40,912	10,461	9,387	55,482	50,299	−5,183

Taking the division as a whole, numbers have declined, but not to the extent one might *primâ facie* have expected. Indeed in two districts there has been an increase. The explanation lies in the fact that weeding is generally completed by the end of August, and from that time till the commencement of the kharif harvesting there is but small demand for casual field labour. This was noticed in last month's report and its effect on the relief works was foreseen. The cutting of early rice has now begun, and though there is still at least a month before the *juari* crop ripens, the cutting of grass is affording a good deal of employment. It is then possible to commence closing relief works without risk, and orders issued some days back for the immediate closure of three in Saugor, three in Damoh and four in Jubbulpore. In Mandla and Seoni the works are gradually closing themselves. They have never been popular in those districts, and the people gladly leave them as soon as other resources open. It is expected that by the end of the current month all Public Works Department charges in the division will have been closed.

(*b.*) *Works under District Officers.*—These only remain of any importance in Jubbulpore :—

District.	August.	September.	Difference (+) or (−).
Saugor	...	17	+17
Damoh	959	1,117	+158
Jubbulpore	8,019	6,772	+1,247
Mandla	1,397	545	−852
Seoni	...	No works.	
Total	10,375	8,451	−1,924

The few dependents relieved on these works are classed with the workers. The 17 persons shown against Saugar are employed on a loan work.

Works in the neighbourhood of towns employ about 40 per cent. of the total. These were primarily intended for weakly persons who could not go to the regular relief-works and who if not given relief-work near their homes, would come on to the gratuitous relief lists. Admissions to these works have, however, tended to be more liberal than this principle would justify. The Deputy Commissioner of Mandla has carefully examined the workers and excluded the strong, and steps in this direction are being taken at Damoh and Jubbulpore.

(6.) *Railway Works.*

There has been no diminution to speak of in the employment afforded to able-bodied workers on the construction of the Saugor-Katni line—

District.	28th August.	25th September.
	No.	No.
Saugor	4,568	6,700
Damoh	6,322	5,927
Jubbulpore	4,671	3,906
Total	15,561	15,533

I was informed ten days ago that financial pressure necessitated the immediate stoppage of work and the dismissal of all these labourers. But I am glad to say that different counsels have apparently prevailed. To suddenly throw out of work over 15,000 labourers would have introduced a most serious complication and would probably have obliged us to keep relief-works open some time after the date on which we now expect to close them.

(7.) *Summary of the Relief granted in the Division.*

The numbers on relief in all five districts have risen from 178,665 to 181,796 or by something under 2 per cent. For this, speaking broadly, the slackness in the field-labour market has been responsible. The Jubbulpore district alone shows a decrease in the numbers relieved. But the poor are here generally in better condition than elsewhere in the division and have been in the past relieved with more liberality. I compare below the percentages of the total population receiving relief in the five districts.

District.	July.	August.	September.
	Per cent.	Per cent.	Per cent.
Saugor	6·4	5·5	6·1
Damoh	16·1	8·7	10·2
Jubbulpore	10·3	9·4	7·9
Mandla	5·8	9·7	10·0
Seoni	3·3	4·6	5 0

The percentage gratuitously relieved rose from 67 to 72. This is more than was expected.

(8.) *Food-Stocks and Trade.*

The three outlying districts—Damoh, Mandla and Seoni—imported more largely than in the month preceding :—

District.	Imports.			Exports.		
	July.	August.	September.	July.	August.	September.
	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.	Maunds.
Saugor	88,022	40,255	15,630	374	1,658	...
Damoh	54,675	23,530	26,899	Not reported.	*Nil.*	90
Jubbulpore	55,146	32,297	15,938	7,072	11,242	11,202
Mandla	...	1,398	6,733	...	*Nil.*	*Nil.*
Seoni	4,816	1,954	3,201	855	1,560	2,442

The *kutki* and early rice crops have come into market in Mandla and Seoni, and there is now no lack of food-grain. Prices are falling rapidly in these districts. The tract in which grain is now scarcest is the Hatta Tahsil of Damoh where little is grown in the kharif besides *juari*, which will not be harvested for some time to come.

(9.) *Prices.*

The average prices for wheat, gram and rice are compared below :—

District.	Wheat.		Gram.		Common Rice.	
	August.	September.	August.	September.	August.	September.
	Seers per rupee.	Seers per rupee.	Seers per rupee.	Seers per rupee.	Seers per rupee.	Seers per rupee.
Saugor	8¼	8¼	7¾	7¼	6	6¼
Damoh	7	7¼	7½	7½	6	6¼
Jubbulpore	9	9½	9½	9½	8	8¾
Mandla	8	9	8½	8½	7	9
Seoni	8¾	9½	8¼	8½	7½	8

Wheat has fallen a little everywhere except in Saugor. It is just now in great demand for the rabi sowings and maintains its price independently of the general value of food-grain. This is also true in regard to gram, and in a still greater degree, as there seems to be very little gram in the country. The price of rice has fallen considerably in Jubbulpore, Mandla and Seoni, but shows very little change in Saugor and Damoh, where the production of rice is inconsiderable, and, so far as local supplies are concerned, the harvest will not influence prices much till the *juari* crop is reaped. In Mandla and Seoni *kutki* is now selling at over 12 seers per rupee : and the Deputy Commissioner of Seoni notices the curious fact that quantities of old *kodo* and *kutki* are coming to market, which have been hitherto held up by the ryots in case last year's disasters should repeat themselves.

(10.) *Rates of Wages on Public Works Department Relief Works.*

In Seoni the wage rate was lowered to 9 seers before the end of the month. Elsewhere no change was made. But rates have generally been lowered since the commencement of October.

(11.) *Crime.*

Comparative statistics are given below :—

	Total Number of Offences.				
	Saugor.	Damoh.	Jubbulpore.	Mandla.	Seoni.
September 1897 ...	222	81	435	115	121
August 1897	368	148	718	223	315
September 1897 ...	217	129	511	135	152

The marked decrease in the crime everywhere is the most striking of all the indications of improved conditions. It will be observed that its amount is not very much less than during the month preceding, but that except in Saugor the statistics compare very favourably with those for September 1896.

(12.) *Mortality.*

The latest complete returns received are those for August. They are compared below with those for July :—

District.	Total Number of Deaths.		Deaths from Cholera.		Monthly Death-rate.	
	July.	August.	July.	August.	July.	August.
Saugor	4,887	6,877	118	11	8·2	11·6
Damoh	1,564	2,364	47	140	4·8	7·2
Jubbulpore	3,279	4,192	75	22	4·4	5·6
Mandla	5,579	5,653	747	184	16·4	16·6
Seoni	3,070	4,555	80	47	8·3	12·5

The portentous increase in the death-rates of Saugor, Mandla and Seoni during the month of August was noticed in last month's report. It remains to accentuate the fact that during that month fever attacked certain tracts with pestilential severity. From some points of view the increase in the Saugor death-rate was one of the most unsatisfactory features of the month, as there were no such difficulties to be encountered in this district as in the wilds of Mandla and Seoni, and famine relief should have been as efficient as in Damoh or Jubbulpore. I have lately spent 12 days touring in the interior of the Saugor district and have made detailed enquiries into the mortality of the villages I came across. The general results have been separately reported, but I may note here that they indicated that a wave of malignant fever passed across the district such as was experienced in some districts of the North-Western Provinces after the famine of 1877, and that, as in the North-Western Provinces on that occasion, the well-to-do suffered equally with the poor. On the occasion of my visit to Saugor I was assured that not a household in the city have escaped sickness. Of 45 clerks in the Deputy Commissioner's office, 11 had been incapacitated for duty in August and 10 in September, for periods which gave an average of a week to each man. At one time sickness deprived the Executive Engineer of the services of seven out of his nine clerks. The Police force suffered from an abnormal amount of sickness, 13·4 per cent. of the strength being in hospital during August, and numbers being invalided at their homes from lack of hospital accommodation. Similar reports, though not in so much detail, have reached me from Mandla and Seoni, and it may be accepted that a very large proportion of the abnormal mortality of

August resulted from sickness which, so far as one can judge, was quite unconnected with the scarcity of food, and may have proceeded from the rise in the water level from the abnormal depth to which it had fallen through the long period of drought.

September is ordinarily more unhealthy than August, and last year the September death-rates were exceedingly high. In Saugor, Jubbulpore and Mandla more than eight persons died per thousand of population, and in Damoh the number of deaths per thousand exceeded 11. This year I am able to report a general fall as shown by the following figures :—

District.	Monthly Death-rate, excluding Cholera Deaths.								
	January.	February.	March.	April.	May.	June.	July.	August.	September.
Saugor	3·8	4·6	4·0	4·2	5·8	8·5	8·0	11·6	*11·2
Damoh	5·3	4·2	4·1	4·0	3·1	6·2	4·6	6·9	6·7
Jubbulpore ...	7·7	8·8	6·5	5·0	5·3	5·1	4·3	5·5	5·9
Mandla	3·9	5·5	5·5	3·9	5·1	6·9	14·2	16·1	10·3
Seoni	5·3	4·4	4·1	3·4	3·6	4·9	8·0	12·2	8·6

* Approximate only.

Mortality increased in Jubbulpore, but to no great extent, and a death-rate of 6 per mille seems no more than must be expected during so unhealthy a season. In Damoh the number of deaths decreased and about 1,500 fewer people died than during the corresponding period of last year. There was a very large decrease in the number of deaths occurring in Mandla and Seoni, which, though still excessive, do not appear so when judged by last year's standard. The Saugor death-rate has remained practically stationary at over 11 per mille. It is true that for this the fever epidemic is in great measure responsible ; but it is also true that the poorest classes of Saugor are in worse case than those of Damoh and Jubbulpore.

(13.) *The Physical Condition of the People.*

I have during the month toured in the interior of the Jubbulpore, Damoh and Saugor districts. In Jubbulpore and Damoh the condition of the villagers struck me as generally satisfactory and one very rarely meets with a person showing signs of great privation. In Saugor distress was more apparent. Many of the people on the village relief lists were exceedingly thin, and in each kitchen I inspected, children in miserable condition were to be seen. I was unable to visit either Mandla or Seoni. The Deputy Commissioner of Mandla (who only took charge towards the middle of the month) has not found distress as acute as he expected, but he writes that "the general condition of the people is bad," and this is borne out by the diaries which have reached me from his Famine Relief Officers. There has been a great improvement in Seoni, and the Deputy Commissioner writes very cheerfully. It is to be wished that the death-rate was lower. In both these districts the harvesting of the kharif staples has begun, and distress will soon be a thing of the past.

(14.) *General Condition and Prospects.*

Excluding the little patches of maize grown in cottage gardens, the first crop to be cut was the small millet called *kutki* (*panicum miliare*), which is largely grown in Mandla and Seoni and has given the people of these districts much cheaper grain than is obtainable elsewhere. The harvesting of the early rice has now commenced, and this will again benefit Mandla and Seoni as well as parts of Jubbulpore and Damoh. The tracts which must wait longest for relief are those where *juari* is the chief crop, and from this point of view the Khurai Tahsil of Saugor and the Hatta Tahsil of Damoh are just now the least fortunate parts of the division.

The kharif harvest is assured and will be an exceedingly good one. A season very seldom suits all the crops on the ground. But it is so this year. Rice, *juari*, cotton, *til* and *ramtilli* all are excellent, and the cultivators have not to balance the gain on one crop by the loss of another. A fall of rain during the first week of October would have been useful for the rabi sowings. But so far as one can learn there is everywhere sufficient moisture in the ground to ensure germination.

J. B. FULLER,
Officiating Commissioner.

NAGPUR DIVISION.

(1.) *Private Relief.*

Nagpur.—Complete accounts of the extent of relief afforded by the Charitable Relief Fund Committee are not available. The main features of the month were the opening of a branch cheap grain shop in the Sadar Bazar and an allotment for distribution of clothes at the kitchens throughout the district. The respectable poor are assisted at Nagpur, Kamptee and Umrer. Private subscriptions are said to have been readily forthcoming in support of kitchens at Kalmeshwar, Kelod, Saoner, Khapa and Kondhali. The Revd. J. Douglas has given assistance to a kitchen opened by the Deputy Commissioner at Dhapewara and has himself opened a kitchen at Patansaongi which is conducted on Government lines. Kitchens have also been opened by the Raja of Nagpur, the Swasthanik Estate, Musst. Laxmi Bai and Krishna Rao Gujar (both under Court of Wards) at some of their villages. Malguzars and others mentioned in previous reports continue their "*Sadá-basts*" or daily dole.

The Deputy Commissioner writes :—

"Bishop Pelvat has an orphanage with about 150 inmates ; this I had thought to be the home of the orphans brought from Jubbulpore and elsewhere, but on visiting it I find it is a poor-house, all who require help being admitted."

Bhandara.—It is reported that nearly all the money allotted from the Charitable Fund for rabi seed has been distributed and that voluntary monthly subscriptions for providing comforts, &c., in poor-houses, originally promised in November last for eight months, have now been discontinued. The lists of respectable poor have been revised, and this has relieved the Fund of a considerable portion of the expenditure that was being incurred on their account.

Balaghat.—The following amounts were spent in poor-houses from private subscriptions during the months of August and September :—

—	August.	September.
	Rs.	Rs.
Balaghat	11	86
Katangi	...	...
Baihar	6	...
Total	17	86

Large quantities of rabi seed-grain were distributed and are still being distributed from the Charitable Fund, but statistics are not available.

Chanda.—The cheap grain shops which have been opened at Chanda, Warora, Brahmapuri and the lower taluqs of Sironcha have been very successful.

It has been decided to spend some Rs. 5,000 of the funds of the Indian Charitable Relief Fund for the purpose of clothing the destitute poor before the cold weather sets in, and at the same time to provide employment for the weavers and blanket-makers of the district, who are now feeling the pinch of privation. For this purpose Rs. 2,500 have already been allotted to Tahsildars, and the work is in progress.

Wardha.—Juari is being doled out to poor people at some half dozen centres. Whenever the money raised by subscriptions was exhausted, aid was given from the Charitable Fund.

(2.) *Government Poor-houses.*

The number of poor-houses and the number of persons maintained in them are shown below with the numbers during the two preceding months :—

District.	Number of Poorhouses.			Number of Inmatef.		
	July.	August.	September.	July.	August.	September.
Nagpur	2	3	3	1,079	1,500	1,194
Bhandara	4	4	5	948	886	917
Balaghat	3	3	3	1,076	1,028	906
Chanda	...	...	...	...	...	...
Wardha	2	2	2	504	505	526
Total ...	11	12	13	3,607	3,919	3,543

New admissions are said to be still frequent at Nagpur and Katol, chiefly owing to wanderers returning from the Berars.

The increase of one in the number of poor-houses in Bhandara is not due to the opening of any new institution, but merely to the fact that the Bhandara orphanage, which was formerly included in the poor-house, is now shown separately, as owing to increase in the number of children there was no longer sufficient accommodation for them in the poor-house. The rise in the number of paupers is due to ordinary fluctuations only.

There has been a satisfactory decrease in the number of deaths, although the mortality, especially at Gondia, is still high. A special "isolation shed" has now been constructed at Gondia in which new arrivals suspected to be suffering from dysentery are kept for some time, and all the more serious cases are treated in private houses close by which have been rented for the purpose, as, owing to the high water level of the Gondia tank, the site of the poor-house has become somewhat damp.

The increase in the number of admissions is largely due to the receipt of two large drafts of paupers from Nagpur ; nearly all these were discharged during the month. Now that village relief has been thoroughly organised and numerous kitchens established, it is hoped that the number of new admissions to poor-houses will rapidly diminish.

In Balaghat the number has fallen slightly, which is due to persons having been drafted to village relief and relief-works. The population now consists practically of orphans, sick people in hospital and a few wanderers from other districts.

In Wardha there has been a slight increase in the number of inmates. The paupers in the Wardha poor-house are said to be mostly outsiders, and those belonging to Bhandara, Nagpur, Balaghat, Seoni and Chhindwara have just been sent on to Nagpur for despatch to their respective districts. Those belonging to the Northern districts will be similarly sent back. If present prospects continue, the poor-houses may be closed by the end of the current month.

I saw all the poor-houses at District Head-quarters during the past month, and also the one at Gondia.

The reason for numbers continuing high is that as the rice harvest is commencing people chiefly of the Balaghat and Bhandara districts are returning from the Berars of their own accord, as they do indeed every year, and are temporarily accommodated in poor-houses *en route* till arrangements are made for their being forwarded to their destination.

(3.) *Relief Centres and Kitchens.*

Gratuitous relief has expanded especially, in the shape of kitchens, as the figures below will show :—

District.	Number of Centres and Kitchens.		Number of Persons Relieved gratuitously		Number of Persons on Light Work.		Total Number of of Persons.	
	August.	September.	August.	September.	August.	September.	August.	September.
Nagpur	...	16	...	1,477	...	...	...	1,477
Bhandara	27	63	1,035	3,526	...	...	1,035	3,526
Balaghat	21	48	1,059	1,879	...	...	1,059	1,879
Chanda	64	70	*399	*792	...	...	399	792
Warda	...	...	...	...	...	...	...	...
Total ...	112	197	2,493	7,674	...	...	2,493	7,674

* NOTE.—The Deputy Commissioner, Chanda, explains that this represents only the children fed at kitchens. All others gratuitously relieved are shown under the head "Village Relief." This does not, however, convey a correct idea of the real facts. as adults also relieved at kitchens should be shown in this statement.

Of the 63 kitchens in Bhandara, 26 are at Police station-houses and outposts. The Police continue to feed starving wanderers and to conduct them to poor-houses, relief-works or their homes, as may be most suitable in each case. The number of kitchens in Balaghat has more than doubled. During my visit last month to some of the camps with the Deputy Commissioner, I found emaciated children who had been fed in the kitchens for some considerable time without apparently showing any improvement. On enquiry it seemed that the probable cause was that they had been getting unsuitable food, *i.e.*, the standard "*kitchri*" (rice and dâl), which they were obviously unable to digest properly. It has been impressed on Officers in Charge and Hospital Assistants that in such cases discretion should be exercised and more suitable food, such as sago, gruel and milk, should be substituted.

The Deputy Commissioner, Chanda, states that there are a number of people in receipt of gratuitous relief both in Chanda and Warora who are employed on light work such as weeding, but that their numbers cannot be given.

There is only one kitchen in the Wardha district, and that is attached to the relief work on the Arvi-Ashti road. This is said to have become overcrowded owing to the Officer in Charge not having used proper discretion in admitting people and in having allowed them to remain for more than the fixed period of 15 days. The number has since been considerably reduced, and some of those discharged have been taken on village relief. The Deputy Commissioner enquired locally into the matter when his attention was drawn thereto, and promptly had things put right.

(4.) *Village Relief.*

The number of persons relieved at their homes for the past two months is compared below. The figures show a satisfactory progress .—

District.	August.	September.	Increase.
	No.	No.	No.
Nagpur	...	1,221	1,221
Bhandara	7,144	11,633	4,489
Balaghat	11,325	12,911	1,586
Chanda	*2,350	4,539	2,189
Wardha	45	1,884	1,839
Total	20,864	32,188	11,324

* NOTE.—The number entered last month, viz., 9,740, was a mistake. It represented the total number of people fed during the month instead of on the last day.

Nagpur.—This form of relief was found necessary on a small scale. Of the number shown above, 310 were relieved under the modified village relief rules and 238 by transfer from poor-houses. It has been chiefly confined to the respectable poor, as it was found that the lame, blind, &c., are still supported by private charity, and distress was chiefly apparent amongst destitute wanderers, the hand-to-mouth labouring class, especially where there are large families, and the non-agricultural classes, as Mangs, Dhimars, Kalars, who cannot get work, or will not work at anything but their own particular calling. These have been provided for by kitchens.

The Deputy Commissioner remarks that the—

"Death-rate of the Umrer Station-house has remained very moderate, whilst the rates elsewhere in August rose very rapidly. One cause of this is that that part of the country is not so overrun with wanderers, but even so, I think that, from my observation elsewhere, it must also be due to the vigorous way in which the Tahsildar has interested himself in famine matters all along, and his personal influence with the malguzars."

Bhandara.—The numbers have increased by 4,489, and a further increase is expected during the current month, especially if, as is anticipated, it becomes possible to close three or four of the relief works. The Deputy Commissioner writes :—

"The illness of the Extra-Assistant Commissioner appointed specially on famine duty, and his recent resignation, has again rendered the supervision of this form of relief exceedingly difficult in the circles of which he was in charge."

"In other circles the two additional Naib-Tahsildars are doing good work, but the multifarious duties imposed on the ordinary staff of Tahsildars, Naibs and Superintendent and Assistant Superintendent of Land Records render the performance of their duties as Village Inspecting Officers far less thorough, I fear, than it should be."

The Extra-Assistant Commissioner referred to has been replaced by another who is commended for his famine work by the Deputy Commissioner, Nagpur.

The increase in Balaghat has been distributed over all circles. There was a tendency during the month to strike people off the lists because they were fit and able to work, but orders have been issued that such people should not be struck off unless it was certain that work was available ; otherwise they would starve again and all the money spent on them would be wasted. The number of kotwars in receipt of a money allowance has increased to 616.

The numbers in Chanda have nearly doubled during the month. This form of relief is of the greatest assistance to the people. It must continue to increase during the current month as there is very little field work to be obtained just now ; but we hope to be able to stop it altogether early next month.

During the month under report it was found necessary to give a small amount of village relief in Wardha, but it will not expand here, as there is already a certain amount of demand for field work.

(5.) *Relief Works.*

(*a*) *Under the Public Works Department.*—The number of workers and dependents during August and September is compared below :—

District.	Number of Workers.		Number of Dependents.		Total.		Difference.
	August.	September.	August.	September.	August.	September.	
Nagpur	6,951	6,280	805	462	7,756	6,742	−1,014
Bhandara	13,095	16,272	2,359	3,405	15,454	19,677	+4,223
Balaghat	25,301	29,697	3,026	778	28,327	30,475	+2,148
Chanda	...	...	...	...	...	...	...
Wardha	597	1,463	254	325	851	1,788	+937
Total ...	45,944	53,712	6,444	4,970	52,388	58,682	+6,294

Much of the increase is due to the fact that the *Pola* festival happened to fall on the last day of August. Numbers of labourers left the works in order to celebrate this festival, returning for the most part during the course of the following week.

The Deputy Commissioner, Nagpur, reports that :—

"Except for the Great Northern Road, all camps are shrinking steadily. Some smaller camps have been closed."

The payment by results system has now been extended to all the relief-works of the Bhandara district. The Deputy Commissioner writes :—

"Able-bodied loafers have now learnt that they must work in order even to earn a subsistence wage, and many of them accordingly departed in disgust. The proportion of more or less weakly people on the works is thus now probably much higher than before, for a large proportion of the new-comers are not able-bodied."

The increase in the number of dependents is said to be due to the kitchens being now open to outsiders also. There are about 30 such kitchens on the eight relief camps in the district, and the figure, 3,405, reported as the number of dependents gratuitously relieved includes 1,039 outsiders fed in them. The numbers on one camp are now very low and it is proposed to close it in a few days, all the really weak and emaciated being brought on village relief, while those who are in search of employment will be referred to the other camp, 6 or 8 miles off. During the month I inspected five camps in the Balaghat district and three camps in Bhandara with a view to deciding whether the payment by results system could be safely introduced on any works on those districts.

I discussed the question thoroughly with Deputy Commissioners and the Executive Engineer, and decided that it could be introduced on all the Bhandara works and most of those in Balaghat.

Deputy Commissioners were instructed to watch the effect carefully, but I have not yet heard of any ill result; on the contrary, I think it will prove distinctly beneficial in weeding out the able-bodied loafer, as reported by the Deputy Commissioner, Bhandara, and in making relief-workers generally realise the necessity for now seeking employment elsewhere.

(*b.*) *Works under District Officers.*—Nil.

(6.) *Physical Condition of the People.*

Nagpur.—Of those in receipt of gratuitous relief, the Deputy Commissioner reports that he has seen many cases of emaciation amongst new inmates of the Nagpur poor-house during the month, so emaciated that there was little hope of recovery. He adds :—

"During my village enquiries I found that some persons who had received money doles had kept them unexpended, continuing to subsist on bare leaves and vegetables."

The condition of workers is said to be good.

Bhandara.—It is reported that no real improvement has yet taken place in the general condition of the people. New admissions to poor-houses, especially at Gondia and Sakoli, continue to show signs of long-continued privation. On relief-works the condition of the new-comers is also far from good. As regards those in receipt of village relief, the Deputy Commissioner writes :—

"It is somewhat surprising that their condition does not improve more rapidly. Many of them, no doubt, are old and infirm and cannot be expected ever to be in robust health and strength, but on the other hand a large proportion, more especially of those admitted within the last two months or so, were admitted simply on account of their weak and emaciated appearance, and were expected soon to regain ordinary health and strength. * * * This at least is certain that whereas emaciated children improve in a wonderful degree after even a few meals in a kitchen, it takes a very long time to effect any permanent improvement in the case of adults suffering from a long course of privation."

Balaghat.—The condition of those in receipt of gratuitous relief is said to have improved immensely; while on works the condition varies very considerably from camp to camp. The Deputy Commissioner states that the Mehras, low caste weavers and others not accustomed to road work do not look fit although they

have been in the camps for months. In Chanda and Wardha the people are in fairly good condition, but in the former, notwithstanding that some of the lighter crops are being cut, many people will find it difficult to obtain field labour until rice harvesting is in full swing.

(7.) *Mortality.*

The following table shows the figures for August as compared with those for July :—

District.	Total Number of Deaths.		Deaths from Cholera.	
	July.	August.	July.	August.
Nagpur	2,575	4,303	213	304
Bhandara	4,070	4,771	617	136
Balaghat...	3,273	4,254	93	81
Chanda	2,020	2,339	525	150
Wardha	1,442	2,502	112	76

Monthly Death-rate.

District.	All Causes.		Excluding Cholera.	
	July.	August.	July.	August.
Nagpur	3·33	5·68	3·51	5·27
Bhandara	5·48	6·42	4·65	6·24
Balaghat...	8·81	11·10	8·25	10·89
Chanda	3·60	4·17	2·66	3·92
Wardha	4·00	6·24	3·32	6·06

The heavy mortality indicates that the month of August has been very unhealthy in all the districts of the division. The high death-rates are partly due to the effects of long-continued distress and privation. Fever has caused much of this mortality, but many have fallen victims to diarrhœa and dysentery, which are always very prevalent in this month. The normal rate of mortality for this month, as pointed out by the Deputy Commissioner, Bhandara, is always very high, in fact, August and September are about the two most unhealthy months in most districts in this division. In this connection the Deputy Commissioner, Nagpur, has some original remarks, which I fear are true enough. His theory is that in a district like his, where distress has not been acute, and where there is consequently hardly any special famine staff, the unhealthy months have a double effect, *viz.*, they increase the mortality because they are the unhealthy months, and also not merely, as generally supposed, because of the fatal effects of sickness on a weakened constitution, but because the hand-to-mouth person who becomes sick has nothing to fall back upon and rapidly succumbs. With a large special famine staff and incessant inspection, such persons could be promptly hunted up, and possibly aided in time ; otherwise we have to trust chiefly to mukaddams to bring their condition to notice, and it can be hardly expected that all of them realize their responsibility in this respect. The recent notification in the Gazette declaring and emphazing their duties in this respect ought to be of great use if duly notified throughout every district, and should prove a valuable adjunct to village relief and kitchens at this critical season of the year.

(8.) *Food Stocks.*

These continue to be sufficient in Nagpur, Bhandara and Wardha. In Balaghat also prices have become easier as the early millets have come on the market, and a good monsoon has assured the safety of the kharif crop. It is reported from Chanda that food-grain is sufficient to last until the autumn crops are harvested, and that the only place where some deficiency threatened was in the extreme southern limit of the lower taluqs of the Sironcha Tahsil. The Deputy Commissioner, however, made arrangements for the importation of grain from the Madras side and for starting cheap grain shops, and thus averted any ill-effect.

(9.) *Importation of Grain.*

The figures for the last two months are as follows :—

District.	Imports in Maunds.		Exports in Maunds.	
	August.	September.	August.	September.
Nagpur	51,557	54,034	23,385	13,303
Bhandara	34,132	16,048	7,868	8,568
Balaghat	10,479	10,597	...	...
Chanda	300	2,200	5,100	500
Wardha	22,523	20,458	3,383	1,752

The Deputy Commissioner, Nagpur, states that malguzars were cautious and timid to a degree that could hardly have been expected, but they are more liberal now to their tenants, and that there should be no difficulty about the supply of rabi seed.

Imports into Bhandara may be expected to cease very shortly when the common rice will be coming freely into the market.

Imports into Baihar have now ceased, but their continuance into Balaghat proves the depletion of local stocks.

(10.) *General Condition and Prospects of Affected Area.*

The situation is very satisfactory on the whole, as may be seen from the following remarks of Deputy Commissioners :—

Bhandara.—The rainfall of the month has again been seasonable and sufficient ; there was a heavy fall during the first week and again on the 24th September, and all tanks are now full. Occasional showers have improved all standing crops, and artificial irrigation has nowhere yet been resorted to. The early sown coarse rice is now being cut and yielding at least an average outturn. The better kinds of irrigated rice will not be ready for a month or so ; but in many places a 20-anna crop is expected. Juar is in excellent condition, sowings of linseed have begun, and if sufficient seed is available, the area sown with rabi seed should be unusually large this year. On the whole it may be said that the present prospects of the crops are more hopeful now than they have been for some years past.

Balaghat.— Very satisfactory on the whole. The rice crop is a good one, and is assured. The only cloud I can now foresee is the condition of the labouring classes during next February and the following months, more especially in Baihar, where the crops although good are scanty. They will scrape through the harvest time all right, but after then, very many will be without employment and without means.

Wardha.—Good and plentiful rain has fallen throughout the district. There has been a break since 29th ultimo, which is very welcome. Prospects are good everywhere. The labouring and poorer classes have been obtaining wages. Prices have undergone change for the better. Should present prospects continue and more heavy rain does not spoil the crops, a bumper harvest is expected, better than any reaped during the past six or seven years.

(11.) *Changes in Rates.*

Owing to the fall in prices it was found possible to reduce wages on most of the camps to the 9 seer scale in Bhandara and the 8 seer scale in Balaghat. There has been no change in the rate of wages in Nagpur and Wardha, where prices continued high.

(12.) *Crime.*

In Nagpur petty thefts have decreased, but burglaries remain numerous. In Chanda there has been a considerable decrease under both heads, while in Wardha the number of offences against property has risen.

The Deputy Commissioner, Balaghat, observes :—

"There was a distinct decrease in the number of cattle thefts for food with the advent of the maize crop, but this form of offence is again becoming apparent. In the course of my enquiries on tour during the month, I found that several malguzars intended to employ double the number of hands at their harvest in order to get the crop in sharp and prevent its being looted."

Crime has decidedly increased in Bhandara, but the Deputy Commissioner reports that none of the cases of theft or house-breaking were of a serious type. He adds :—

"Now that crops are being cut and stacked, it seems indeed probable that a further increase in petty thefts from granaries and threshing floors is likely to take place."

(13.) *Relief to Weavers.*

This form of relief had been much extended. It was, however, checked towards the end of the month and contracted in Kamptee. No further advances will be made after the 15th instant :—

Number of Middlemen Enlisted.	Amount advanced to Middlemen.	Number of Persons to whom Relief was afforded on the last day of the Month.			
		Men.	Women.	Children.	Total.
540	Rs. 33,210	2,214	1,784	2,412	6,410

(14.) *General Remarks for the Division.*

(*a*).—*Situation with regard to Famine.*—The rain has been sufficient and well distributed in all districts, and the prospects of standing crops are generally satisfactory, as already indicated in paragraph 10.

(*b*).—*Measures taken to organise and complete measures of relief.*—Kitchen and village relief have been extended throughout the division, and the Public Works Department camp gangs in Bhandara and Balaghat have been re-organised on the payment-by-results system after local conferences which I held in those districts.

(*c*).—*Prospects of the Division.*—The kharif harvest at the present time is excellent, and at least average crops are expected. Prices have already fallen, and a further fall must occur as soon as the new grain comes freely into the market. All those who have merely suffered from the prevailing high prices will experience speedy relief.

It is hoped that we shall be in a position to close all relief-works by the end of the current month in Nagpur, Bhandara and Wardha, but it may be necessary to retain a few kitchens and some village relief through part of December in places where crops may be backward. In Balaghat, where distress has been most acute, the numbers still on relief-works to be otherwise provided for are very large, and the malguzars and tenant class generally are now so impoverished as to be unable to employ anything like the usual amount of agricultural labour. The work of closing relief in that district must therefore be more gradual. In Chanda there are no Public Works Department relief-works, and relief there is confined to some

small works being carried out by local bodies to provide labour during the current month, when the demand for agricultural labour is small, and to village relief and kitchens, the necessity for which will cease next month. I have recently visited every district in the division except Chanda, where I am arranging to go soon after despatching this report.

Prospects everywhere are most encouraging, and people seemed to me generally cheering up and gaining fresh courage with the hopeful condition of the kharif harvest. Anxiety must, however, still continue about Balaghat, where, as the Deputy Commissioner remarks, many people will have a very trying time after the rice harvest is over, *i.e.*, soon after the commencement of next year.

W. A. NEDHAM,
Offg. Commissioner.

NERBUDDA DIVISION.

(1.) *Private Charity.*

Relief from the Indian Charitable Fund was given to indigent persons in all districts of the division, and clothing purchased from the same fund was distributed to inmates of poor-houses, to labourers on relief-works and to paupers in receipt of village relief in the Hoshangabad, Chhindwara and Betul districts. In all districts the main expenditure from the fund was devoted to the supply of seed-grain for the rabi sowings. The assistance thus given to cultivators has been invaluable, as without it the allotments of Government money in the shape of loans for the same object must have fallen far short of the demand for aid, and much of the area devoted to spring crops must have remained unsown. In Chhindwara the cheap grain shop established by the local committee of the fund continued to do business; but the number of ticket-holders availing themselves of the advantages which it offers declined from 589 to 407, a result attributable to the arrival in the market of the early *kharif* crops. Grain received from America was distributed gratuitously (through Missionaries chiefly) at various centres in the Hoshangabad and Narsinghpur districts. The Friends' Foreign Mission at Hoshangabad continued the employment of some 500 people on a relief-work of their own.

(2.) *Government Poor-houses.*

The following table compares the number of poor houses, and their population, in each district, during the past three months :—

District.	Number of Poor-houses.			Number of Inmates.		
	July.	August.	September.	July.	August.	September.
Hoshangabad	3	3	3	1,392	1,348	964
Narsinghpur	3	3	3	1,874	1,664	1,292
Betul	1	1	1	192	349	359
Chhindwara	2	2	2	611	595	585
Nimar	1	1	1	317	283	134
Total ...	10	10	10	4,386	4,329	3,334

There was thus a considerable decline in the poor-house population during September. This is partly the result of the drafting out of the able-bodied to relief-works and of the weakly to village relief, and partly of a decrease in applications for admission. The Deputy Commissioner of Hoshangabad writes :

"With the improved conditions in the villages Poor-houses are becoming unpopular even to the *habitués*."

The Chhindwara poor-house is reported to contain 84 "foreigners," of whom 25 are from the Seóni district, 26 from the Balaghat district, 17 from the Hoshangabad district, 9 from other districts in the Central Provinces, and 7 from Bundelkhand and Rewa. The Deputy Commissioner writes :

"The system under which the Police return wanderers coming from villages in the Chhindwara district to their homes (where they are placed upon village relief) has reduced the number of admissions of people belonging to the district. The majority of the inmates belonging to the district either come from the Jagirs, where the village relief system has not been introduced on the same lines as in the *khalsa* or are under hospital treatment."

I issued orders during the month that each poor-house on the line of railway which contained residents of adjoining districts, should send the latter off by rail to the poor-houses nearest to their homes with a view to their being transferred to village relief. The reduction of the population of the Khandwa poor-house is principally due to this cause. The small increase in the Betul poor-house had disappeared by the 4th instant, when the number of inmates had fallen to 221.

The population of the poor-houses, as given above, includes orphans at the head-quarters poor-houses. In a report submitted to the Chief Commissioner on the 4th instant, I gave the number of orphans in the division as 623, and the present total is probably about 650. Thus the population of the poor-houses, excluding orphans, is now about 2,600 only.

The number of deaths reported in poor-houses during September were as under. The Deputy Commissioner of Narsinghpur has given figures for August only :—

	No.
Hoshangabad	88
Sohagpur	81
Harda	42
Chhindwara	85
Amerwara	8
Betul	51
Khandwa	55

On the subject of poor-house mortality, the Deputy Commissioner of Hoshangabad has the following remarks :—

"The condition of the inmates has on the whole been bad, as the following statement, prepared by the Civil Surgeon, shows :—

Name of Poor-house.	Average Population.	In-patients.	Out-patients.	Deaths.	Ratio per mille per annum.
	No.	No.	No.	No.	No.
Hoshangabad	442	207	80	88	238·8
Sohagpur	452	122	199	81	214·8
Harda	177	94	18	42	284·4

"The district death-rate (during September) was 92·5, so that the poor-house death-rate was in all cases more than double the district rate. Everything possible was done to check the mortality, but without any marked success. The people admitted into the poor-houses are those who have wandered from their homes and have run down considerably in physique before they can be found and relieved. They refuse to take relief on the relief-works and try to find some place where they can beg a living. The ordinary *mukaddam*, *kotwal*, or villager relieves them as they pass through, to a small extent, but takes no steps to check their wanderings or to obtain for them permanent relief: and it is only when they are discovered by some Government servant that their cases can be properly dealt with. Often by that time they have become so reduced that it is almost impossible to save their lives."

The Deputy Commissioner of Chhindwara writes as follows :—

"The mortality in the Amerwara poor-house was very high in August; but there was a marked improvement in September, when only eight deaths occurred. I inspected the poor-house early in September and had little fault to find with the arrangements. Fifty-eight deaths occurred among the ordinary inmates of the Chhindwara poor-house and 27 among

the orphans. The deaths among the orphans are difficult to understand, as the children till they fell sick seemed plump and well and have been so for several months. Fever was very prevalent among them towards the close of the month as well as diarrhœa. Six cases of *cancrum oris* have occurred, one of which proved fatal. As the sickness among children seemed partly due to overcrowding, I have installed 60 of the smaller children in an empty bungalow in the Civil Station, and it is to be hoped that their health will improve. The conservancy arrangements of the poor-house, under Mr. Dongre's supervision, are satisfactory, and I do not consider that the sickness is to be attributed to any neglect of sanitary precautions."

The 51 deaths in the Betul poor-house hospital were "chiefly from bowel complaints." The Deputy Commissioner of Nimar has recorded no remarks on the mortality in the Khandwa poor-house.

(3.) *Kitchens and Relief Centres.*

Leaving out of account kitchens *on relief-works*, the number of kitchens open in each district at the close of September was as under :—

	No.	
Hoshangabad	14	
Narsinghpur	18	
Chhindwara	30	(including 16 "relief-centres" in the Jagirs).
Betul	15	
Nimar	12	

The Hoshangabad kitchens are all at Police-posts. So are those in the Narsinghpur district; but the Deputy Commissioner writes that many kitchens "at other places" will be started this month. In the Chhindwara district there are no kitchens at Police-posts. At the 16 relief-centres in the Jagirs people are housed in addition to being fed. Fourteen kitchens were opened in the Sausar Tahsil of the Chhindwara district during the month and are in the hands of malguzars, schoolmasters, and municipal committees. Of the 15 kitchens in Betul, 9 are at Police-posts and 6 (all in the Multai Tahsil) are managed by malguzars and schoolmasters. The 12 kitchens in Nimar are at jungly villages (inhabited by Korkus) in the Harsud Tahsil and are managed by private persons. The returns as to the number of persons fed at kitchens are defective. The Deputy Commissioners of Hoshangabad, Chhindwara and Nimar are unable to give the figures. The kitchens in the two last-named districts have been but recently started. The Deputy Commissioner, Betul, shows 683 men, women, and children fed at kitchens of all kinds on the 25th ultimo (of whom 524 were children); but the returns are incomplete. The Deputy Commissioner, Narsinghpur, reports that 1,593 persons were fed at kitchens on relief-works and 1,225 persons at Police-posts. Although their attention has more than once been directed by me to the subject, the Deputy Commissioners of this division have been slow to multiply the number of kitchens, preferring to keep children on the village relief lists. I understand that they are satisfied that (with occasional exceptions and with a reservation as to the Betul district where village relief was defective) the children are properly fed under the village relief system. Indeed, the Deputy Commissioner of Chhindwara writes that:

"In the Chhindwara and Chaurai Station-house areas (where there are no kitchens) the need for these institutions ceased to exist in the beginning of August, when the early kharif crops were cut. At a private kitchen started by a malguzar at Rohna, the numbers fell in August from over 80 to 24, in spite of the fact that no test was applied as to the eligibility of children for relief." "I have recently," he continues, "made a house to house inspection of 3 or 4 villages in the neighbourhood of Mokher, a large village where in face of the rising death-rate I thought it desirable to start a children's kitchen. I was unable to find a single child whose condition gave cause for anxiety or who appeared to need relief, and have therefore abandoned the project."

The Famine Relief Officer of the Multai Tahsil, writing on the 7th instant, records that

"Great difficulty is experienced in inducing people to send their children from one village to a kitchen in another."

In the Sausar Tahsil village relief has only recently been established on a large scale because distress did not declare itself there until the end of July. Fourteen kitchens were opened here during the month, as has already been noted.

(4.) *Village Relief.*

Totals for the last three months are compared below :—

District.	Number Relieved at their Homes in			Percentage of Population on Village Relief in September.
	July.	August.	September.	
Hoshangabad	4,881	6,439	7,786	1·5
Narsinghpur	7,364	10,953	13,708	3·7
Betul	2,955	4,414	15,171	4·4
Chhindwara	638	1,386	6,388	1·5
Nimar	695	1,119	1,531	0·53
Total	16,533	24,311	44,584	...

Betul has risen at a bound to the top of the list, with over 4 per cent. of the population on village relief. Narsinghpur comes second with nearly 4 per cent., and Hoshangabad and Chhindwara are a long way behind with only 1½ per cent. In Nimar, barely a half per cent. of the population are on village relief. The Deputy Commissioner, Hoshangabad, writes :

"With the fall in numbers on relief-works there has been a slow but steady increase in the numbers on village relief."

In the Chhindwara district a further large increase has taken place since the 25th September chiefly in the Sausar Tahsil, where from the commencement of September a special officer (Mr. Zakir Ali, Extra-Assistant Commissioner) has been revising the lists. The Deputy Commissioner writes :

"I have visited this tahsil and find that this form of relief has now been liberally applied. Distress is at present apparent only among the elderly relatives and young children of the labouring classes and in towns among the weaving population. The standing crops are in excellent condition and no further development need be anticipated."

The Deputy Commissioner of Betul observes that,

"The number of persons in receipt of relief is greatest in the south of the district, the people in the north being generally in better condition."

In the Nimar district the small increase which has occurred is due to extension of village relief in the Harsud Tahsil, among the Korkus.

(5.) *General character of Relief Works.*

(*a.*) *Under the Public Works Department.*—The statistics of the last three months are contrasted below :—

District.	Number of Workers.			Number of Dependents.			Total.		
	July.	August.	September.	July.	August.	September.	July.	August.	September.
Hoshangabad...	34,398	30,511	22,063	6,605	5,531	6,338	41,003	36,042	28,401
Narsinghpur ...	19,720	19,790	10,726	3,108	2,725	2,126	22,828	22,515	12,852
Betul	9,290	7,878	6,810	671	1,358	1,059	9,961	9,236	7,869
Chhindwara ...	14,644	13,106	7,926	1,405	1,507	1,125	16,049	14,613	9,051
Nimar... ...	688	841	1,370	105	228	243	793	1,069	1,613
Total ...	78,740	72,126	48,895	11,894	11,349	10,891	90,634	83,475	59,786

The fall in the number of workers has been marked, the decrease during the month under report being particularly large. The number of dependents has not decreased in proportion ; but this is probably due to the fact (alluded to by the Deputy Commissioner of Hoshangabad in explanation of the *increase* in the number of dependents in that district in September) that persons and children who are fed

at the Public Works kitchen before admission or before being forwarded to a poor-house are included among dependents in the returns sent in from many of the "charges."

Concerning the diminution in the number of workers, the Deputy Commissioner of Hoshangabad writes :—

"With the exception of the introduction of the new piece-work rules, there has been no pressure brought to induce persons to leave the works. These rules have on the whole worked satisfactorily, and any defects that I have found have been not in the rules but the action of the Officer in Charge. The fall in numbers has been spread over the whole month, but become faster towards its close. The ripening of the early millets, which have yielded a bumper harvest, has induced many to leave the works and to return to their homes."

The Deputy Commissioner, Chhindwara, writes :—

"The decrease in the number of workers in an indication that the labouring classes are beginning to find the usual channels of employment open to them."

The increase in workers in Nimar was caused by the influx of Korkus from the distressed tract in the Harsud Tahsil. Now that village relief has been extended there and that kitchens have been opened they are commencing to return to their homes.

(*b.*) *Loan Works.*—During the month Rs. 750 were advanced to cultivators as famine loans in the Narsinghpur district. The loan works in the Betul district were brought to a close.

(*c.*) *Works under District Officers.*—The only works under District Officers were a few minor forest roads in the Hoshangabad district, opened for the benefit of the forest tribes and the deepening of the Punasa tank in the Nimar district. The numbers employed on these works were small.

(6.) *Physical Condition of the People.*

On this subject the Deputy Commissioner of Narsinghpur says :—

"In the more distressed tracts, taking the district as a whole, the physical condition of the mass of people cannot be said to be decidedly reduced and the proportion of emaciated persons is decidedly small."

The Deputy Commissioner of Betul writes :—

"The condition of the poorer classes is bad in the south of the district. Cases of emaciation are rare in the north and centre of the district and in the south the condition of the people is improving."

In the Multai Tahsil, Mr. Standen, the special Famine Relief Officer, has been able to remove the names of 197 persons from the village registers in view of the improvement referred to. In the Chhindwara district, according to Mr. Ryves,

"There has been a decided improvement during the month throughout the Chhindwara Tahsil, and the Additional Tahsildar, Harrai, notices the same thing in the Jagirs under his charge. Early in August *sawa* and then *makka* and *kutki* provided the people with sustenance, with the result that emaciated people are very rare indeed. The Sausar Tahsil, however, differs from the rest of the district in that over the greater part of its area *juari* and *tur* are the staple crops. These ripen in December as sowings are, as a rule, made late, after the cotton has been put into the ground. The condition of the people must therefore tend to deteriorate for another two months to come. Distress did not declare itself in this tahsil until the end of July and it at present only exists to a limited extent. The cultivating classes have not been affected and as it has been possible for most agricultnral labourers to earn 2 annas a day weeding *juari* and cotton, the bulk of the labourers are in good condition. There are, however, persons in nearly every village who show signs of want—old people who are a burden on their relations and children of infirm persons who cannot earn sufficient to support them. Such people are now, almost without exception, on the relief registers."

Now that the able-bodied labourers are leaving the relief-works, the condition of the majority of the persons on these works is not, on the average, quite so good as formerly. The Deputy Commissioner of Hoshangabad has given a statement showing the death-rate on relief-works in his district, from which it appears that at Bankheri and Hatwas the mortality is considerable. The piece-workers on these roads are reported to be

"In good condition and equal to those on other works, but many of the task-workers are miserably off for clothes, and the death-rate is no doubt enhanced by exposure and want of shelter. Owing to the large numbers on these charges the hutting arrangements have proved deficient."

These two works will shortly be closed and the task-workers who are weakly will receive house-to-house relief in their villages where they will be better off than on an open road.

(7.) *Mortality.*

Including deaths from all causes, the mortality in August was as shown in the subjoined comparative statement :—

District.	Number of Deaths.		Rate per mille per annum.	
	July.	August.	July.	August.
Hoshangabad	2,130	3,423	51·9	83·4
Narsinghpur	2,298	2,658	75·12	86·88
Betul	2,408	3,801	89·43	141·12
Nimar	1,603	2,096	67·32	87·96

I have not received the Chhindwara mortality return from the Civil Surgeon of that district, although under standing orders a copy thereof is to be sent to me monthly. The Deputy Commissioner reports that deaths numbered 1,731, giving a percentage per mille per annum of 61.

The mortality in the Betul district was excessively high. Only 80 deaths were due to cholera, and the percentage per mille per annum, after deducting these, stands at 138·04. Neither the Deputy Commissioner nor the Civil Surgeon (in his monthly mortality statement) throws much light upon the subject. The Deputy Commissioner confines himself to the remark that "the death-rate is highest in the Southern Circles." The civil surgeon records that fever caused 1,629 deaths and bowel complaints 280 deaths, or, in other words, half the mortality is attributable to these two causes. We must turn to districts whose administrative officers are less chary of utterance in order to get the fuller information which we require. In the adjoining district of Chhindwara (and especially in the Sausar Tahsil) the conditions as to climate, &c., are somewhat similar to those of Betul. Mr. Ryves records that, finding the mortality in the Sausar Tahsil running up during September to an extent which made a death-rate of 123 per mille per annum probable, he personally visited the tahsil and examined the registers of the Sausar Station-house and of the two outposts at Ranakona and Mohgaon, and endeavoured to ascertain the causes of the mortality by checking the deaths of one or two villages on the spot. He gives the results of his enquiry in the following words :—

"The population of the Police-posts inspected is 40,122 and the mortality reported during September 357, giving a death-rate of 106·8 per 1,000 per annum, but in the Mohgaon Outpost Circle it was as high as 147 per cent. This mortality classified according to the ages of the deceased was as follows :—

Age.	No. of Deaths.
0—1 years	53
1—5 „	53
5—10 „	15
10—15 „	18
15—20 „	7
20—30 „	26
30—40 „	17
40—50 „	38
50—60 „	31
Over 60 „	99

"It will be observed that very nearly half the deaths occurred among infants under 1 year of age and among aged people over 60 years of age.

"The causes of death were as follows :—

	No.
Fever	236
Dysentery	34
Other causes	81
Small-pox	2
Accident	2

"It will be noticed that diarrhœa and dysentery, which have been the most fertile causes of death in poor-houses and famine hospitals, play quite a minor part compared to malarial fever. 'Other causes' include lung affections of all descriptions not classed as fever.

"The heaviest mortality in the Mohgaon Circle occurred in the large village of Pipla Narainwar. Here 36 deaths occurred in a population of 3,288, giving a percentage of 130 per thousand per annum. I visited this village and checked the kotwal's register of deaths. I found that the malguzar of this place had for some months been distributing grain to the poor, and that six deaths were those of wandering beggars who had come to the village attracted by this fact. The deaths among residents had occurred among the well-to-do classes with as much frequency as among the poor. The death-roll, for instance, included two Marwaris, a well-to-do Brahmin, a Sunar and five or six Telis, all of them persons in good circumstances, and further enquiries into the deaths among the lower classes failed to elicit one in which privation could be said to have been the determining cause. The malguzar, Ganpat Singh, had in fact taken measures which precluded that supposition. In other villages, namely, Singhpur, Koparwari, Ridhora, Jokiwara and Jam, I made similar enquiries, and found that the deaths in these villages were equally divided between rich and poor.

"To turn to the Chhindwara Tahsil, the Mokher outpost area, with a population 13,118, has a mortality of 189, giving a death-rate of 168 per thousand per annum. In this area Mauza Ekulbehri headed the list with a population of 1,186 and a death-roll of 18. I visited this village and made a house-to-house inspection and found it to contain only one man showing signs of emaciation. He was by no means in bad case, and had been in receipt of relief for more than a month. Nine people were in receipt of relief, of whom two had asked to have their names struck off as they were able to provide for themselves, and did not wish to be classed as 'kangals' longer than was necessary. Examining the register of deaths I found that one was due to dysentery, seven to fever, and ten to other causes, principally lung affections. Two possibly were famine cases, the deceased being mendicant musicians (Mong-bhats) on their way from Nagpur to Chhindwara, who had died of fever. Otherwise mortality appeared to have been most prevalent among the Bhoyers, a thrifty set of cultivators, who in this village are all well-to-do. Two of the deceased were farm servants, in regular employ, one a relative of the village carpenter, a well-to-do man, while a woman who gave birth to twins, both of whom died, helped to swell the total. The inhabitants assured me that none of the deceased had been in any straits with regard to food.

"When it is remembered that the above death-rates occurred in the two tracts of this district which were blessed above the others with a bumper harvest in the past year, I do not think that it is wrong to conclude that the present abnormal death-rate is due to causes with which privation has little to do directly. The active causes would appear to be malarial fever of a peculiarly fatal type, and dysentery induced by eating new grain."

The Deputy Commissioner of Narsinghpur, in his remarks on the August return, has recorded that—

"The mortality during the month of August is about the same as it was in the corresponding month of last year, but in the fourth week the mortality appears to have risen very suddenly, as in this week above 970 deaths were reported. Fever was responsible for the greater number of these."

The Civil Surgeon of Nimar, in his special mortality return for August, writes that—

"The present mortality is to be attributed to the advent of the seasonal fevers which set in at this period, and to the prevalence of diarrhœa and dysentery throughout the district—diseases which have been greatly aggravated by the existing scarcity and the free use among the poorer classes of green vegetables and indigestible roots. That these bowel complaints, however, are not altogether due to the latter causes is shown by the fact that I have seen many such cases among well-to-do people in Khandwa, and that there has also been an unusual number among the prisoners in the jail, although their diet has been quite unchanged even in the matter of vegetables and their drinking water boiled."

The Deputy Commissioner, Hoshangabad, writes :—

"So long as the present weather continues I fear that there is no hope of the death-rate falling. The physique of the people has been undermined and they are less able to stand the ordinary ailments of the season."

I have asked the Deputy Commissioner of Hoshangabad and the special Famine Relief Officer, Multai, to undertake house-to-house enquiries in a few villages similar to those made by Mr. Ryves. It seems pretty clear, however, from the facts and opinions above recorded, that the high death-rate in the division is only partly owing to the privations endured by the poorer classes. It is largely contributed to by the mortality among the well-to-do.

(8.) *Stocks and Prices.*

The prices prevailing in the last week of the months of July and August are compared below :—

District.	Seers per Rupee.					
	Wheat.		Juari.		Rice.	
	August.	September.	August.	September.	August.	September.
	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.
Hoshangabad	7 12	7 12	8 6	...	7 5½	7 5
Narsinghpur	8 0	8 4	9 0	9 0	7 8	8 0
Betul	7 4	7 4	8 0	8 0	...	...
Chhindwara	7 5	7 5	8 2	7 8	6 5	6 5
Nimar	...	...	8 8	10 4	...	...

Thus there was little change in the month under report, the exception being in the case of Nimar, where the price of *juari* fell.

The Deputy Commissioner of Hoshangabad records that—

"Food-stocks appear ample, and there is likely to be a sharp fall in prices as soon as the spring crops have been sown and the balance of the grain stored in *bandas* is set free for sale. Early millets have all yielded full crops, thus placing cheap food in plenty within the reach of villagers. The amount harvested has not been sufficient to affect the prices of the more valuable grains, which have remained stationary throughout the month."

The Deputy Commissioner of Narsinghpur writes that the—

"Food stock does not appear to be insufficient. The rice and *kodon* crops will soon be available to increase the food stock. Prices are a little easier and ought to fall when the demand for seed grain is satisfied and the kharif harvest comes in."

In Betul "food-stocks have been replenished owing to the cutting of *kutki*, *sawa*, and maize."

"Prices have remained constant during the month" in Chhindwara, "and will presumably remain so until the demand for seed grain has ceased, and the area under rabi crops becomes known. *Kutki* and *makka*, it is reported, are being exported by Banjaras to the Nerbudda valley districts. Food supplies are now ample, *urad* and *mung* having been added to the crops already gathered."

The Deputy Commissioner of Nimar remarks that—

"Food stocks are now plentiful, and there has been something like a bumper crop of the minor grains. This district will not be much dependent on imported grains."

(9.) *Imports and Exports of Grain.*

District.	Imports.		Exports.	
	August.	September.	August.	September.
	Maunds.	Maunds.	Maunds.	Maunds.
Hoshangabad	21,136	19,147	5,950	977
Narsinghpur	25,331	11,820	3,148	3,994
Betul	540	1,630	*Nil.*	*Nil.*
Chhindwara	Details not given.		Details not given.	
Nimar	40,961	30,091	802	1,855

There was thus a further falling-off of the imports in all districts except Betul. Exports from the Hoshangabad district declined considerably.

(10.) *General Condition and Prospects of the Affected Area.*

The Deputy Commissioner of Narsinghpur observes that—

"The kharif crops are said to be very excellent. The showers of rain which fell towards the close of September have moistened the land so well that the rabi crops will have a good start when they are put down."

The prospects of the standing crops are good in Betul. "Such crops as have been cut have given a good outturn, especially *sawa*." No rain had fallen for some days when the Deputy Commissioner wrote, and the preparation of rabi fields, he records, is being actively pushed on.

The Deputy Commissioner, Chhindwara writes—

"Apart from the death-rate there is now little cause for anxiety as to the future, provided that the rabi harvest does not fail. As matters stand, the Chhindwara Tahsil is approaching the time when relief can be withdrawn, while in the Sausar Tahsil the organization of relief appears to be complete. In the Jagirs relief operations will, in all probability, have to be continued in some form or other till the wheat harvest, but the worst appears to be over, and people are voluntarily leaving relief-centres and works for their homes."

The Deputy Commissioner of Nimar writes as follows :—

"I have lately toured in the Harsud Tahsil, the worst affected part of the district. The early kharif crops have been reaped in abundance. There is no dearth of food grain for consumption. *Juar* will be reaped in the middle of November. It is the general opinion that such good crops have not been know for years past. The immediate result is that prices have improved, but exportation of grain will set in, and prices will not fall very much. Distress ought to cease. Rice will soon be reaped. Grass cutting will also afford a considerable amount of employment. This will soon be followed by the reaping of the *juari* harvest. In the Roshin tract many cases of weakness and emaciation seem due chiefly to disease, as is shown by other members of the same family being in fair condition, and the numerous traces of branding on the body."

Thus the general outlook is extremely favourable, and the winding up of famine relief operations can shortly be commenced. Orders on the subject have been issued with the Chief Commissioner's approval.

With regard to the Chhindwara Jagirs, arrangements for the prolongation of relief will probably take the form of local works to be constructed by the Jagirdars, with borrowed capital.

(11.) *Changes in the Rate of Wages.*

There is nothing to report under this head, as prices remained stationary in all districts except Nimar. The rate of wage has been lowered in Nimar since the current month began.

(12.) *Crime.*

There were 79 offences against property in Nimar, chiefly thefts and housebreaking)—a figure considerably in excess of that recorded for September 1896. In Betul the number of thefts reported "is large, but most of them are not enquired into by the police. People also complain that thefts of grain from their fields are numerous this year." The number of offences reported during the month in Narsinghpur "was 187 as compared with 299 in the previous month, and 264 in the corresponding month of 1896."

(13.) *Summary for the Division.*

The aggregate numbers on relief at the end of July and August are compared below :—

Nature of Relief.	28th August.	25th September.
	Numbers Relieved.	Numbers Relieved.
A.—Works	72,126	48,895
B.—Gratuitous Relief—		
1. In Poor-houses	4,239	3,334
2. Other gratuitous relief, including dependents	39,791	60,774
Total A	44,030	64,108
Total A and B ...	116,156	113,003

A decrease of about 23,000 workers on relief works has been nearly counterbalanced by an increase of about 20,000 persons in receipt of village relief, leaving a nett decrease of about 3,000 persons.

L. K. LAURIE,
Commissioner,
Nerbudda Division.

11th October 1897.

CHHATTISGARH DIVISION.

(1.) *Private Charity.*

During September, the Local Committee at Bilaspur of the Indian Charitable Relief Fund spent Rs. 3,350 in providing inmates of poor-houses with clothing, and Rs. 75 in helping respectable paupers. No other expenditure from the fund was incurred during the month. In the Raipur district, the Committee provided 10,000 families with *khawai* or subsistence till the harvest. The Local Committees of both districts have been actively engaged for some time past in making efficient arrangements for providing needy cultivators with seed for the winter sowings. The allotments will be mainly expended in this direction during the current month. The Deputy Commissioner, Bilaspur, reports that a sum of Rs. 70,000 has been told off by the Bilaspur Local Committee for the purpose. He expects that the whole of this amount will be expended by the 20th or 25th instant. In addition to the Charitable Fund allotments, a sum of Rs. 10,000 each (from the Rs. 20,000 placed recently at my disposal by the Chief Commissioner) has been given to the Deputy Commissioners, Raipur and Bilaspur, for expenditure on advances for rabi seed, while the Deputy Commissioners have also been permitted, under the orders of the Chief Commissioner, to devote the balance of their annual Land Improvement Loans allotments to advances under the Agriculturists Loans Act. It is hoped that these measures will result in bringing under the plough the greater portion, if not the whole, of the normal rabi area. The Deputy Commissioner, Bilaspur, gives the following figures of expenditure from the Charitable Relief Fund from the commencement of operations up to date :—

	Rs.
Head I. (extra comforts)...	12,350
Do. II. (orphans)	150
Do. III. (for the respectable poor) ...	1,200
Do. IV. (for agriculturists)	183,800

It is explained that a good deal of money spent upon orphans has been included in Head I., a lump sum being assigned monthly to the Bilaspur poor-house, including the orphanage, while no separate account is kept of the expenditure on the two sections of the institution. Missionary Societies continue to give help in both districts. The private poor-house at Bisrampur in the Raipur district continued open during the month, and at Parsabadhar in the same district considerable amounts of grain and food are reported to have been distributed. The Deputy Commissioner, Raipur, has suggested the advisability of getting labour from able-bodied persons in return for the food distributed to them by the Missionaries.

He reports as follows :—

"I had a talk with the Reverend Mr. Hagenstein, and he informed me that he did make an attempt to get labour where possible from those to whom he distributed aid, but that he found found difficulty in attaining this object. I arranged for co-operation between him and the Police."

The aid given by Missionaries in the Bilaspur district is summarised by the Deputy Commissioner as follows :—

"The Reverend Mr. Adams at Bilaspur supports about 375 persons and the Reverend Mr. Gordon distributes rice to 175 persons at Mungeli and to 449 at Setganga. At a kitchen in Mungeli he feeds 50 children twice daily, and he maintains 125 children in his orphanage at the same place. The Reverend Mr. Nottrott at Chandkhuri in the same tahsil provides work for 265 persons."

The private poor-houses in the Sambalpur district have, as reported last month, all been closed. No special organization for the relief of distress by private charity now exists in this district, nor does it appear to be needed.

(2.) *Government Poor-houses.*

The following table compares the number of poor-houses and their population in each district during the past three months :—

District.	Number of Poor-houses.			Number of Inmates.		
	July.	August.	September.	July.	August.	September.
Raipur	4	6	6	4,170	4,892	4,176
Bilaspur	4	4	4	8,129	6,274	5,006
Total ...	8	10	10	12,299	11,166	9,182

The number of poor-houses remains unchanged. The population in these institutions has decreased considerably in both districts. In the Raipur district the increase is returned at 716, but it has apparently been larger, since the population of the Dondi-Lohara poor-house was not reported last month. In the Bilaspur district the decrease amounted to 1,268. The Bilaspur poor-house shows a decrease of 626, the number having been reduced to 3,074 ; of the latter number 866 are orphans, while the patients number 801 in hospital, including orphans. The population of the Pendra and Pandaria poor-houses has now been reduced to 154 and 493 respectively. On the other hand, the population of the Mungeli poor-house has gone up by 201, the figure now returned being 1,285. The numbers drafted from poor-houses on to relief-works and to their homes for village relief are returned as follows :—

District and Tahsil.		Relief Works.	Village Relief.	Remarks.
Raipur District.	Raipur	233	*Nil.*	
	Drug	14	92	
	Simga	156	58	
	Baloda	466	660	
	Gondia	97	85	Excluding 59 children claimed by their parents.
	Dondi-Lohara	Figures not reported.		
Bilaspur District.	Bilaspur	479	338	
	Pendra	258	126	
	Mungeli	121	210	
	Pandaria...	161	336	

The largest amount of drafting was done from the Baloda poor-house in the Raipur district. No persons were drafted to their homes from the Raipur poor-house, and an explanation of this omission has been called for. It is understood, however, that since the 25th September, the date up to which the report is brought, considerable numbers have been sent from the poor-house to their homes for village relief. The figures reported for the Drug poor-house do not represent the total amount of drafting done, as considerable numbers (exact figure not stated) were sent back to the Feudatory States of Nandgaon and Khairagarh, from which they had come.

The road patrol system continues to do good service in the Bilaspur district. The numbers brought in were 207 to the Bilaspur poor-house, 71 to the Mungeli poor-house, and 129 to the Pandaria poor-house. The Deputy Commissioner has stopped the patrol on the Sheorinarayan road, where it was found to be no longer needed. On the other roads it will probably be necessary till about the end of the

current month. I regret to have to report that the poor-house mortality in the Bilaspur district has risen considerably in the past month. The figures for the past four months were as follows :—

June	586
July	814
August	885
September	1,183

This increase in the death-rate has taken place in spite of the greater care which has been exercised in the management of these institutions. During September the number of deaths in the Bilaspur poor-house alone was 557. The poor-houses are, as they should be, collections of the most weakly and emaciated individuals that can be found in the district, and a high rate of mortality in these institutions is only what must be looked for. Persons are still unfortunately received in a more or less moribund condition, while of the rest a large portion, in spite of good nourishment, have never been able to recover from the direct or indirect effects of previous distress, and have, in the end, succumbed. Many persons again die of diseases contracted before entry into the poor-house, which, though accelerated by privatton, are not directly attributable to it.

The number of deaths in the poor-houses of the Raipur district has been reported to the Deputy Commissioner by one Sub-Divisional Officer only. I have asked the Deputy Commissioner to take steps so that this information may not be omitted in future. The Police return a total of 380 deaths in poor-houses ; but it may be doubted whether this figure is even approximately correct. It is probable that there has been a general decline in poor-house mortality in this district. For the one poor-house for which information is given, *viz.*, the Simga poor-house, the number of deaths decreased from 144 to 50. The Deputy Commissioner attributes this "to the unremitting care bestowed on the institution by Mr. May, the Officer in Charge, and the improved climatic conditions of the month."

(3.) *Relief Centres.*

The number of relief centres in the Raipur district is reported to have decreased from 26 to 19, owing to the conversion of 7 centres into relief kitchens, while the numbers relieved at these centres fell from 1,654 to 460. The conversion into kitchens is still in progress. In the Bilaspur district there are two relief centres, *viz.*, at Pendri and Takhatpur, where 12 and 21 persons respectively were fed.

(4.) *Relief Kitchens.*

Excluding Public Works Department kitchens, there are 24 relief kitchens in the Raipur district and 37 in the Bilaspur district, the numbers of persons relieved at them being 2,956 and 5,045 respectively. The recipients of this form of relief in the latter district are reported to have been all children, with the exception of 15. Of the 24 kitchens in the Raipur district, 22 are under the management of the Police. In the Bilaspur district the Police are beginning to take over management of the kitchens.

The Deputy Commissioner writes :—

"With one or two exceptions, all these kitchens were started by Famine Officers. The District Superintendent of Police was unable to start work until the extra men promised him were received. Most of these have now arrived, and 10 kitchens have been transferred to Police management. Others will shortly follow. Some, of course, are at places where there is no Police post."

(5.) *Village Relief.*

The number of persons relieved in their villages during the past two months is compared below :—

—	August.	September.	Difference.
Raipur	17,010	28,623	+11,613
Bilaspur	71,922	91,018	+19,096

The numbers have gone up very considerably in both districts. In Bilaspur this form of relief was extended to 301 villages for the first time during the month, raising the total number of villages so relieved to 3,613.

The numbers have probably reached their highest point in both districts, and a rapid decline may be looked for in the course of the next two months.

(6.) *General Character of Works.*

(*a.*) *Under the Public Works Department.*—The statistics of the past two months are contrasted below :—

Districts.	Workers.		Dependents.		Total.		Difference.	
	August.	September.	August.	September.	August.	September.	+	−
Raipur	32,690	33,656	6,501	8,681	39,191	42,337	3,146	...
Bilaspur	40,248	41,445	4,130	4,437	44,378	45,882	1,504	...
Sambalpur ...	285	682	170	100	455	782	327	..
Total ...	73,223	75,783	10,801	13,218	84,024	89,001	4,977	...

As in the month of August, the scope for employment in the way of weeding operations in the fields was held to account for a decline in the numbers on relief works, so in September the increase in numbers may, speaking generally, be attributed to the general cessation of those operations by the end of the month. This, however, is a very general statement, and does not account fully for the fluctuations in numbers on each individual work. On some of the works in Raipur there has been considerable decrease in numbers, of which a detailed explanation would have been interesting. On one work in this district, the 2nd Section of the Tilda-Sirpur road, there has been, on the other hand, an altogether abnormal increase which has not been explained, but which may perhaps be sufficiently accounted for by the correction of abuses previously existing on this work. Similarly in the Bilaspur district the fluctuations have been by no means uniform in character. In this district it seems probable that the evil effects of the mistaken and unauthorized introduction of the piece-work system, to which reference was made in the last monthly report, were not all at once recovered from. The fluctuations during the current month will be watched with special interest, as they will afford an index to the dates by which the several works can with safety be closed. In those localities where the harvest is a specially early one, a very rapid falling off in numbers may be looked for. Particular attention is now being directed to the duty of promptly reducing wages on relief works as prices fall, so as to guard against any danger of their keeping labour away from the fields. In order that there may be no delay in carrying out this most important duty, I have authorized Deputy Commissioners to anticipate my sanction in the matter of changes in the rates of wages. In spite of the increase of numbers from 285 to 682 on the Dabra-Khursia road, in the Sambalpur district, it has been decided that the time has now come when this work can with safety be closed, and arrangements will be made accordingly under suitable precautions. This will mean the final discontinuance of all measures of famine-relief in the Sambalpur district.

(*b.*) *Under District Officers.*—The number of Government works under Civil Agency in the Raipur district fell from 4 to 3, but the number of workers has risen from 564 to 2,314. The Deputy Commissioner explains that the increase is due to a number of persons having been employed by his Civil Officers in weeding operations. This species of employment was considered necessary, it is reported, in some cases where the grant of a loan for the purpose was not feasible, as there was no chance of repayment; and, as the persons employed were those who would otherwise have come on the relief lists under Section 34 of the Famine Code, the arrangement appears to me in every way commendable. In the Bilaspur district there is only one work under Civil Agency, which is now open. This work is in the town of Bilaspur, and consists in filling up an insanitary tank. The number employed on this work was 269.

(*c.*) *Loan Works.*—Four hundred and eighty-one persons were relieved on loan works in the Raipur district. There were no such works open in the Bilaspur district.

(7.) *Physical Condition of the People.*

The Deputy Commissioner of Raipur reports :—

"The physical condition of the people on works is fair. But there was much illness in the villages. The more open weather, and perhaps the extension of village relief, under Section 34, and at kitchens, has given us a smaller death-rate than in the preceding month, but the figure is still deplorably high. Fever and bowel complaints were prevalent, and the enfeebled physique of many of the small tenants and labourers was unequal to meet the attack. Things ought to improve in the current month, which should see the beginning of regular harvesting and the lessening of exposure."

The Deputy Commissioner, Bilaspur, writes as follows :—

"Almost all officers report an improvement in the condition of the people. In Mungeli, Mr. Streatfeild reports that bad cases of emaciation are now rarely met with, and that wandering has almost ceased. Lieutenant Watson writes of the north of Bilaspur Khalsa, 'The condition of the people is improving, but as yet there are no signs of any decrease in the numbers on relief. There are fewer emaciated persons to be seen and fewer starving wanderers. The rice crop should be a good one, but as a full crop was not sown, I should think the total result will be about 14 annas.' Lieutenant Beadon writes of the north-western zamindaris, 'As regards relief measures, there is now very little for me to do. In the last month there has been a wonderful change in the condition of the people, and it is only in the south of Kenda that any real distress exists.' There are not wanting signs, therefore, that the liberal expenditure on famine relief in this district during the past few months is at length bearing fruit, and I trust that this happy result will be reflected in the district death returns when these come to hand."

The Deputy Commissioner, Sambalpur, reports that the piece-workers on the Dabra-Khursia road are robust and healthy; but that the task-workers are weak. The general health of the district is good.

(8.) *Deaths from Starvation.*

No deaths from starvation are reported to have occurred in the Raipur and Sambalpur districts. The Bilaspur report is silent on this subject, but it is believed that in this district also such deaths are now either altogether unknown or at all events most exceptional. The death-rate per mille per annum in the three districts during June, July and August is compared below :—

—	June.	July.	August.
Raipur	109·68	84·	117·24
Bilaspur	137·45	119·04	150·89
Sambalpur	49·	27·	27·

The mortality returns for August show a deplorable increase in both the Raipur and Bilaspur districts. This, it will be remembered, is what was anticipated. Complete returns for September are not yet available; but it is expected that they will be distinctly lower; and it may be hoped there will henceforth be a steady tendency towards a return to normal conditions.

(9.) *Food Stocks.*

No deficiency of food-stock is reported to exist anywhere. The price of rice in the past two months is compared below :—

—	August.	September.
Raipur	7½ Seers per Rupee	8½ Seers per Rupee
Bilaspur	7¾ „ „	10 „ „
Sambalpur	9½ „ „	10 „ „

Prices have fallen everywhere, and the tendency continues to be in a steadily downward direction. The Deputy Commissioner, Raipur, thinks that the bazar price is cheaper than that reported above for September. He writes :—

"For ordinary rice, the price undoubtedly was from 9 to 10 seers at the close of September, and a striking indication of the fact is that customers ceased to frequent the cheap grain shop managed by the Local Charitable Relief Committee, where good rice was sold at 10 seers to the rupee. I have ascertained by personal enquiries from grain merchants and from individuals of the working class what the price of rice is, and have no hesitation in saying that the officer in charge of price current lists has either received mistaken information or else has had too high class a sample of rice in view when he reported 8½ seers as the price : 9 to 9½ seers may be accepted as the true price at the close of the month. If all is well, it should be 11 or 12 seers before the close of October."

The Deputy Commissioner, Bilaspur, reports that since the close of the month rice is selling at 11 seers per rupee. He expects a further reduction before long owing to the prosperous condition of the crops. The good prospects of the approaching harvest have already caused grain-dealers to open out their stocks more freely with the result that there is a general decline in prices.

There is no reason to fear a deficiency of rabi seed for the winter sowings. The Deputy Commissioner, Raipur, writes that he has every hope of securing adequate rabi sowings.

The Deputy Commissioner, Bilaspur, speaking of the distribution of the allotment made by the District Committee of the Indian Charitable Relief Fund for rabi seed, remarks as follows :—

"In villages where owing to drought no sowing was possible last year, or the year before, some scarcity of seed is anticipated, but seeing how good the rabi outturn last spring was, and how little export there has been, there is no reason to fear that the deficiencies of such villages cannot be met from the abundance of others, if only the means of purchase be provided. Famine Officers have been asked to show special consideration to cases of this kind."

(10.) *Import and Export of Grain.*

The figures are as under :—

District.	Exports.			Imports.		
	July.	August.	September.	July.	August.	September.
Raipur	26,722	34,290	12,314	15,657	16,726	17,256
Bilaspur	676	398	2,178	34,463	45,729	25,456

These statistics appear to call for no special remark, and no longer possess the same special interest as formerly.

(11.) *General Condition and Prospects of Affected Area.*

A break in the rains about the middle of September, lasting up to the end of the month, was everywhere beneficial, and enabled weeding operations to be completed. A prolonged drought was at one time feared, but general rain early in the current month was most opportune, and the kharif prospects may now be regarded as assured. Once more, as at so many critical junctures throughout the present season, the rain has fallen exactly when it was most wanted. I extract the following from the several district reports :—

Raipur.—"The month has witnessed a distinct improvement. Not only has the reaping of some minor grains such as '*kutki*' and '*sawa*' given relief, but the prospects of the rice harvest and particularly the promise of *kodo*, which has been largely sown, are very good, and this has had the effect of bringing down prices, an incalculable boon to the poor. There are a few groups of villages where the rainfall has not been adequate, and special note is being taken of these. Here and there the '*phapha*,' a sort of grass-hopper or small locust, has done damage to the rice, but these reports are happily not general. Rabi seed will be given more freely from charitable funds wherever such losses are known and wherever the sowings of the kharif were much below the average."

Bilaspur.—"A break in the rains set in about the 15th September, lasting till after the end of the month. It has been beneficial to the crops and enabled weeding to be finished. Rice is now everywhere in and *dahiya* rice in the zamindaris (that sown on land on which brushwood has been cut down and burnt) has been reaped. Recent reports show that the cutting of early (*haruna*) rice is beginning in parts of the khalsa. Heavy and apparently general rain set in on the night of the 3rd October and will be of immense benefit. The rice crops will certainly be above the average, and *kodo* (which has been very largely sown this year) appears to be a magnificent crop. The present rain will moreover enable a large rabi area to be sown. Altogether prospects could hardly be brighter than they are."

Accounts from this district, which have been received since the submission of the monthly report, tend however to show that one particular portion of the Pandaria Zamindari, including about 100 villages, must be regarded as an exception to this generally satisfactory state of things. Prospects in this little area appear to be far from all that could be wished, and special attention will have to be paid to it.

Sambalpur.—"The crops are in good condition. In Sambalpur Tahsil the outturn is estimated at 16 annas, while in Bargarh it is 12 annas. The recent rain was welcomed by all, and there is no doubt now that there will be a splendid crop."

(12.) *Crime.*

The following table shows the state of crime in the Bilaspur district, as regards offences against property :—

—	August 1897.	September 1897.	September 1896.
Thefts	251	151	117
House-breaking	228	112	101
Cattle theft and mischief	128	98	40
Total	607	361	258

The decrease is principally due to the special measures taken by way of discouraging the criminal prosecutions of petty thefts committed by starving persons. The orders on this point have now been modified in view of the approaching harvest and every precaution is being taken to guard against the prevalence of any idea of impunity for crop-looting.

The Deputy Commissioner, Raipur, reports as follows on the subject :—

"As I have not received the figures from the Police, I am unable to go in detail into the question of the increase and decrease of crime, but as far as I can judge, it has shown a tendency to decrease. I cannot help anticipating a recrudescence of crime on the ripening of the crops. There is a widespread fear of looting of standing crops, and I am in consultation with the District Superintendent of Police as to preventive measures. This is another reason why we shall be glad to see a reduction in the number of road works, as it is more difficult to keep the workers under surveillance than to provide against organised agrarian crime by villagers residing in their villages."

(13.) *Changes in the Rate of Wages.*

There was no change during the month. But the proposal of the Deputy Commissioner, Bilaspur, referred to in his report, to reduce wages everywhere, except in a few localities, to the 9 seer scale, has been sanctioned since its close. And, as above stated, Deputy Commissioners have now been authorized and instructed to take prompt action in this direction, as may be necessary from time to time, in anticipation of sanction.

(14.) *Employment afforded by Railway Work.*

The Raipur-Dhamtari feeder line gave relief to 2,520 persons in September against 960 in August. This line was taken over as immediate relief in the locality through which it passes was considered necessary. The increase in numbers shows the usefulness of the work in affording substantial relief. It is being carried on under the "new" piece-work rules.

(15.) *Summary for the Division.*

The aggregate numbers on relief in August and September are compared below :—

Nature of Relief.	August.	September.
	Numbers Relieved.	Numbers Relieved.
A.—Works—		
1. Public Works Department ...	73,223	75,783
2. Under Civil Officers, including works done by famine loans and private works	4,275	4,764
Total	77,498	80,547
B.—Gratuitous Relief—		
1. Poor-houses	11,166	9,182
2. Other gratuitous relief, including that of dependents on relief-works	104,043	141,603
Total	115,209	150,785
Grand Total *A* and *B* ...	192,707	231,332

The poor-house population shows a substantial decline, due to the attention paid during the month to the drafting of inmates to relief-works and to village relief in their homes. Gradual, though at present necessarily slow, progress is being made towards the end which we have eventually in view of retaining these institutions purely as hospitals.

The total number relieved in the division has been augmented by the still further extension of village relief during the month. It may be taken that this form of relief has now reached its extreme limit, and a considerable falling off in numbers and expenditure may be looked for in the next report.

(*b.*) *Action taken to Organize and Complete Measures of Relief.*—Village relief was extended to 301 villages in the Bilaspur district as well as to several in the Raipur district. The organization of the measures of relief has at length been brought to a standard as nearly approaching perfection as is compatible with the necessary imperfect character of the subordinate agency through which it has to be administered. The gradual withdrawal of these measures, which is now in view, is a task demanding the utmost care and watchfulness ; but I have every confidence in its being successfully accomplished.

(*c.*) *Prospects of the Division.*—It will be gathered from the foregoing remarks that the prospects of a rich harvest are now well assured throughout almost the whole of the division, and that the end of this season of distress is coming rapidly into the foreground. The steps to be taken in the direction of closing our special relief operations are now under consideration. A number of considerations, not the least of which is the still high rate of mortality in the division, indicate the need of special caution against allowing this process to be too abrupt. The harvest in Chhattisgarh is generally later than in the more northern districts, and it seems doubtful whether much in the way of directly withdrawing relief can be safely undertaken during the month of October, although measures preliminary to that end are already receiving attention, and the numbers on relief are expected to show a considerable falling off by the end of the month. During November it should be possible to close, one after the other, nearly the whole of the Public Works Department relief works, and by the end of December it is hoped that Government relief of every description will have finally ceased.

The division has been peculiarly unfortunate during the month in the number of Famine Officers of whose services it has been deprived, just when the experience they had gained of their respective charges had made their services most valuable.

Surgeon-Lieutenant Wall and Lieutenant Howe were called away during the month to military service on the frontier, and Lieutenant O'Brien and Mr. Gordon to take up appointments in another Province. All these officers, as well as Surgeon-Lieutenant Mathew, who was recalled to military duty in the preceding month, had done excellent work in the relief of distress, and had gained an amount of useful experience which their successors must necessarily lack. Many of the remaining officers have been incapacitated for longer or shorter periods during the month by illness due to continuous exposure during the monsoon. And it is with feelings of deep regret that I have to report that in the case of one officer, Lieutenant H. Hamilton-Moore, such illness terminated fatally during the month.

The Deputy Commissioner writes of him as follows :—

"It is with much regret that I have to record the death of an officer serving on famine duty in this district, Lieutenant Hamilton-Moore, who died on the 18th September. Lieutenant Moore joined the district early in July, and during the short period he was able to spend in his charge (about six weeks) displayed much zeal and ability in the performance of his duties. He returned to head-quarters about the middle of August ill with dysentery, a disease which I fear was almost chronic with him. The hardships and exposure inevitable on famine duty at this season of the year gave the disease a hold upon him which he could not shake off. It is much to be regretted that he did not submit himself to medical examination before volunteering for famine duty. He was but 24.

All that I personally saw of this young officer's work was full of promise, and I entirely concur in Mr. Cooke's appreciation of the manner in which his duties were performed. He fell a victim, in the most liberal sense, to the devotion to duty which impelled him to expose himself to the hardships and dangers of out-door work in the rainy season, at a time when he was in need of rest and medical treatment.

A. D. YOUNGHUSBAND,
Commissioner.

The 10th October 1897.

No. F.-1979, dated Bachmarhi, the 20th October 1897.

From M. W. Fox-Strangways, Esq., I.C.S., Chief Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Department of Revenue and Agriculture (Famine).

In continuation of my letter No. F.-1771-A., dated the 20th September 1897, I am directed to submit a statement, compiled from figures received from the Sanitary Commissioner, showing the death-rates per mille per mensem in each district of the Central Provinces during the month of September, as compared with the average recorded death-rate for the month for the past 10 years, and the rates shown in the preceding month.

2. The total number of reported deaths has fallen from 88,275 in August to 87,782 in September, and the rate from 8·35 to 8·30 per mille. The decrease, the Chief Commissioner much regrets to find, is small, and excluding deaths from cholera and small-pox, which carried off 1,374 persons in September against 2,342 in August, there is little difference between the totals for the two months. On more closely examining the figures, however, some encouraging features are apparent. It will be seen that the extremely high figures shown last month have, in all but one case, that of Betul, been sensibly reduced ; thus :—

—	Death-rate for August.	Death-rate for September.
Balaghat	11·75	10·07
Seoni	12·29	8·63
Mandla	16·66	11·59
Bilaspur	12·51	11·09
Saugor	11·62	11·30
Raipur	9·86	8·89

In Betul there has unfortunately been a slight rise, from 11·76 to 12·20.

In all these districts, as will have been gathered from the monthly report submitted on the 15th instant, relief in all its forms is now being actively carried on, and Sir Charles Lyall believes that with the progress of the harvests the improvement which the returns show will become more and more conspicuous.

3. On the other hand there has, in the Nagpur country, and in the districts of the Nerbudda division, been a sudden increase in the mortality, which there seems to be no reason to ascribe to the increase of distress, and certainly none to any falling off in the efficiency of relief. For the Nagpur country the monthly death-rate since March last is shown below :—

District.	March.	April.	May.	June.	July.	August.	September.
Nagpur	1·96	2·67	4·54	4·83	3·92	5·68	6·84
Bhandara	2·94	2·87	4·47	7·02	5·48	6·42	8·90
Wardha	1·97	2·64	4·22	5·58	3·99	6·24	8·96
Chanda	1·78	2·83	3·15	3·59	3·60	4·17	5·80
Deaths from cholera ...	300	1,073	2,294	2,977	1,430	666	536

It will be seen that, starting from normal figures, the rise from April to June was coincident with the development of a widespread epidemic of cholera. On the rains setting in in July the cholera decreased, and the death-rates, except in the severely distressed district of Bhandara, again sunk nearly to normal figures. In August and still more in September there has been a sharp rise.

The Chief Commissioner finds that in Bhandara the Civil Surgeon has specially noted that the excess mortality of the month was due to an unusual prevalence of fever, and that the deaths of children under 15 formed 41 per cent. of the mortality. The Deputy Commissioner of Chanda has also noted the excessive prevalence of fever in a severe form, to which an unusual number of persons in robust health succumbed. The report from Wardha, like that from Nagpur, does not give any sufficient explanation of the excessive mortality: but the latter notices that it occurred particularly in the northern circles adjoining the Satpura Plateau. This country is continuous with the Sausar Tahsil of Chhindwara, in which the Deputy Commissioner, as recorded in the Nerbudda division memorandum, forwarded with the monthly report on the 15th instant, made a special inquiry into the sudden and remarkable rise in the mortality. Mr. Ryves's observations seem to establish the fact that sickness in the form of fever prevailed to a very unusual extent, and also that the disease attacked with fatal effect the well-to-do as well as the poor.

4. Similarly in the Nerbudda division there has been during the last two months, and especially during September, a general deterioration in public health which will be manifest from the figures given below, which show the total death-rate month by month :—

District.	March.	April.	May.	June.	July.	August.	September.
Narsinghpur	4·03	8·18	7·41	6·48	6·26	7·24	7·86
Hoshangabad	2·91	2·91	7·76	6·15	4·32	6·95	7·72
Nimar	3·48	4·04	5·36	8·40	6·35	7·32	7·89
Chhindwara...	2·47	2·57	2·83	4·99	5·24	4·80	7·86
Betul...	4·90	4·30	3·63	6·29	7·45	11·76	12·20

But in several of these months cholera raged, and if deaths due to this cause be deducted the extraordinary mortality of August and September will appear yet more striking, as compared with the comparatively low rates which previously prevailed. The following figures show the monthly rates less cholera deaths :—

District.	March.	April.	May.	June.	July.	August.	September.
Narsinghpur	3·72	4·58	5·31	5·43	5·87	7·19	7·84
Hoshangabad	2·86	2·88	5·01	4·57	4·25	6·81	7·70
Nimar	3·38	3·91	5·32	6·24	5·93	6·76	7·59
Chhindwara...	2·38	2·57	1·96	2·22	4·41	4·60	7·86
Betul...	4·51	3·44	2·92	4·20	6·47	11·50	11·62

5. For the Jubbulpore division the figures for September and the preceding months are given in the Commissioner's memorandum forwarded with the monthly famine report.

6. All these indications seem to the Chief Commissioner clearly to point to the existence of what Mr. Fuller calls a "wave of malignant fever," which devastated not only those parts of the Province where distress has been severe, but also those where it has been comparatively slight. They also point to a fact which experience from month to month has gradually been bringing into clearer relief, that the unfortunate people who have died have been those who clung to their villages, gradually exhausting their store of food, and subsisting during the hot weather and rains upon wild fruits, vegetables, seeds and roots. These, it is true, form the ordinary and accustomed food of many millions of the poorer population of these Provinces, but in conjunction with various kinds of grain, and not ordinarily alone. Nothing would induce the majority of these people to leave their villages and come upon the works provided for them. The physical conditions of this Province, especially in the wilder districts like those of the Satpura Plateau, altogether precluded the opening of works within such a distance of each village that the labourer could return to his home at night ; and short of such facilities nothing would have availed to bring him to our work relief. This is the explanation, and not any restriction in the wages offered on works of the comparatively small percentage of the population of the distressed districts which has sought relief upon them.

7. These poor people, when the rains came on, were gradually drawing to the end of their resources. The rains produced an abundant crop of various jungle foods ; but the privations the poorer classes had undergone rendered these foods the cause of fatal forms of bowel disease, and their weakened frames succumbed to fever and chills. House-to-house relief, as has been fully reported to the Government of India, has been pushed on as actively as was possible under the conditions of the season ; this has without doubt saved many thousands of lives, and it is the only way in which they could have been saved. But before the break down in health induced by the rainy season the majority of these people were not fit subjects for village relief, inasmuch as they were all capable of doing some work on the relief works. to which the majority of them refused to resort. The Chief Commissioner has gathered testimony from all sides to the effect that the deterioration noticed among the persons on relief works after the rains set in was due to the departure from those works of the robust, who had been working on them during the dry months, and left them to take up labour in the fields, and their replacement by many thousands of new arrivals who had gone through this course of privation and weakening during the hot weather, but could not be induced, until they had absolutely nothing left, to come upon the works. This point will be more fully elucidated in replying to your recent reference No. $\frac{3187}{26-32}$-F., dated the 15th instant, regarding the supposed effect of the piece-work rules on the condition of the people. Sir Charles

Lyall desires me here to say briefly that, so far as his enquiries have gone, he is satisfied that neither the piece-work rules put forth in May last, nor the payment by results rules put forth in August, had anything to do with the deteriorated condition of the people ; that those who left the works in consequence of those rules were the able-bodied, who have fared sufficiently well by means of field labour, while those who have remained on or resorted to the works since the setting in of the rains have in no way been affected by the rules, but have received a wage on the Famine Code system which is amply sufficient for their support. The one striking and ruling feature of the Central Provinces famine from first to last has been the enormous difficulty of inducing people to come upon work relief, though it was provided, the Chief Commissioner believes, as fully as was possible considering the circumstances and character of the country. This being the case, it is only natural, however lamentable, that there should during the unhealthy months of the year be a great mortality among those who clung to their homes till the assistance afforded by Government became of no avail.

8. The last column of the statement shows the deaths from starvation reported during August which are stated to have been verified during the month :—

Name of District.	Cholera.	Small-pox.	Death-rate excluding Cholera and Small-pox.	Death-rate from all Causes.	Average Death-rate of past 10 years.	Excess over Normal.	Difference from last Month.	Deaths verified as due to Starvation in August.
1	2	3	4	5	6	7	8	9
Nagpur	193	...	6·58	6·84	3·43	3·41	+1·16	4
Wardha	46	...	8·84	8·96	4·50	4·46	+2·72	...
Bhandara	116	...	8·74	8·90	3·20	5·70	+2·48	2
Chanda	181	1	5·46	5·80	3·23	2·57	+1·63	...
Balaghat	51	1	9·88	10·07	3·28	6·79	−1·68	...
Jubbulpore ...	...	...	5·96	5·96	3·71	2·25	+·36	...
Saugor	...	...	11·30	11·30	4·57	6·73	−·32	...
Damoh	...	5	6·76	6·78	4·67	2·11	−·48	...
Seoni	7	2	8·61	8·63	3·33	5·30	−3·66	...
Mandla	91	...	...	11·59	3·53	8·06	−5·07	...
Hoshangabad ...	3	1	7·70	7·72	3·69	4·03	+·77	...
Narsinghpur ...	3	2	7·84	7·86	4·44	3·42	+·62	...
Nimar	83	...	7·59	7·89	3·28	4·61	+·57	...
Betul	185	1	11·62	12·20	3·59	8·61	+·44	...
Chhindwara ...	1	...	7·86	7·86	3·58	4·28	+3·06	...
Raipur	120	21	8·79	8·89	2·93	5·96	−·97	..
Bilaspur	119	10	10·98	11·09	2·68	8·41	−1·42	12
Sambalpur ...	128	3	2·67	2·81	2·71	·10	−·97	...
Total ...	1,327	47	8·17	8.30	3·47	4·83	−·05	18

NOTES OF AN INSPECTION OF FAMINE RELIEF WORKS IN THE CENTRAL PROVINCES, BY MR. T. HIGHAM, C.I.E., ON SPECIAL DUTY, FAMINE RELIEF OPERATIONS.

Itinerary.

1. After leaving the Bombay Presidency I arrived at Itarsi at 9.30 P.M. on 30th May, and was met by Mr. White, Executive Engineer, Hoshangabad Division. On the following day we drove to Shahpur, in the Betul District, inspecting the Khesla camp in the morning, and, after resting half way, proceeding to Shahpur in the afternoon. The following morning we inspected the relief works at Bhaorah on the way back to Itarsi, where we arrived in the evening, and proceeded by rail to Piparia *en route* for Pachmarhi. On the morning of the 2nd I went to Pachmarhi, where I had interviews with the Chief Commissioner, Mr. Fox-Strangways, the Chief Secretary, and Mr. Oliver, the Chief Engineer, and returning to Piparia the following day arrived at Jabalpur on the morning of the 4th June. On the following morning I railed out to Shahpura with Mr. Robertson, the Collector, and Mr. Leaventhorpe, Executive Engineer, and returning by the Bombay-Jabalpur Road inspected two relief work charges, extending over 19 miles of road. On the 6th I left Jabalpur by rail for Kirwi in the North-West Provinces.

Character of the relief works.

2. The relief works in the Central Provinces consist almost exclusively of road work, that is, either in making new *kutcha* roads, in improving existing roads and raising them from a lower to a higher class, or in collecting metalling for future use. The works for which administrative sanction has been accorded are all of this kind, and as far as I could ascertain no other is included in the programmes of works that may be undertaken when these are completed. It is said that there is little possibilty of constructing irrigation works in these provinces that will be of any service, as artificial irrigation is seldom resorted to for the black cotton soil, and, as a rule, the land suffers more from too much than from too little water.

G. O. C. No. 498, dated 26th December 1896.

3. The general rules and orders for the conduct of relief works by the Public Works Department are contained in G. O. No. C-498, dated 26th December 1896. These instructions are based on those issued in the North-West Provinces as Circular No. 18-P.W.D., dated 5th December 1896, most of which have been incorporated *verbatim*. It may be noted, however, that paragraphs 48 to 52 of the North-West Provinces Circular, which direct that each individual digger should have his own task set out, have been omitted ; and it is, on the contrary, declared that it is practically impossible to measure the amount of work done by each individual digger, and that fines for short work must necessarily be inflicted on the whole gang, payments being, however, made to individuals, and children never receiving less than the minimum wage. In the same paragraph (23), it is directed, however, that the diggers only will receive short payment for short work, the pay of the carriers being subject to deduction only when clods have not been properly broken up (*vide* paragraph 26). In the North-West Provinces carriers are fined as well as diggers when the outturn of work is very short.

The only earthwork that I saw in progress was on the Bombay-Jabalpur Road and was carried out on the system described above, the task for the diggers being 90 cubic feet per diem, which appeared to me to be rather light. I will reserve further remarks on the working of this system for my notes on North-West Provinces, when I shall have better opportunities of studying it.

Classification of workers on earthwork.

4. There is, however, a point to be noted regarding the classification of workers employed on earthwork. Under the North-West Provinces system adopted in these provinces, all adult males and females employed as carriers receive only the D wage, *i.e.*, the cash equivalent of 14 and 13 chittacks of grain respectively. But under paragraph 35 of the North-West Provinces Circular, which has been followed almost *verbatim* in the

corresponding paragraph 15 of the Central Provinces Circular, the classification of workers is a matter apart from their remuneration, as expressly stated in the North-West Provinces footnote to paragraph 35. Thus men and women carriers are placed in class B, if they fall within the Code definition of that class, *viz.*, if they are able-bodied labourers, but not accustomed to the kind of work on which employed, even although their remuneration may be limited to the D or minimum wage. This is clearly shown in the form of Gang Register, Field Account Form No. 1, which provides for the numbers of B men other than diggers and of D men being shown separately, though they are bracketed together for a common daily wage in evaluating the amount due to them, and B women other than diggers and D women are similarly accounted for. The practice of entering separately, as in class B, labourers whose normal remuneration is that of class D, unnecessarily complicates the gang register, and if this classification is maintained in the derived forms, the Monthly Famine Statement A submitted to the Government of India shows under class B a number of workers, who, as far as remuneration is concerned, are actually in class B. On the other hand, it must be noted that in accordance with the footnote to this statement (*vide* page 51, Central Provinces Famine Code), all working children are included in class D. The statement, as submitted, therefore affords no indication of the number of adult workers who are normally in receipt of the D. wage.

Classification of metal-breaking gangs.

5. As regards metal-breaking, which is the other principal form of relief work, paragraph 24 of the Cental Provinces Circular proposes the following tasks for B workers :—

Workers.	Hard Metal as Basalt.	Ordinary Metal as Sandstone.
	Cub. feet.	Cub. feet.
Men	4·5	6·0
Women	3·0	4·5
Children, 12–16 years	Same as for Women.	

It is directed that for these tasks the B wage shall be paid, but that if less be done the D wage only should be paid. This of course applies only to adults.

In paragraph 26, however, it is said that these tasks are only examples, to be modified at the instance of the Sub-Divisional Officer, in consultation with the Deputy Commissioner, with reference to local conditions, and it is added that this should be on the basis of ensuring to workers wages on the D scale, increasing gradually to the B scale, as the work done approximates to a full day's work. This is somewhat contrary to the direction in paragraph 25 that a B task should be set, the D wage being paid when it is not accomplished. The C class and wage is not recognised in the Central Provinces. The A class, comprising less than 2 per cent. of the whole number of workers, consists almost entirely of the gang mates, who receive 2 pice a day more than the B male worker.

Practice adopted on the metal-breaking works inspected.

6. In the metal-breaking gangs inspected by me I found that, on the Itarsi-Betul Road, the breakers were as a rule all put into class B, except the very feeble who were given a lighter task, and classed as D. At Khesla the maximum fine for B workers was limited to 2 pice, but the D workers, who formed there but 2 per cent. of the whole, were not fined, and were merely required to do as much work as they could. At Bhaorah the D workers, who formed about 23 per cent. of the adults, were given a task equal to two-thirds of the B task, and were liable to fine, though fines were not imposed on the feeblest. In this sub-division no limit to fines was observed, but the pay of the workers was reduced in proportion to the shortness of the task accomplished. For the five days ending 31st May I found that fines amounted to Rs. 164, the full wages being Rs. 1,924. On the 30th they amounted

to Rs. 64 on Rs. 331, or nearly 20 per cent. Mr. White informed me that this was the only sub-division in which there was no limit to fines, but that the fining was carried out under the close personal supervision of the Sub-Divisional Officer, Mr. Desmond, who exercised the greatest discretion, and levied the fines with such fairness that the works were the most popular in his division, while there was a better outturn of work than elsewhere. No complaints about fining were made to us, the *morale* among the workers, among whom were a great many Gonds, was excellent, and there were many indications of careful and sympathetic management. At both works the small children were employed as carriers in supplying the breakers with stone. In the Jabalpur Division there were seven children's gangs employed in carrying under boy-mates and working briskly. The non-working children were fed, but gratuities are given to the adult dependants, the number of whom was, however, inconsiderable.

On the Bombay-Jabalpur Road the breakers were classed as B and D as at Bhaorah, but the D tasks were one-half instead of two-thirds of the B tasks, and fines, both for breakers and those engaged on earthwork or otherwise, were limited ; no worker receiving less pay than the penal wage, or 1 pice below the D wage. It may be noted that in this division the B workers were only about 42 per cent. of the adults. Of the men 78 per cent. were in B class and of the women 23 per cent. These proportions are much lower than found in the Hoshangabad Division, where from 77 to 98 per cent. of the adults were in B class.

The B tasks at all these works were as given in the table in paragraph 5 above, except at Khesla, where the metalling was made from hard boulders, and the B tasks were 3·5 and 2·5 cubic feet for men and women respectively. In Jabalpur Division kunkur for soling was being carried for a distance varying from one to two miles by women. The task set was three cubic feet, divided by the length of the lead in miles per diem.

Fines.

7. Fines are not separately shown in the accounts, nor do the standard forms provide for this being done. Effect is given to them by reduction in the rate of pay, so that it is only by an examination of the month rolls that it is possible to ascertain the extent of the fining. In the Jabalpur Division I found that when B workers did a short task they were paid in full, but were reduced to the D class in the next pay sheet. If they then did a full task they received only the D wage, but were put up again into class B in the next pay sheet, and so on, but the advantages of this arrangement are not obvious.

I may add here that the form of the gang register on Field Account No. 1, which is identical with that proposed in North-West Provinces Circular No. 18-P. W. D., dated 5th December 1896, appears to me to be open to several objections, but I will reserve comment on it for my report on the relief works in the North-West Provinces.

Position and duties of the officer in charge.

8. The "officer in charge" of each camp is an official nominated by the Deputy Commissioner, whose services are placed at the disposal of the Public Works Department, and who is posted by the Divisional Engineer to the Sub-Divisional Officer, and works under his direct orders. He is the cashier and general supervisor on the spot, and has one or two sub-overseers according to the size of the charge to assist him in giving out work and classifying the workers. He has a vernacular clerk qualified to act as sub-cashier, and a clerk who can keep accounts in English, the salary of both these men varying from Rs. 15 to Rs. 20 per mensem. There is also a tools-moharrir, who receives from Rs. 8 to Rs. 12 per mensem.

Payments.

9. Payments are made by the gang-moharrirs, one of whom is employed for every 900 or 1,000 workers. The circular already quoted provides for payments being made daily at first, though it is remarked that they may eventually be made twice a week, and this was the practice on all

the works that I visited. Following the system in the North-West Provinces, the daily wage is fixed at the aliquot number of pice most closely corresponding with the true wage as given in the Ready Reckoner. If the true wage exceed an aliquot number of pice by less than 2 pice that number of pice are given, if the excess is 2 pice or more the next higher aliquot number of pice are paid. This system is unavoidable when payments are made daily, though it is somewhat more in favour of Government than of the worker, and in some cases may for a long period press heavily on the latter. It is less necessary when payments are made only once or twice a week, as the amount due for the period can be calculated on the true wage, payment being made to the nearest pice, which is the practice in Bombay. There is no doubt, however, that the practice of fixing the daily wage at an aliquot number of pice is the more convenient, whatever the interval of payment, and that the advantages outweigh the disadvantages. It would, however, be less open to objection if the higher number of pice were paid whenever this exceeded the true wage by 1½ pies or less.

Wages are fixed by the Sub-Divisional Officer in consultation with the Deputy Commissioner, but are not altered for variations of less than 10 per cent. in the price of food grains, and then only after a reference to the Commissioner, except cases of urgent necessity to be immediately reported. In this respect the practice differs from that in Bombay and Madras, where the Tahsildar intimates all variations in the price of food grains direct to the officer in charge, and the corresponding alterations in the rate of wage for each class. At Khesla the workers complained of the low wage, and it appeared that, owing to the joint operation of the 10 per cent. and 2-pie rule, they were being underpaid a pice per diem all round, and the Executive Engineer undertook to get this rectified.

Ratio for the actual value of work done to total payments for labour.

10. It is difficult to form any reliable estimate of the average rates of the value of the work done to the amounts paid in wages or on all accounts. At Khesla I found that 403,161 cubic feet of metalling, mostly from boulders, had been collected, and that after allowing twice the normal rates for excavation, collection of boulders, &c., the amount spent on breaking was Rs. 6·3 per 100, or about double the normal rate. At Shahpur 543,796 cubic feet metalling, of which 76 per cent. was basalt and 24 per cent. sandstone, had been collected at a cost of Rs. 7-1-0 per 100 cubic feet, the normal rate being Rs. 4-10-0. In the Jabalpur Division I found that the wages paid for 205,349 cubic feet yielded a rate of over Rs. 15 per hundred, but I have not noted the lead or normal cost. With so large a proportion of the workers in the D class, the rates must necessarily have been higher than on the other works noted above. These rates exclude expenditure on gratuitous relief, hutting, establishment and other incidental charges. The Local Administration has recently furnished further figures in the Chief Secretary's No. 1149-C., dated 19th June 1897, which are extracted below :—

Sub-division.	Class of Work.	Working Rates for 100 cubic feet.	
		Normal Rates.	Famine Relief Rates.
		Rs. A. P.	Rs. A. P.
Nagpur	Quarrying and breaking metal ...	3 8 0	6 1 0
Bhandara	Breaking metal	1 14 0	2 11 1
	Moorum quarrying	0 8 0	0 9 0
	Earthwork	0 6 0	0 6 9
Chhindwara... ...	Hard moorum...	1 0 0	1 6 0

These rates appear favourable, but it is doubtful whether the figures include all the earlier expenditure before the works were in full operation. For special establishment, hutting and other incidental charges an addition of about 20 per

cent. should apparently be allowed. It is probable that the total payments on all accounts will not be less than double the value of the work done at normal rates, but this would be a moderate proportion.

Piece-work.

11. Piece-work had not been introduced in the Central Provinces at the time of my visit, but instructions for its gradual introduction had been issued by the Chief Commissioner in G. O. No. 355—3571-A., dated 15th May 1897.

As far as the Hoshangabad district was concerned, it had also been ordered that no new comers to the work were to be given task work unless certified as weak and feeble by the medical subordinate in charge. Several applicants met us on the road who had just been refused task-work in accordance with this order. They were all in very fair condition, and when told that piece-work would be given to them they did not appear to object, though I cannot say whether they have actually taken it.

In a subsequent circular letter No. 385—3822-P.W.D., dated 28th May 1897, the Chief Commissioner pointed out that, while the piece-work system did not admit the existence of *dependants* paid daily wages side by side with the piece-workers, it did admit the existence of *infirm gangs* paid at task-work rates (and if necessary dependants upon persons employed in such gangs) where this might be found requisite in any district in which there was not a work on the task system to which these infirm gangs could suitably be drafted. It was accordingly directed that in any work in which inefficient labour, that is, labour not able to make a sufficient living by piece-work existed to a larger extent than 25 per cent., it would not be worth while to reorganize the work on the piece-work system, except as an optional alternative to the task-work. It was laid down as a cardinal principle of the piece-work system that it should not be introduced when the proportion of weak inefficient labour is large, and also that in introducing it adequate provision should be made for the employment of the inefficient labour, whatever it may be, either on a neighbouring work or in an infirm gang employed on the same work in task-work. I have quoted this order almost *in extenso*, as it shows that one of the main difficulties in connection with piece-work has been foreseen.

In the instructions relating to the introduction of piece-work issued with G. O. No. 355—3571-A., dated 15th May 1897, it is said that it may be possible in some cases to follow the plan adopted for metal-breaking at Nagpur, and which had been proposed by the Commissioner for another work, *viz.*, to select a suitable, substantial and reliable Public Works contractor, who would undertake the position of work agent, arrange the gangers and provide the necessary daily payments, the total work done being measured up and payments made to him weekly or fortnightly. I note this proposal here, but will reserve comment on it until I make my final report.

Interference of relief works with the supply of labour to private employers.

12. As regards the interference of relief works with the supply of labour to private employers, I have had some correspondence with Mr. Michel, the District Engineer on the Saugor-Katni Railway, who was unfortunately unable to meet me at Katni, as he was engaged on inspections at the other end of the line. Mr. Michel writes:—

"There is no doubt that the relief camps are prejudicially affecting the supply of labour to our works. As a case in point, at a place called Pahi, 8 miles west of Rithi, a relief work in the form of an earth dam has been engaging some 2,000 people for four or more months. Within 1½ miles of this dam I have large earthwork approaches to the major bridge across the Lallpura Nullah, where I have not been able to get more than about 300 coolies at a time all this time; and now doubt if I shall be quite safe for the floods.

"Our lowest initial rates for earthwork is Rs. 2-12-0 per thousand for first 100 feet lead, and 6 annas per 1,000 for every 100 feet further lead. The lift rates are :—

	Rs.	A.	P.	
From 5 to 10 feet	0	8	0	per 1,000.
„ 10 to 15 „	1	2	0	„
„ 15 to 20 „	1	14	0	„
„ 20 to 25 „	2	14	0	„
„ 25 to 30 „	4	2	0	„

"Fifteen months ago when the people here were in great distress and of poor physique, I made the following note of a type case, where local labour was working for contractors at the above rates :—

Lead, 78 feet ...	2 full-grown men ...	Completed 100 cubic feet in a day, and would get Re. 0-3-6.
	1 young man of 19 ...	
	1 girl of 15	

Rice was selling at 13½ pies per seer, or 14 seers per rupee ; for the above Re. 0-3-6 they would get 3 seers of rice. Had grain been selling at 18¼ seers per rupee, they would have got 1 seer each = 4 seers."

If this party had been working under the famine relief system, one of the men would probably have been put into the B class and the other adults into D, and they would have earned the following:—

	Rate, 14 Seers per Rupee	Rate, 10 Seers per Rupee.
	Rs. A. P.	Rs. A. P.
One man, B class	0 1 6	0 2 0
„ „ D „	0 1 0	0 1 6
„ woman, D class	0 1 0	0 1 3
„ girl	0 0 9	0 1 0
Total... ...	0 4 3	0 5 9

According to the rates given by Mr. Michel, the party would have earned 4·4 annas, but these rates were then given to the petty contractors, and the amount actually paid to the labourers was 3·5 annas. It will be seen that at the 14-seer rate (which is, however, a lower rate than contemplated in the Ready Reckoner of the Code, which begins with 12 seers), the party would earn a little more under the Code than they were earning under petty contractors. With the famine rate of 10 seers to the rupee they would earn over 60 per cent. more than the contractor would pay them, because the contract rates do not rise with the price of provisions. The family could not live on the works at the contract rates, but Mr. Michel says that the Loonyas, under the railway initial rates and extra good lift andl eadi rates, managed to keep both themselves and their children fat and flourishing even at present grain rates.

It is obvious that the ordinary famine labourer could not earn a subsistence for himself on the railway works during a season of famine prices, but the question remains whether relief works are so attractive as to keep Loonyas and other professional labourers from railway work. Under the system that now obtains in the Central Provinces, a Loonya family, constituted like the family mentioned by Mr. Michel, would not be able to earn any more than that family, *viz.*, Re. 0-5-9, unless indeed the second man took service as a digger, when it would be able to earn Re. 0-6-3. But at contract rates it would be able to earn at least twice as much as the typical famine family, or say seven annas, though it would have to work much harder than on the relief works. On the other hand, the greater freedom and sense of independence would probably induce a preference for contract work, but the scale may be turned in the other direction if the relief works are nearer the home, or if there is no objection to the dependants going to the relief kitchens. With grain at 10 seers to the rupee, one form of work might be about as attractive as the other; but with a higher grain rate the relief work would probably be preferred unless the railway raised its rates, while with a lower grain rate there would be a much stronger inducement to go to the railway.

Mr. Michel tells me that he had agreed with the Deputy Commissioner of Jabalpur that ballast should be broken by famine relief coolies which the railway would take over at normal rates, but that he is so apprehensive of the effect of having a relief camp so close to his own workers that he has asked the Deputy Commissioner to agree to its being considered only as an experiment, to be discontinued if found to draw labour away from the railway works. He also says

that when work was commenced he issued orders that only the suffering local people were to be employed. This was done at the request of the Civil Department, communicated through the Chief Engineer. Mr. Michel considers that this arrangement would have proved satisfactory if Government could have made arrangements to sell grain on the works at a privileged rate of 18 or 20 seers to the rupee, and to assist in this way the local labour. Since the relief works have been started he has been obliged to change his orders and to employ Loonyas and professional labourers of that class.

Works in charge of civil officers.

13. All road works are carried out by the Public Works Department, but there are a number of minor relief works which are managed by the Deputy Commissioners. They are most important and numerous in the Jabalpur and Damoh districts, where the average daily attendance, according to the latest returns shown to me, amounted to 15,000 and 10,000 respectively. The works comprise the construction or deepening of village tanks, diversions of the courses of nullahs which are damaging valuable land, and improvements in the approaches to fords, but the first of these is the principal form of minor relief work. In addition to this advances are made to landlords for petty improvements, such as the embankment of fields, the making of *kutcha* wells, and the extirpation of *kans* grass from the black soil land. Each minor work is supposed to employ not less than 500 or more than 2,000 labourers, but there are occasional exceptions, and in one case of a large village tank as many as 5,000 were employed. The works are conducted on the principles laid down for the management of relief works by the Public Works Department in G. O. No. C-498, dated 26th Decemher 1896, with a few modifications, the chief of which are that the gangs are to be of smaller size, consisting of about 20 members, and payments are to be made by the officer in charge. The system of payment by the piece has not been adopted.

Relative position of the Civil and Public Works officers as regards the management of relief works.

14. The Famine Code of the Central Provinces does not contain any section corresponding to sections 31 and 38 of the Bombay Code, or to similar sections in the North-West Provinces, Bengal, Madras and Punjab Codes, under which the officers of the Public Works Department employed on relief works are placed under the orders of the Collector and his assistants in all but purely professional matters. When the necessity for undertaking relief works was first recognised, it was indeed proposed by the Chief Engineer that the District Sub-Divisional Officer should be made over to, and act immediately under the orders of, the Deputy Commissioner, who, under the Famine Code, would delegate to the Sub-Divisional Officer such powers as he might consider desirable. It was, however, subsequently decided in supersession of these proposals to entrust the management of all major relief works entirely to the Public Works Department, *vide* G. O. No. C-498, dated 26th December 1896. The officers in charge of the works are directly under the orders of the Public Works Divisional or Sub-Divisional Officers under paragraph 9 of the instructions issued with the G. O. last quoted, an arrangement which is permissible under section 50 of the Famine Code. But the Deputy Commissioner is kept fully informed of the progress and conditions at each work, the officer in charge regularly submitting to him the weekly returns required under sections 79. 80 and 80-A of the Code. He is also consulted by the Public Works officers in regard to wages and tasks, drafting of labourers from one work to another, opening new works, &c. Under G. O. No. C-154, dated 20th March 1897, an order book (not an inspection book) is kept up for each separate charge at the site of works for the use of officers empowered to give orders to the officers in charge, *viz.*:—

The Executive Engineer or Superintendent of Works.

The Sub-Divisional Officer.

The Deputy Commissioner (when he finds it necessary to interfere).

The Civil Surgeon or Medical Officer on special famine duty (in regard to sanitary matters only).

The Deputy Commissioner's assistants are not authorised to give orders to the officer in charge direct, but are directed to look at the order book and see that orders recorded have been attended to by the officer in charge, reporting to the Deputy Commissioner, for the information of the Executive Engineer, cases in which they have not been complied with. Inspection reports may be written by the Deputy Commissioner and forwarded by him to the Executive Engineer, and there is a prescribed form of Inspection Report for the Revenue Assistants, District Staff and Medical Officers visiting the works. These reports are forwarded direct to the Deputy Commissioner, and are sent on by him, with his own remarks or recommendations, to the Executive Engineer, or in the southern part of the province to the Superintendent of Works, and on these officers the responsibility rests of taking the necessary action.

This arrangement appears to have worked very satisfactorily. The Public Works Department is primarily responsible for the conduct and management of relief works in accordance with the principles laid down in the Famine Code and in supplementary G. Os., and maintains intact its own organisation and discipline, but the Deputy Commissioners are kept fully informed of all that is being done, their advice is taken on all important points, they may, when necessary, issue orders to the officers in charge of the works, while their Revenue subordinates and other members of the District Staff are allowed to visit all works freely, and to report to them the results of their inspections in a form which can be passed on at once to the Public Works officer for any immediate action that may be necessary.

Establishment.

15. The ordinary establishment of the Public Works Department has required considerable strengthening from outside, in order to enable it to cope with the extra work caused by the famine. Two Assistant Engineers from the Military Works Department and two other Lieutenants in the Royal Engineers have been posted to these provinces, together with three Staff Corps officers, from the 3rd, 6th and 17th Madras Infantry. An Executive Engineer has also been transferred from Coorg. With the assistance of these officers and a general suspension of leave to the regular establishment, the effective management of the relief works has been possible, but the want of more Upper and Lower Subordinates has been much felt here, as in other provinces.

Concluding remarks.

16. The most noticeable points in connection with the relief works in the Central Provinces are the following :—

(*a*) The major works, or those under the management of the Public Works Department, consist entirely of road works.

(*b*) The system of task work in force in the North-West Provinces, and described in North-West Provinces Circular No. 18-P.W.D., dated 5th December 1896, has been introduced, which involves the total elimination of class C, and as far at least as earthwork is concerned the employment of a greater proportion of workers on the D wage than would be usual under the Code classification.

(*c*) The Public Works Department is solely responsible for the efficient management of major relief works, and its officers are not subordinated in any way to the officers of the Civil Department.

As regards (*b*) the proportion of D workers, though higher than in Bombay, is not so high as in the North-West Provinces, as in the Central Provinces most of the work is metal-breaking, and the general practice is to put efficient metal-breakers into the B class. But both on earthwork and metal-breaking the number actually receiving the D wage is higher than the number returned as in that class, after deducting children. In spite of this there appears to be a unanimous opinion that the condition of the workers has generally and considerably improved since they came to the works. The introduction of piece-work has been sanctioned by the Chief Commissioner for one reason, among others, that "there can be no doubt, and it is a very satisfactory feature of the relief operations, that the general condition of the relief workers has greatly improved," and this opinion was repeated to me by Dr. Mackay, Civil Surgeon of Jabalpur. I found the workers generally in good condition, the worst being those who had been last to come.

The works generally are about 20 miles apart, and a good many of the workers live on or near the works, though there is not much hutting. In many parts the country is well wooded and good shelter is given in the forest. A large proportion of the labourers consists of Gonds and other aboriginal tribes, who are rather tardy in finding their way to the works, but appear afterwards to work well, and to be very amenable to discipline.

It may be added that the *mahwa* flower is reported to have been very abundant in the Central Provinces during the season, and to have been of the greatest assistance in enabling the people, and especially the hill tribes, to maintain themselves when prices were very high, and in supplementing the wages earned on the works.

T. HIGHAM.

Dated Simla, 1st August 1897.

NORTH-WESTERN PROVINCES AND OUDH.

No. 1387 of 1897, dated Naini Tal, the 23rd June 1897.

From the Secretary to Government, N.-W. Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department (Famine).

SIR,

I AM directed to forward the monthly Famine Statements A and B for these provinces, which give an account of the relief operations up to the 29th May 1897 in eighteen districts officially recognised as distressed, and extra-Code Statement C, which contains particulars in regard to the districts under observation though not officially declared to be distressed.

2. Besides the amounts of advances under the Land Improvement and Agriculturists' Loans Acts shown in columns 11 and 12 of Statement B, Rs.9,20,609 have been advanced under the two Acts in the districts included in Statement C since 1st November 1896. The amounts shown in column 13 of Statement B have been carried in from the previous return, as later figures are not at present available.

I have, &c.,

T. STOKER,

Secy. to Govt., N.-W. P. and Oudh.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the five weeks ending Saturday evening, the 29th May 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief (excluding dependants on works).				Prices of one or more principal food grains in sérs per rupee.							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Jwár.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq. m.		Sq. m.																											
Agra	1,856	1,003	744	285	8,956	8,218	6,705	23,879	48	41	46	135	9,004	8,259	6,751	24,014	1,206	4,224	1,042	6,472	10·25	11·	12·50	10·75	12·	9·75	11·25	2·61	4·11	..
Etáwah	1,694	727	271	62	866	747	566	2,179	..	..	..	..	866	747	566	2,179	258	287	75	620	10·12	..	11·50	..	..	9·75	..	2·80	2·67	..
Total, Agra Division ..	3,550	1,730	1,015	347	9,822	8,965	7,271	26,058	48	41	46	135	9,870	9,006	7,317	26,193	1,464	4,511	1,117	7,092	..	..	..	..	..	..	..	..	..	..
Cawnpore (*a*)	2,363	1,210	1,219	462	744	1,164	474	2,382	..	..	382	382	744	1,164	856	2,764	2,423	6,058	1,178	9,659	9·87	10·25	12·50	9·25	9·	9·50	12·25	2·83	3·32	..
Fatehpur	1,633	699	582	226	2,866	3,162	1,158	7,186	40	9	1,496	1,545	2,906	3,171	2,654	8,731	2,475	5,123	868	8,466	8·37	..	10·31	..	..	8·37	7·50	4·03	2·91	..
Bánda	3,061	705	3,061	705	71,120	90,077	56,574	217,771	1,563	1,763	27,470	30,796	72,683	91,840	84,044	248,567	6,869	18,294	14,574	39,737	..	..	..	..	..	9·26	10·51	*..	*..	..
Hamirpur	2,289	513	2,289	513	24,157	38,509	26,701	89,367	530	568	14,240	15,338	24,687	39,477	41,031	105,195	3,297	7,768	3,349	14,414	9·0	10·0	10·62	..	..	9·12	7·62	2·97	4·35	..
Allahabad (*b*)	2,852	1,549	2,428	1,272	71,632	98,945	60,081	230,658	287	534	49,996	50,817	71,919	99,479	110,077	281,475	10,072	28,746	10,877	49,695	9·66	11·	10·56	10·75	7·87	9·37	7·87	2·98	3·92	..
Jhánsi	3,587	683	3,587	683	19,767	26,663	18,503	64,933	432	629	13,852	12,913	20,199	27,292	30,355	77,846	3,459	8,975	6,919	19,353	9·25	..	..	9·93	..	9·25	..	2·73	5·02	..
Jalaun (*c*)	1,477	396	1,477	396	25,728	34,452	23,667	83,847	261	296	21,038	21,595	25,989	34,748	44,705	105,442	2,717	9,345	2,094	14,156	9·25	10·0	11·18	9·93	8·50	9·25	7·18	2·34	3·72	..
Total, Allahabad Division	17,262	5,755	14,643	4,257	216,0 4	293,372	187,248	696,634	3,113	3,799	128,474	133,386	219,127	297,171	313,722	830,020	31,312	84,309	39,859	155,480	..	..	..	..	..	..	..	..	..	..
Mirzapur (including Family Domains of the Mahárája of Benares).	5,223	1,161	4,307	714	14,718	19,821	5,668	40,207	92	168	7,980	8,240	14,810	19,989	13,648	48,447	5,302	12,022	5,762	23,086	9·50	..	11·37	..	..	10·25	..	*..	*..	..
Jaunpur	1,550	1,265	271	214	6,929	12,959	544	21,990	..	..	2,534	2,534	6,929	12,959	3,078	22,966	3,535	8,155	3,251	14,941	9·50	..	11·18	..	6·0	9·50	..	3·15	2·44	..
Total, Benares Division ..	6,773	2,426	4,578	928	21,647	32,780	6,212	62,197	92	168	10,514	10,774	21,739	32,948	16,726	71,413	8,837	20,177	9,013	38,027	..	..	..	..	..	..	..	..	..	..

* Not available; *see* separate mortality statement for April.

(*a*) The figures in columns 18—21 include 4,851 persons relieved exclusively from the Indian Famine Charitable Relief Fund through official agency.
(*b*) Ditto 12,331 ditto ditto
(*c*) Ditto 4,090 ditto ditto

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the five weeks ending Saturday evening, the 29th May 1897—(concluded).

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief (excluding dependants on works).				Prices of one or more principal food grains in sérs per rupee.							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Juár.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq. m.		Sq. m.																											
Gorakhpur	4,580	2,994	2,630	1,727	7,798	5,078	2,179	15,055	..	..	..	..	7,798	5,078	2,179	15,055	3,164	7,995	2,149	12,408	10·18	..	12·13	..	7·56	9·93	12·25	2·11	2·31	..
Azamgarh	2,148	1,729	1,130	914	3,927	4,082	1,162	9,171	..	..	..	..	3,927	4,082	1,162	9,171	65	136	223	424	10·25	..	13·12	..	..	10·12	9·62	2·22	1·83	..
Total, Gorakhpur Division	6,728	4,723	3,760	2,641	11,725	9,160	3,341	24,226	..	..	..	..	11,725	9,160	3,341	24,226	3,229	7,231	2,372	12,832	..	..	..	..	..	..	..	..	..	..
Lucknow	967	774	967	774	11,881	13,303	4,120	29,304	7	5	5,487	5,499	11,888	13,308	9,607	34,803	4,993	14,147	4,726	23,866	10·37	9·50	12·75	9·50	10·25	9·75	12·12	3·41	3·32	..
Unao	1,736	953	1,736	953	7,073	9,110	2,833	19,016	23	12	4,173	4,208	7,096	9,122	7,006	23,224	4,234	8,994	2,836	16,064	10·25	..	11·50	..	7·00	9·25	8·50	3·08	3·31	..
Rae Bareli	1,752	1,037	1,752	1,037	7,450	7,779	2,730	17,959	13	29	3,787	3,829	7,463	7,808	6,517	21,788	7,294	4,706	1,419	13,419	9·50	..	..	10·50	..	9·75	..	4·01	4·13	..
Sitapur	2,255	1,075	1,520	703	286	408	85	779	..	..	129	129	286	408	214	908	1,305	2,433	489	4,227	10·50	..	13·	..	..	11·	9·	*..	*..	..
Hardoi	2,325	1,113	2,325	1,113	26,796	32,781	28,601	88,178	827	1,336	19,911	22,074	27,623	34,117	48,512	110,252	8,682	18,845	10,737	38,264	10·25	..	12·50	..	..	..	..	3·51	2·59	..
Total, Lucknow Division	9,035	4,952	8,300	4,580	53,486	63,381	38,369	155,236	870	1,382	33,487	35,739	54,356	64,763	71,856	190,975	26,508	49,125	20,207	95,840	..	..	..	..	..	..	..	..	..	..
Total, N.-W. P. and Oudh	43,348	19,586	32,296	12,753	312,694	407,658	242,441	964,351	4,123	5,390	170,521	180,034	316,817	413,048	412,962	1,142,827	71,350	165,353	72,568	309,271	..	..	..	..	..	..	..	..	..	..

* Not available; *see* separate mortality statement for April.

REMARKS TO ACCOMPANY FAMINE STATEMENT A FOR THE FIVE WEEKS ENDING SATURDAY EVENING, THE 29th MAY 1897.

Agra District.

1. *Private relief, village and poorhouse relief.*—Private subscriptions amounted to Rs. 1,570 in addition to the Rs. 23,700 already collected. Private subscriptions are devoted chiefly to house-to-house relief in Agra city, where less than half the necessary funds are provided by Government. Village relief is distributed at the cost of Government alone by civil officers. The Church Mission Society also relieves about one thousand persons, principally belonging to Agra city, by doles of grain. Five poorhouses were open at the end of the month.

2. *General character of relief works.*—Intermediate works under the Public Works Department, but sixteen works are being carried out under section 65 (*a*) of the *Famine Code*, and advances have been sanctioned for seventeen more. No more advances of this kind will now be given, owing to the approach of the rains.

3. *Physical condition of the people.*—Fair. The outbreak of cholera on the works has been stamped out.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Stocks sufficient.

6. *General condition and prospects of affected area.*—The number of people on relief of all kinds has risen from 24,000 to 30,000.

7. *Changes in rates of wages, &c.*—*Nil.*

Etawah District.

1. *Private relief, village and poorhouse relief.*—A few wealthy men daily afford relief to the poor. In Act XX. towns and the city relief is given from subscription funds. Relief is also given in district partly from these and partly from Government funds. One poorhouse is open at the headquarters in the district, in which the number of inmates on the 29th May 1897 was 95.

2. *General character of relief works.*—The number of workers on the Etáwah-Kálpi road relief works on the 29th May 1897 was 1,689. This increase is due to completion of harvesting.

3. *Physical condition of the people.*—Generally good.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Food stock sufficient, and imports considerable.

6. *General condition and prospects of affected area.*—No improvement in the distressed trans-Jumna and Chambal tract can be expected till the rains set in. *Kharíf* harvest was poor, and *rabi* almost *nil.*

7. *Changes in rates of wages.*—Rates of wages have fallen everywhere.

Cawnpore District.

1. *Private relief, village and poorhouse relief.*—In the numbers relieved by the Charitable Relief Committee are included those relieved from the sum of Rs. 3,000 contributed monthly by Government for the city to the Committee. Increase in numbers on works due to the cessation of harvest and to opening of works under section 65(*a*), Famine Code.

2. *General character of relief works.*—Three road works under Public Works Department management, intermediate system; ten small works under section 65(*a*) in charge of zamindárs who have taken partly recoverable advances. Labourers in fair condition. Numbers keep down, because there is agricultural work in canal-irrigated villages and in river beds where melons, &c., are grown.

3. *Physical condition of the people.*—Generally good. Few emaciated persons to be noticed in the villages or among residents of the district in poorhouses.

4. *Deaths due to starvation.—Nil.*

5. *Food stocks and importation of grain.*—Food stocks sufficient; import trade of grain brisk; export slack; good crop of melons and gourds. Mangoes just coming in; crop poor.

6. *General condition and prospects of affected area.*—Severe distress no longer exists; therefore no tracts are coloured dark blue in the map. No reason to expect a considerable increase of numbers on relief. If the rains break well during June, there will probably be no further need of relief works, and village relief will be susceptible of reduction; the poorhouses must remain open for wanderers and homeless beggars until the *kharíf* ripens.

7. *Changes in rates of wages, &c.—Nil.*

Fatehpur District.

1. *Private relief village and poorhouse relief.*—Four poorhouses are open. Village relief is given in accordance with the provisions of Chapters V., X., and XIII. Plough cattle money allotted by Indian Famine Charitable Relief Fund being distributed.

2. *General character of relief works.*—Road and tank; fourteen works on partly recoverable advance system.

3. *Physical condition of the people.*—Improving.

4. *Deaths due to starvation.—Nil.*

5. *Food stocks and importation of grain.*—Supplies sufficient.

	Mds.
Import by rail	14,498
Export ditto	860
Excess import ...	13,638

6. *General condition and prospects of affected area.*—General condition of affected area stationary; prospects further improved by the present extra crops.

7. *Changes in rates of wages, &c.*—No changes.

Banda District.

1. *Private relief, village and poorhouse relief.*—Relief Committees of District and Municipal Boards' members and others have been formed, and the funds provided by the Provincial Relief Committee are being usefully utilized. Rupees 16,496-14-10 were disbursed from the Charitable Fund in supplementing village and poorhouse relief in kind and affording relief to respectable persons during the period from 16th April to 15th May 1897. The total number of persons in receipt of gratuitous relief under Chapters V., VIII., and X. of the Famine Code on the last day of the period under report was 34,437, 2,641, and 2,659 as against 25,289, 2,446, and 1,936 respectively on the last day of the preceding four weeks. The expenditure incurred under these heads during the period under notice was Rs. 46,851-11-9, Rs. 8,422-3-2, and Rs. 3,045-2-6 as against Rs. 31,555-10-8, Rs. 5,954-12-3, and Rs. 2,268-9-9 respectively during the preceding four weeks. Three hundred and fifty-two persons were relieved by the police under Chapter XIII., to whom Rs. 28-12-3 were disbursed during the period under notice as against 555 persons and Rs. 43-2-0 respectively during the preceding four weeks.

2. *General character of relief works.*—The general character of large relief works under Public Works Department agency was special repairs to the existing *kachchá* roads, deepening of roadside tanks, and breaking of stone at a quarry; that of village relief works under District Officer was excavation of village tanks and embankments, cleaning of wells and jungles, and village sanitary improvements.

3. *Physical condition of the people.*—The physical condition of the people is moderate, as also that of relief workers and inmates of poorhouses; cholera is increasing in the district, but in a mild form. Sanitary precautions and disinfection of wells are receiving constant attention.

4. *Deaths due to starvation.*—No deaths directly due to starvation were reported during the period under notice.

5. *Food stocks and importation of grain.*—The markets are sufficiently stocked, and importation of grain from out stations continues. About 100,400 maunds of grain were imported into the district during the period under notice, and there is no apprehension of the food stocks of the district running short at present.

6. *General condition and prospects of affected area.*—There has been no improvement in the condition and prospects of the affected area, nor can any be expected till the burst of the monsoon and opening of field work. The distress is rather increasing at present, and the high prices are felt generally.

7. *Changes in rates of wages, &c.*—The scale of wages on relief works remained unaltered during the period under notice.

Hamirpur District.

1. *Private relief, village and poorhouse relief.*—From the Charitable Fund supplementary doles were made to children in poorhouses and on village relief, and allowances for subsistence were made to 9,225 respectable people. Clothing also was distributed. Considerable progress was made in the distribution of money from the same fund for the purchase of plough cattle, and other expenses incident to getting up the *kharíf* crops. Village relief was distributed by respectable zamindárs. Five poorhouses were managed by hospital assistants under the control of the Civil Surgeon.

2. *General character of relief works.*—Large relief works were divided into 18 charges—two employed on road works and 16 on tank works. The excavation of 87 small tanks as village works was in progress at the close of the period under report.

3. *Physical condition of the people.*—Generally fair, and on relief works almost always good. Unfortunately cholera has broken out on several relief works in the north of the district. Energetic precautions have been taken, and so far the ravages of the disease have not been excessive.

4. *Deaths due to starvation.*—No deaths from starvation reported.

5. *Food stocks and importation of grain.*—Food stocks low, but importations continue by road and rail. Supplies sufficient.

6. *General condition and prospects of affected area.*—The entire district is suffering severely from the scarcity. Numbers on relief have risen to nearly 120,000, and, unless the rains are late, should not rise much more.

7. *Changes in rates of wages, &c.*—A rate of 10 *sers* is still adhered to in calculating wages, and observation shows this to be sufficient, although the price of gram, the staple grain, is $9\frac{1}{8}$ *sers* to the rupee.

Allahabad District.

1. *Private relief, village and poorhouse relief.*—No change. The Charity Fund provides 12,331 persons (mostly *parda nashín* women) with monthly allowances. The poorhouse population is only kept down by continually drafting people out on to works or outdoor relief. The number so drafted out during the month was considerably larger than the number in the poorhouses at the end of the period under report.

2. *General character of relief works.*—Mostly roads north of the Jumna and tanks south of it. North of the Ganges and in one tahsíl of the Doába they are on the "intermediate" system on a 12-*ser* basis; in the remainder of the Doába code works on an 11-*ser* basis; south of the Jumna, code works, small and numerous, on a 10-*ser* basis.

3. *Physical condition of the people.*—Greatly improved.

4. *Deaths due to starvation.*—None reported. Death rate has fallen and is now satisfactorily low.

5. *Food stocks and importation of grain.*—Most of the trans-Jumna area is dependent on importation, and, in the Collector's opinion, possesses no stocks at all.

6. *General condition and prosects of affected area.*—The people are in good heart, and the grants now being made from the Charity Fund will enable even the poorest of the cultivators to sow a good *kharíf* area if the rains are favourable.

7. *Changes in rates of wages, &c.*—The only change in system is the substitution of intermediate for code works in one tahsil of the Doába.

JHANSI DISTRICT.

1. *Private relief, village and poorhouse relief.*—Almost the whole of the lakh of rupees granted by the Indian Charitable Relief Association for seed grain and plough cattle has been distributed during the month, besides the ordinary relief under heads 1 to 3. Village relief under section 54 has been much expanded in the Lalitpur sub-division. The state of poorhouses remains unchanged.

2. *General character of relief works.*—Roads and tanks managed by Public Works Department. *Bandhiyas, bandhs*, tanks, and wells executed by the zamindárs under the control of the Collector on the partly recoverable system.

3. *Physical condition of the people.*—Much better than would be imagined. The excellent *mahua* crop and the vast quantity of relief afforded, together with a healthy season, have secured this.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—The food stocks have been largely supplemented by an excellent harvest where irrigation is available. This of course was very limited in extent, but still most of it remains in the district. Imports of food grain by rail during the five weeks were 126,489 maunds, and exports only 1,812 maunds.

6. *General condition and prospects of affected area.*—Everything will depend upon the rains, which seem to be approaching, whether they continue well on into September.

7. *Changes in rates of wages, &c.*—No changes in the rate of wages. Fining or short work has been more vigorously carried out.

JALAUN DISTRICT.

1. *Private relief, village and poorhouse relief.*—Four poorhouses are open. Village relief is given in accordance with the provisions of Chapters V. and X., Famine Code. Very little private relief is given.

2. *General character of relief works.*—Improvement of unmetalled roads and restoration of village tanks.

3. *Physical condition of the people.*—The physical condition of the people is, on the whole, satisfactory.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Food stocks are sufficient.

6. *General condition and prospects of affected area.*—The numbers on relief works will probably decrease from this forward, some going to prepare their fields, and others to purchase bullocks with the money which is being distributed to them from the allotment made by the Provincial Relief Committee.

7. *Changes in rates of wages, &c.*—*Nil.*

Mirzapur District.

1. *Private relief, village and poorhouse relief.*—The Local Relief Committee distributed Rs. 766 on relief under head I. and Rs. 2,554 under head III. Relief under head IV. is being distributed by officers. Numbers of village relief and poorhouses are steadily increasing in consequence of the termination of the *rabi* harvest and the *mahua* crop.*

2. *General character of relief works.*—Relief works are properly managed.

3. *Physical condition of the people.*—Good.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Supplies sufficient, and imports continue in large quantities.

6. *General condition and prospects of affected area.*—The general condition of the people is not bad, and a change for the better is expected with the advent of the rains, when a large reduction in the numbers is anticipated.

7. *Changes in rates of wages, &c.*—The rates of wages are the same as reported in the last month.

Jaunpur District.

1. *Private relief, village and poorhouse relief.*—Relief being given from General Famine Fund. Village relief distributed weekly—in city, through municipal members ; Act XX. towns, by *panchayat;* and villages by *patwáris.*

2. *General character of relief works.*—Digging and deepening tanks.

3. *Physical condition of the people.*—Much the same.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Sufficient. Imports now exceed exports.

6. *General condition and prospects of affected area.*—Will remain in same condition till rains fall.

7. *Changes in rates of wages, &c.*—Unchanged.

Gorakhpur District.

1. *Private relief, village and poorhouse relief.*—These continue the same as previously reported. Numbers in poorhouses and on village relief works are increasing.

2. *General character of relief works.*—Intermediate works in progress ; a few more 65 (*a*) village works have been opened.

3. *Physical condition of the people.*—Not so good as when last reported ; the pinch is being again felt in parts of the district.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Food stocks ample. Exportation still brisk.

6. *General condition and prospects of affected area.*—Now that the *rabi* harvest is over and prices are higher, scarcity is being felt. Arrangements have been made to supply labour and increased gratuitous help where needed.

7. *Changes in rates of wages, &c.*—Arrangements have been made to open works for weakly gangs on the sliding scale of payment sanctioned in G.O. No. $\frac{1130}{S.}$, dated 14th May, 1897.

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* But it is a question whether gratuitous relief in this district is not being overdone. Precautionary measures are in hand.

Azamgar District.

1. *Private relief, village and poorhouse relief.*—Village and poorhouse relief has been carried on during the month. Aid has been given from privately subscribed money for clothes and for relief of respectable persons. Over Rs. 30,000 have been distributed in free gift for purchase of cattle and seed.

2. *General character of relief works.*—Roads, tanks, *kankar* collection.

3. *Physical condition of the people.*—The physical condition of the people is fair, but lately starvelings have been more frequently seen, and the enlargement of relief operations which has taken place during the month has been very necessary.

4. *Deaths due to starvation.*—Have been *nil.*

5. *Food stocks and importation of grain.*—Stocks are sufficient, but prices have risen decidedly lately.

6. *General condition and prospects of affected area.*—The affected area is amply cared for, and is doing well, I think. Its prospects will greatly improve as soon as rain falls.

7. *Changes in rates of wages, &c.*—Lately there have been no such changes.

Lucknow District.

1. *Private relief, village and poorhouse relief.*—Organization complete; numbers on village relief have decreased, but risen in the city; poorhouse population stationary.

2. *General character of relief works.*—Road making; brick digging; tank digging; village sanitary improvements.

3. *Physical condition of the people.*—Improved since the harvest was reaped and grain prices were easier.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Importations of Burma rice and wheat and barley from up-country districts considerable.

6. *General condition and prospects of affected area.*—Still precarious in parts, especially Nigohan and Bijnor parganas. Relief on works will probably be required till end of the month, and village relief till the early crops are reaped or later.

7. *Changes in rate of wages, &c.*—Intermediate system everywhere in force. Grain usually retailed on the works at 11 to 12 *sers;* flour is 12 *chataks* dearer; grain dearest in Mohanlalganj owing to distance of markets.

Unao District.

1. *Private relief, village and poorhouse relief.*—Private relief much contracted. Village relief stationary. Numbers in some poorhouses increased, but decreased in one.

2. *General character of relief works.*—There are five works and one drainage work under the intermediate system, and one road work under code system. On the last mentioned numbers have increased rapidly, but, on the whole, there is now a tendency towards decrease.

3. *Physical condition of the people.*—Smaller cultivators and labourers in a reduced condition, but general population improving. No epidemic diseases. Death rate normal.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Exportation of grain going on. Stock of *kharif* grains low.

6. *General condition and prospects of affected area.*—No change since last month, but if a delay occurs in the advance of the monsoon, distress will become extremely acute.

7. *Changes in rates of wages, &c.*—During the month certain modifications in the intermediate system were sanctioned, allowing of the formation of weakly gangs to be paid at a higher rate. On the code work the maximum wage is six pice.

Rae Bareli District.

1. *Private relief, village and poorhouse relief.*—There has been no change in what was reported last month. Relief organization in shape of local and *tahsíli* committees and poorhouses works very smoothly.

2. *General character of relief works.*—Tanks and embankments; also improvement of roads. Public Works Department works under intermediate system, with kitchens to feed children.

3. *Physical condition of the people.*—On the whole good.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Stocks are also supplemented to some extent by imports and are sufficient.

6. *General condition and prospects of affected area.*—Condition improving. Extra crops doing well. Prices rising. *Mahua* fruit promises very well. Prospects dependant on the coming rains.

7. *Changes in rates of wages, &c.*—No change in rates of wages.

Sitapur District.

1. *Private relief, village and poorhouse relief.*—Distribution of money to cultivators for plough cattle and seed grain commenced in the last week of the month. Rupees 61,849 has been drawn for distribution. Under village and poorhouse relief the number on 29th May was 4,227 against 3,999 on 24th April. The slight increase was to be expected.

2. *General character of relief works.*—Road repairing under the intermediate system. Six works were open during the month, having total number of 301 workers, which would have been larger had not many left on Friday and Saturday to attend the Nimkhar fair. Twelve works of digging tanks under the zamindárs were open. The returns of five show 478 workers. Returns of seven have not come in yet owing to a native holiday on Monday.

3. *Physical condition of the people.*—Continues good in the south part of the district I passed through in the last fortnight. It is better here than in the north of the district.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Supplies sufficient. Imports, 2,190 maunds. Exports, 79,355 maunds.

6. *General condition and prospects of affected area.*—The district will probably get on without much increase in aid, though the gratuitous relief lists may need a little expansion till the early *kharíf crops* come in.

7. *Changes in rates of wages, &c.*—*Nil.*

Hardoi District.

1. *Private relief, village and poorhouse relief.*—(*a*) A local committee has been formed to administer funds remitted by the Provincial Committee as well as those realized locally, and the distribution of relief from these funds continues. Rupees 170,000 have been distributed for the purchase of plough cattle.

(*b*) Village relief is administered by the special officers appointed for the purpose. The lists have been carefully scrutinized and brought into order. There are four poorhouses—one at the headquarters of each tahsíl.

2. *General character of relief works.*—Construction, raising, and repair of roads, and the repairing of tanks [section 65(*a*)].

3. *Physical condition of the people.*—Fair.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Food stocks sufficient ; grain is being imported to some extent.

6. *General condition and prospects of affected area.*—The numbers on relief works have probably now reached their maximum. The opening of *kharíf* operations may now be expected to attract labourers and cultivators from the works to their own villages.

7. *Changes in rates of wages, &c.*—Private wages stationary. Those on relief works are regulated according to the Famine Code.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement B for the five weeks ending Saturday evening, the 27th May 1897.

Division.	District.	Maximum number (daily average for three months) for whom relief is estimated to be required in case of serious famine.	*Number of persons (daily average for three months) for whom relief was provided in the last programme of relief works.*			*Numbers for whom relief can be provided on works remaining on programme on date of report.*		*Expenditure since 1st November 1896.*			*Advances since 1st November 1896 up to end of month under report under—*		*Revenue suspended since 1st Nov. 1896.*
			Date of publication of programme.	On large works.	On others.	On large works.	On others.	Date up to which account is made up.	On relief works (excluding gratuitous relief to dependants).	On gratuitous relief (including that to dependants on relief works).	Land Improvement Loans Act.	Agriculturists' Loans Act.	
													Rupees in thousands.
*	1	2	3	4	5	6	7	8	9	10	11	12	13
									Rs.	Rs.	Rs.	Rs.	
Agra.	Agra	25,000	1st November 1896.	79,000	...	87,886	779	29th May 1897.	8,461	51,654	31,736	19,201	53,
Agra.	Etáwah	20,000		45,000	845	31,802	1,168		77,421	9,356	24,714	13,815	40,
	Total, Agra Division	45,000		124,000	845	119,688	1,947		85,882	60,410	56,450	33,016	93,
Allahabad.	Cawnpore	70,000		95,000	8,558	70,000	748,813		2,96,722	1,36,225	27,932	15,586	432,
Allahabad.	Fatehpur	32,000		47,000	...	30,000	29,390		71,500	91,494	41,500	44,399	250,
Allahabad.	Bánda	200,000		240,000	8,000	216,500	160,000		17,27,383	3,36,289	58,943	27,187	350,
Allahabad.	Hamírpur	75,000		147,000	6,000	238,900	35,000		6,46,170	2,07,247	23,293	21,303	187,
Allahabad.	Allahabad	175,000		84,000	50,000	159,350	49,500		16,61,270	4,05,331	16,416	68,178	720,
Allahabad.	Jhánsi	75,000		104,000	8,142	161,000	9,107		5,34,351	1,48,074	4,690	6,691	81,
Allahabad.	Jalaun	100,000		115,000	20,914	206,000	17,115		7,50,652	1,76,388	29,670	15,970	275,
	Total, Allahabad Division	727,000		832,000	101,614	1,082,250	1,048,925		56,88,048	15,01,048	2,02,444	1,99,314	2,295,
Benares.	Mirzapur (including Family Domains of the Mahárája of Benares).	60,000		43,000	22,847	143,400	30,797		*2,27,113	*1,13,631	8,000	29,662	57,
Benares.	Jaunpur	60,000		55,000	....	69,300	...		2,83,456	1,00,031	6,600	7,150	62,
	Total, Benares Division	120,000		98,000	22,847	212,700	30,797		5,10,569	2,13,662	14,600	36,812	119,
Gorakhpur.	Gorakhpur	40,000		155,000	...	176,556	43,266		2,18,178	77,722	24,549	82,307	113,
Gorakhpur.	Azamgarh	15,000		253,000	10,000	254,831	8,000		51,265	28,703	14,657	24,270	320,
	Total, Gorakhpur Division	55,000		408,000	10,000	431,387	51,266		2,69,443	1,06,425	39,206	1,06,577	433,
Lucknow.	Lucknow	80,000		60,000	...	141,319	...		3,05,830	1,79,944	42,975	80,862	150,
Lucknow.	Unao	50,000		51,000	8,979	115,399	8,979		2,19,732	1,06,065	44,942	60,002	349,
Lucknow.	Rae Bareli	85,000		67,000	4,000	57,982	10,311		4,22,213	1,35,117	1,00,000	9,000	300,
Lucknow.	Sitapur	40,000		108,000	67,586	87,988	57,971		2,16,268	82,954	31,750	5,520	200,
Lucknow.	Hardoi	150,000		37,000	11,000	147,736	11,400		7,61,511	3,51,017	38,848	64,962	400,
	Total, Lucknow Division	405,000		323,000	91,565	550,424	88,661		19,25,494	8,55,097	2,58,515	2,20,346	1,399,
	Total, N.-W. Provinces and Oudh	1,352,000		1,785,000	226,871	2,396,449	1,221,596		84,79,436	27,36,642	5,71,215	5,96,065	4,339,

* Exclusive of expenditure incurred by the Mahárája of Benares, which amounted to—

	Rs.
On relief works	95,157
On gratuitous relief	19,906
Total	115,063

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the five weeks ending Saturday evening, the 29th May 1897.

District.	Test Relief Works under Civil Agency.							Test Relief Works under the Public Works Department.							Poorhouse Relief.							Other Gratuitous Relief.						Remarks.
	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	Number of inmates on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number in receipt of gratuitous relief on last day of period under report.				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
Dehra Dún	..	..	..	..	..	Rs. ..	Rs. 8,538	..	..	..	..	..	Rs. ..	Rs. ..	..	..	..	..	..	Rs. ..	Rs. ..	..	..	..	..	Rs. ..	Rs. ..	
Total, Meerut Division	..	..	..	..	..	..	8,538	..	..	.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Muttra	2	73	35	10	118	510	1,993	3	1,374	684	1,357	3,215	4,959	79,870	1	70	32	38	140	176	1,777	675	1,841	534	3,050	4,077	24,104	
Farukhabad	..	..	..	..	..	..	2,352	1	71	4	10	85	306	7,332	2	108	102	90	300	903	11,989	145	541	252	938	1,061	15,473	
Mainpuri (*a*)	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	13	10	16	39	150	3,145	52	601	237	890	223	4,647	
Etah	..	..	..	..	..	25	402	..	..	..	..	..	..	4,538	1	47	24	16	87	37	2,213	179	994	51	1,224	980	5,474	
Total, Agra Division ..	2	73	35	10	118	535	2,395	4	1,445	688	1,367	3,500	5,325	92,782	5	238	168	160	566	1,266	19,124	1,051	3,977	1,074	6,102	6,341	49,698	
Bareilly	1	55	83	48	186	88	88	5	263	291	212	766	615	37,525	2	40	21	22	83	339	4,976	89	122	21	232	233	1,900	
Bijnor	..	..	..	..	..	..	..	*1	35	31	29	95	300	12,996	3	144	152	196	492	1,000	12,330	86	212	85	383	1,068	2,600	* Opened on 4th May 1897.
Budaun	..	..	..	..	..	..	4,326	1	112	100	71	283	341	2,897	1	39	30	17	86	186	1,874	..	1	1	2	1	8	
Moradabad	..	..	..	..	..	..	1,388	2	134	140	60	334	290	26,854	4	99	120	106	325	1,016	7,570	61	113	111	285	258	1,878	
Shahjahánpur (*b*)	..	210	177	99	†486	454	12,381	2	22	17	8	47	525	11,053	4	253	276	203	732	1,425	20,111	279	1,841	306	2,426	59	7,244	† Partly recoverable advances.
Pilibhit	1	31	62	..	93	114	114	4	208	475	271	954	1,160	22,514	3	28	57	75	160	452	6,160	309	626	383	1,318	1,197	5,283	
Total, Rohilkhand Division	2	296	322	147	765	656	18,297	15	774	1,054	651	2,479	3,231	113,839	17	603	656	619	1,878	4,418	52,961	824	2,915	907	4,646	2,816	18,913	

(*a*) The figures in columns 23—26 include 332 relieved exclusively from the Indian Famine Charitable Relief Fund through official agency.
(*b*) Ditto, 2,426 ditto. ditto. ditto.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the five weeks ending Saturday evening, the 29th May 1897—(Concluded).

District.	TEST RELIEF WORKS UNDER CIVIL AGENCY.							TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT.							POORHOUSE RELIEF.							OTHER GRATUITOUS RELIEF.						Remarks.
	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	Number of inmates on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number in receipt of gratuitous relief on last day of period under report.				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
Benares	..	..	..	..	..	Rs. ..	Rs. ..	..	..	..	..	..	Rs. ..	Rs. 2,210	3	263	278	187	728	Rs. *..	Rs. *..	2,202	6,773	2,816	11,791	Rs. 11,919	Rs. 32,051	* Met from private funds.
Total, Benares Division ..	..	..	..	..	..	..	..	..	..	..	..	..	..	2,210	3	263	278	187	728	..	..	2,202	6,773	2,816	11,791	11,919	32,051	
Pasti (a)	13	394	241	126	761	†693	†18,038	3	312	310	303	925	‡..	‡..	1	55	73	106	234	530	10,527	706	422	299	1,427	243	6,544	† Village relief works ‡ Met from District Board's funds.
Total, Gorakhpur Division	13	394	241	126	761	693	18,038	3	312	310	303	925	..	..	1	55	73	106	234	530	10,527	706	422	299	1,427	243	6,544	
Kheri	..	..	..	..	..	..	..	2	251	374	254	879	966	4,175	2	53	46	24	123	§..	1,042	5	56	5	66	§..	3,400	§ From private funds.
Total, Lucknow Division	..	..	..	..	..	..	..	2	251	374	254	879	966	4,175	2	53	46	24	123	..	1,042	5	56	5	66	..	3,400	
Fyzabad	2	..	..	..	..	435	16,754	..	..	..	..	..	1,656	23,269	3	163	165	111	439	1,162	13,750	409	1,081	369	1,859	261	7,491	
Gonda	26	125	53	68	246	455	16,721	2	429	661	278	1,368	1,894	16,227	2	94	126	84	304	563	9,479	..	..	..	..	..	1,731	
Sultánpur	53	644	372	165	1,181	4,399	30,557	2	447	919	471	1,837	2,956	37,058	2	60	108	47	215	622	7,633	145	657	177	979	1,668	7,428	
Partábgarh	78	1,128	315	202	1,645	4,380	31,628	2	403	859	162	1,424	4,159	41,703	3	122	163	190	475	1,037	9,271	600	2,022	266	2,888	3,743	14,782	
Bari Banki	5	468	365	189	1,022	611	44,334	5	..	..	..	..	523	17,372	4	152	145	91	388	854	13,503	193	373	84	650	1,706	14,513	
Total, Fyzabad Division	164	2,365	1,105	624	4,094	10,280	1,39,994	11	1,279	2,439	911	4,629	11,188	1,35,629	14	591	707	523	1,821	4,246	53,636	1,388	4,133	896	6,367	7,378	45,945	
TOTAL, N.-W. P. AND OUDH	181	3,128	1,703	907	5,738	12,164	1,87,262	35	3,861	4,865	3,486	12,212	20,710	3,48,635	42	1,803	1,928	1,619	5,350	10,452	1,37,290	6,126	18,276	5,997	30,399	28,697	1,56,551	

(a) The figures in columns 23—28 include 1,159 relieved exclusively from the Indian Famine Charitable Relief Fund through official agency.

Separate Mortality Statement.

District.	Monthly death rate—	
	For April 1897.	For corresponding period of previous year.
Bánda	5·23	1·94
Mirzapur	4·82	2·88
Sitapur	3·68	2·53

No. 1697-S.-131 of 1897, dated Naina Tal, the 4th August 1897.

From the Secretary to Government N.-W. Provinces and Oudh to all Commissioners of Divisions and District Officers N.-W. Provinces and Oudh (except Meerut and Kumaun Divisions).

SIR,

THE Lieutenant-Governor and Chief Commissioner has now visited the chief centres of distress in the provinces, and has concerted with the Divisional and District Officers the measures which have been rendered necessary by the advent of the rains, and the policy which should be pursued, and the further measures which should be adopted, to finally wind up relief operations, provided the rains continue favourable for the remainder of the season. The results of these deliberations are embodied in the notes of conferences which accompany this letter.

2. In many districts relief works have been already closed, and in all they have been substantially reduced. The remaining works have been concentrated at as small a number of centres as possible, and works, such as stone and *kankar* quarrying, which can be carried on during the rains, have been, so far as possible, substituted for the various forms of earthwork hitherto in operation. The Famine Code system of works has been everywhere abandoned, and the intermediate system with full tasks introduced and the rates fixed at either the 12-*ser* or the 14-*ser* scale. Field work of various sorts has opened up with the progress of the rains, and in nearly every locality affords occupation for all the labour seeking employment. It is anticipated that all the works will be gradually deserted, and that few will remain open by the end of August. The early *kharif* crops may be expected to be ripe and coming into consumption by the 15th September, and the last of these Department of Public Works relief works must be finally closed on that date, and the labourers, if any remain, left to find employment in the usual pursuits which will then be open to them.

3. Poorhouses will remain open for the present for the reception of wanderers and of persons unable to labour. As already directed, poorhouse inmates who are able to work should be required to execute a suitable task, and work should be devised and provided for this purpose.

From the end of August or beginning of September steps should be taken to draft back from the poorhouses to their homes, and bring on the village lists, all persons unable to support themselves who have any fixed residence or whose village of origin can be discovered, excepting only those hospital patients who from illness are unable to travel. This operation should be completed by the 15th or 20th of September, and after that further admissions to the poorhouses should be refused, except in cases of obvious necessity. When the village relief is finally closed in any district, any remaining inmates of poorhouses must be paid off with a fortnight's subsistence dole, and be warned that they must thenceforth provide for themselves as they have been accustomed to do. Infirmary patients must be removed to the permanent district hospital or permanent poorhouse where such institution exists. The poorhouse will then be finally closed and the establishment dismissed.

4. It remains to deal with persons in receipt of gratuitous relief in villages and cities (Chapters V. and X., Famine Code.) Commencing from the end of August, the lists should be carefully revised and superfluous names weeded out. These operations should be supervised, where possible, by European agency: at the same time, if prices have fallen, the rates may be reduced under orders of the Commissioner of the division.

The next step will be to strike off whole villages from the relief lists. This process will begin when the early *kharif* is ripe and the new grain in the market. In some places this will take place early in September; in some places by the middle of that month; in some places perhaps later. In a few localities where the early *kharif* is inconsiderable and the harvest consists almost exclusively of the later staples, it may be necessary in special cases to retain villages on the lists as late as the middle of October. The decision of such cases is left to the discretion of Commissioners.

Those tracts will be selected for reduction first where the *kharif* is earliest, but it should be complete for every village with an early *kharif* crop by the end of September. If in any village, owing to backwardness of crops or great preponderance of the later *kharif*, it is necessary to postpone final closure, the list can be maintained till the middle of October. But if the rains progress favourably, such cases should be exceptional. As each village is struck off, the recipients then on the list should receive a week's or fortnight's dole at the Collector's discretion, and be warned that they must thenceforth provide for themselves. In this way the relief will carry on the recipients in some cases to the beginning of October, in most cases to the middle of that month. And in exceptional instances to the commencement of November. As the villages are struck off, relief measures will be finally wound up and the special establishments reduced.

In cities relief, as a rule, will be closed at the end of September, the recipients then on the lists being paid off with a week's or a fortnight's dole. City relief committees should be given timely information.

5. The arrangements above described will, His Honour believes, provide for the gradual reduction, and the final closure of relief in the manner calculated to cause the least suffering or inconvenience to those now dependent on State support, and I am to request that they may everywhere be followed, unless sanction is sought for any modification in any special case.

It is impossible to expect that where people have for a considerable period been accustomed to receive gratuitious support at their own homes or in poorhouses, the discontinuance of such support can be effected without inconvenience and a certain degree of hardship to those who are again thrown on their own resources. The longer the relief is continued the greater this difficulty will become, and the Lieutenant-Governor and Chief Commissioner believe that in the end the most humane as well as the wisest course is to terminate at the earliest possible moment, after the ripening of the *kharif* harvest, of which the promise is now excellent, arrangements which cannot possibly be maintained in permanence. There is much danger that the continuance of State relief, after the imperative necessity for it had ceased, would tend to weaken the custom and the immemorial duty of private and domestic charity which has been up to the present the resource of the destitute and helpless. It is of the first importance that no impediment should be placed in the way of the return of the community to its old customs and habits of life. Any unnecessary postponement would in the end prove an injury to the classes it aimed at assisting.

In this way the Lieutenant-Governor trusts that relief operations of every kind may be brought to a close on the 15th October at latest.

I have, &c.,

T. STOKER,

Secy. to Govt., N.-W. P. and Oudh.

No. 2385 of 1897, dated Naini Tal, the 21st October 1897.

From the Secretary to Government, N.-W. Provinces and Oudh, to the Secretary to the Government of India, Revenue and Agricultural Department (Famine).

SIR,

I AM directed to forward the monthly Famine Statements A and B for these provinces, which give an account of the relief operations up to the 25th September 1897 in seventeen districts which were officially recognised as distressed, and extra-Code Statement C, which contains particulars in regard to the districts which were under observation, though not officially declared to be distressed.

2. Besides the amounts of advances under the Land Improvement and Agriculturists' Loans Acts and of revenue suspensions shown in columns 11 to 13 of Statement B, Rs. 11,73,269 have been advanced under the two Acts, and revenue to the amount of Rs. 27,92,890 has been suspended, in the districts included in Statement C since 1st November 1896. These figures, though to some extent incomplete, approximate closely to actuals. Relief was distributed over the entire areas of the districts entered in Statement A. The "affected" area represents the extent of more acute distress.

3. Excepting only orphans who still remain on the hands of Government, the last recipients of village poorhouse relief were paid off on or before the 15th October, and all disbursement of State relief has ceased from that date. Henceforth the numbers appearing in returns will be those subsisting on the parting doles which they received when the village lists and poor-houses were closed. A certain amount of assistance is still given to deserving cases from the charitable fund, and active measures have been taken to distribute quinine and other febrifuges very extensively in certain districts, where the exceptionally heavy and continuous rainfall has been followed by malarial fever of unusual prevalence and fatality.

I have, &c.,

T. STOKER,

Secy. to Govt., N.-W. P. and Oudh.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 25th September 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief on the last day of the period under report (excluding dependants on works).				Prices of one or more principal food grains in sérs per rupee.							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Judr.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq.m.		Sq.m.																											
Agra	1,856	1,003	744	285	..	..	..	..	..	..	..	..	..	..	..	..	1,205	4,347	895	6,447	9·25	14·5	13·75	9·5	13·	8·5	9·5	7·75	2·90	..
Etáwah	1,694	727	271	62	..	..	..	..	..	..	..	..	..	..	..	..	198	477	90	765	9·37	13·5	11·31	10·31	..	7·87	..	4·26	2·55	..
Total, Agra Division ..	3,550	1,730	1,015	347	..	..	..	..	..	..	..	..	..	..	..	..	1,403	4,824	985	7,212	..	..	..	..	..	..	..	..	..	..
Cawnpore (*a*)	2,363	1,210	1,219	462	..	..	..	..	..	..	..	..	..	..	..	..	1,250	3,561	585	5,396	9·31	17·06	12·58	..	..	8·69	10·12	3·67	2·43	..
Fatehpur (*b*)	1,633	699	582	226	..	..	..	..	..	..	..	..	..	..	..	..	1,283	3,353	1,000	5,636	8·6	..	11·	..	..	8·25	7·5	3·38	2·32	..
Bánda	3,061	705	3,061	705	..	..	..	..	..	..	..	..	..	..	..	..	5,093	14,430	14,851	34,374	..	..	..	..	..	8·44	9·20	3·97	3·84	..
Hamirpur	2,289	513	2,289	513	..	..	..	..	..	..	..	..	..	..	..	..	1,581	3,326	2,765	7,672	8·38	11·44	11·19	9·56	18·25	8·75	7·13	8·93	6·78	..
Allahabad (*c*)	2,852	1,548	2,852	1,548	..	..	..	..	..	..	..	..	..	..	..	..	10,228	17,034	9,271	36,533	8·69	11·	10·5	..	..	8·06	..	3·64	2·62	..
Jhánsi (*d*)	3,587	683	3,587	683	..	..	..	..	..	..	..	..	..	..	..	..	1,476	5,056	3,268	9,800	8·44	..	..	10·12	..	8·31	..	5·15	7·09	..
Jalaun (*e*)	1,480	396	1,480	396	..	..	..	..	..	..	..	..	..	..	..	..	2,464	6,702	3,851	13,017	8·5	10·62	11·	9·44	8·5	8·5	7·25	9·34	3·05	..
Total, Allahabad Division	17,265	5,754	15,970	4,533	..	..	..	..	..	..	..	..	..	..	..	..	23,375	58,462	35,591	112,428	..	..	..	..	..	..	..	..	..	..
Mirzapur (including Family Domains of the Mahárája of Benares). (*f*)	5,223	1,161	4,577	714	..	..	..	..	..	..	..	..	..	..	..	..	745	2,410	1,856	5,011	8·25	11·69	10·25	8·62	..	7·94	..	4·51	2·90	..
Jaunpur	1,550	1,265	271	214	..	..	..	..	..	..	..	..	..	..	..	..	1,622	4,416	3,700	9,738	8·75	12·	11·5	..	..	8·25	7·	3·11	1·57	..
Total, Benares Division ..	6,773	2,426	4,848	928	..	..	..	..	..	..	..	..	..	..	..	..	2,367	6,826	5,556	14,749	..	..	..	..	..	..	..	..	..	..

(*a*) The figures in columns 18–21 include 3,417 persons relieved exclusively from the Indian Famine Charitable Relief Fund through official agency.
(*b*) Ditto 90 ditto ditto
(*c*) Ditto 13,405 ditto ditto
(*d*) Ditto 2,590 ditto ditto
(*e*) Ditto 1,255 ditto ditto
(*f*) Ditto 275 ditto ditto

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement A for the four weeks ending Saturday evening, the 25th September 1897—(concluded).

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of column 4.	Number on relief works on the last day of the period under report.												Number on gratuitous relief on the last day of the period under report (excluding dependants on works).				Prices of one or more principal food grains in sers per rupee.							Death rate.		Deaths due to starvation.
					Workers.				Dependants.				Total.											Millets.		Pulses.					
					Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Wheat.	Maize.	Barley.	Jowár.	Other.	Gram.	Other.	For the period under report.	For the corresponding period of the previous year.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
	Sq.m.		Sq.m.																											
Gorakhpur	4,580	2,994	2,630	1,727	..	..	..	..	..	..	..	..	..	..	..	..	1,410	3,575	941	5,926	9·37	..	11·25	..	9·69	8·62	10·56	3·56	2·69	..
Azamgarh	2,143	1,729	1,130	914	..	..	..	..	..	..	..	..	..	..	..	..	125	307	136	568	8·4	13·17	11·	..	..	8·14	7·19	24·62	1·58	..
Total, Gorakhpur Division	6,723	4,723	3,760	2,641	..	..	..	..	..	..	..	..	..	..	..	..	1,535	3,882	1,077	6,494	..	..	..	..	..	..	..	..	..	..
Lucknow	967	774	967	774	..	..	..	..	..	..	..	..	..	..	..	..	4,855	15,742	6,023	26,620	9·5	16·	11·5	10·5	9·	8·25	10·	5·22	2·19	..
Unao	1,778	954	1,778	954	..	..	..	..	..	..	..	..	..	..	..	..	3,133	6,429	3,343	12,905	9·	14·	11·5	11·	10·	8·5	7·5	4·15	1·89	..
Rae Bareli	1,752	1,037	1,752	1,037	..	..	..	..	..	..	..	..	..	..	..	..	311	350	557	1,218	9·5	..	..	10·	..	9·5	..	4·09	1·62	..
Hardoi	2,325	1,113	2,325	1,113	..	..	..	..	..	..	..	..	..	..	..	..	6,594	17,858	11,465	35,917	10·	15·	13·	..	..	8·	..	4·82	4·99	..
Total, Lucknow Division	6,822	3,878	6,822	3,878	..	..	..	..	..	..	..	..	..	..	..	..	14,893	40,379	21,388	76,660	..	..	..	..	..	..	..	..	..	..
Total, N.-W. P. and Oudh.	41,138	18,511	31,515	12,327	..	..	..	..	..	..	..	..	..	..	..	..	43,573	109,373	64,597	217,543	..	..	..	..	..	..	..	..	..	..

REMARKS TO ACCOMPANY FAMINE STATEMENT A FOR THE FOUR WEEKS ENDING SATURDAY, THE 25TH SEPTEMBER 1897.

AGRA DISTRICT.

1. *Private relief, village and poor-house relief.*—There were no private subscriptions during the month. Two poor-houses closed on 15th September and one on 30th September 1897. The few orphans and blind, &c., that remain in the poor-house are temporarily maintained by the Indian Famine Charitable Relief Fund.

2. *General character of relief works.*—The only work that was open at the beginning of September and which was under the Public Works Department was closed on the 14th September 1897.

3. *Physical condition of the people.*—Fair.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Sufficient.

6. *General condition and prospects of affected area.*—All works closed.

7. *Changes in rates of wages, &c.*—*Nil.*

ETAWAH DISTRICT.

In Act XX. towns and the city relief is given from subscription funds. There is now no poor-house in the district. All the relief works have been closed. The general condition of the people is good. No case of death due to starvation has been reported. Food stocks sufficient. Import of grain has ceased, and export has taken its place. There has been no change in rates of wages.

CAWNPORE DISTRICT.

1. *Private relief, village and poor-house relief.*—The decrease in the numbers is due to closure of village relief. Most village relief was closed by 25th September, and the recipients of relief were given a week's or fortnight's dole.

2. *General character of relief works.*—*Nil.*

3. *Physical condition of the people.*—Generally good, but fever very prevalent (quinine is now being distributed).

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Food stocks sufficient. New grain (maize and millets) coming into the markets from villages. The exports of grain are about double the imports.

6. *General condition and prospects of affected area.*—Prospects good. *Kharif* excellent, except some damage in places to maize.

7. *Changes in rates of wages, &c.*—No change.

FATEHPUR DISTRICT.

1. *Private relief, village and poor-house relief.*—The relief operations in this district were finally closed on the 20th September 1897, when those still on the relief lists and in poor-houses (excluding orphans) were dismissed with a fortnight's dole. Charitable money is being spent now in helping paupers to return to their original position and to start business in life again.

2. *General character of relief works.*—None open.

3. *Physical condition of the people.*—Fever prevalent in an epidemic form has increased the death rate; but the condition on the whole is fair.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Stock sufficiently supplied :—

	Mds.
Imports by rail	12,009
Exports „	490
Net imports ...	11,519

6. *General condition and prospects of affected area.*—Much improved. Prospects excellent and assured.

7. *Changes in rates of wages, &c.*—*Nil.*

BANDA DISTRICT.

1. *Private relief, village and poor-house relief.*—Very little private relief is afforded in this district. Distributions from charitable relief fund in supplementing village and poor-house relief, supporting respectable persons, and assisting distressed cultivators under object IV. of the fund during the period from 16th August to 15th September 1897 amounted to Rs. 66,596-10-3. The numbers on village relief lists have considerably fallen, and the village relief is being closed after payment of doles up to 15th October 1897. Those in poor-houses have also considerably fallen, and the poor-houses will be closed on 15th October 1897 with the village relief.

2. *General character of relief works.*—The general character of large relief works under Public Works Department agency that remained in progress during the period under report was construction of dams and breaking of stone at quarries. All these works were finally closed on 15th September 1897.

3. *Physical condition of the people.*—The physical condition of people is fair. Fever is prevailing, though not of a very severe type.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Market supplies are sufficient for the present use of the district, and importations of grain from out-stations continue. No less than 22,200 maunds of grain were imported into the district during the period under notice.

6. *General condition and prospects of affected area.*—The general condition of the district has much improved during the period under report. The early millet crop was good and afforded much help, to the cultivators especially. The standing *kharíf* crops flourish and are promising a good harvest. The recent showers of rain have been very beneficial to the standing crops. *Rabí* ploughings and sowings are in progress.

7. *Changes in rates of wages, &c.*—Rates of wages remained unchanged on relief works, which were closed on 15th September 1897.

HAMIRPUR DISTRICT.

1. *Private relief, village and poor-house relief.*—Private charity is coming into play again slowly. The Christian Mission at Mahoba supports about 80 orphans and gives doles to many of the poor. The Charitable Fund, besides its usual monthly operations, is now making gifts to cultivators for seed out of the Rs. 50,000 reserved for that purpose. Village relief, except in selected villages, was stopped at the end of the month, the persons then in receipt of relief receiving a fortnight's dole. Five poor-houses were open ; few but sick persons and orphans are now in them. All Government relief measures will be finally closed on 15th October.

2. *General character of relief works.*—None.

3. *Physical condition of the people.*—Were it not for the extensively prevailing malarial fever, the condition of the people would be good. But the poorer classes, subsisting on even coarser food than usual, and tried by the long scarcity, are unable to withstand fever. The death-rate for the month was 8·93 per mille.

4. *Deaths due to starvation.*—No deaths from starvation reported.

5. *Food stocks and importation of grain.*—Stocks replenished by early *kharif* harvest, which is now over. Importations continue. Supplies sufficient.

6. *General condition and prospects of affected area.*—Fever excepted, the condition of the district is improving. The current month will find all classes fully occupied in the various agricultural operations. Crop prospects are fair; a little more rain is needed to make them good.

7. *Changes in rates of wages, &c.*—The price of the staple grain, *viz.*, gram, has fallen slightly, being 8¾ *sers* at the end of the month. Early *kharif* grains were much cheaper, but, making deductions for moisture and husk, were hardly equal to gram at 15 *sers* to the rupee. The rate adopted for calculation of relief allowances at the end of the month was 15 *sers*.

Allahabad District.

1. *Private relief, village and poor-house relief.*—Nothing new about private relief. The numbers in receipt of relief under Chapters V. and X., inclusive of city, have fallen from 43,943 to 33,916, owing to careful scrutiny of village lists and the earlier *kharif* grains coming into market. The numbers relieved in poor-houses have fallen from 3,579 to 579 only, and in State kitchens from 5,227 to 2,038, due to the excellent state of *kharif* crops and the closing of kitchens.

2. *General character of relief works.*—All closed on 15th September 1897.

3. *Physical condition of the people.*—Generally good.

4. *Deaths due to starvation.*—*Nil.*

5. *Food-stocks and importation of grain.*—Supplies ample. Imports 40,680 maunds, and exports 2,674 maunds, during period under report.

6. *General condition and prospects of affected area.*—Satisfactory. Prospects most favourable, and all relief will cease by 15th October.

7. *Changes in rates of wages, &c.*—No relief works open.

Jhansi District.

1. *Private relief, village and poor-house relief.*—Poor-houses have been closed, except for the maintenance of orphans still unprovided for. Numbers on village relief reduced from 19,288 to 9,652. Rupees 14,000 from Famine Relief Fund distributed for purchase of seed grain.

2. *General character of relief works.*—All public works have been closed.

3. *Physical condition of the people.*—Fair.

4. *Deaths due to starvation.* None.

5. *Food stocks and importation of grain:*—

	Mds.
Imports	30,047¾
Exports	1,995½

Prices have fallen somewhat during the month, and the reaping of the early millets has augmented the stock of food available, and cheapened the cost of living.

6. *General condition and prospects of affected area.*—General prospects are good. The *kharif* crop is so far excellent, and early grains have already come on the markets. *Juar* has not yet been cut, but there is every prospect that the crop will be a good one.

7. *Changes in the rates of wages, &c.*—*Nil.*

Jalaun District.

1. *Private relief, village and poor-house relief.*—In those villages where there are now stocks of grain from the early *kharif* harvest in the threshing floors, the villagers have been directed to look after their poor. In other villages, being chiefly those in which there is little or no *kharif* crop, State relief will be given so as to tide over the period till the last week of October. There is now only one poor-house open.

2. *General character of relief works.*—There are no relief works in progress.

3. *Physical condition of the people.*—Considerably affected, owing to the excessive prevalence of malarial fever.

4. *Deaths due to starvation.*—One was reported, but it has not been verified. The abnormal mortality of the month was chiefly due to the excessive prevalence of malarial fever induced by the extraordinary character of the rainfall. The highest death rate has been recorded in that portion of the district where distress was least marked, and where there was practically no distress last year. Next come those reporting circles which include that portion of the district that suffered most from waterlogging.

5. *Food stocks and importation of grain.*—Food stocks, supplemented by importation, are sufficient.

6. *General condition and prospects of affected area.*—Prospects are, on the whole, favourable, though the pinch of distress is still felt in a number of villages. *Taqávi* is very urgently needed.

7. *Changes in rates of wages, &c.*—The allowances made to those gratuitously relieved at their homes have been reduced in consequence of the low prices at which early *kharíf* grain is sold in the markets.

Mirzapur District.

1. *Private relief, village and poor-house relief.*—The local relief committee distributed Rs. 300 under object I. and Rs. 7,975 to 4,855 persons under object III. The numbers in poor-houses and on village lists have considerably fallen, and these will be closed at the end of the month.

2. *General character of relief works.*—Only one work under the partly recoverable advance system was open, on which there were a few persons ; all the other works are closed.

3. *Physical condition of the people.*—Good.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Sufficient.

6. *General condition and prospects of affected area.*—The general condition of the affected area is good. With a full *kharíf* harvest and the bright prospects of the *rabi* crop, the condition is much improved, and it is hoped that by the time the *rabi* crop is reaped all traces of famine will disappear.

7. *Changes in rates of wages, &c.*—In Dudhi and the Robertsganj tahsil the rate of wages was calculated at 16 *sers* a rupee ; elsewhere the staple was 12 *sers*.

Jaunpur District.

1. *Private relief, village and poor-house relief.*—Relief given from the Charitable Relief Fund. Admission to poor-houses was closed on 1st, and they were finally closed on 30th September. Final dole in non-affected tracts was given on 11th September. In affected area payment gradually restricted and final distribution on 30th September.

2. *General character of relief works.*—None.

3. *Physical condition of the people.*—With a few exceptions here and there, normal.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Stock of Indian corn and early rice ample, and grain still being imported.

6. *General condition and prospects of affected area.*—The district has now resumed its normal condition almost, and when the later rice ripens next month, will be absolutely normal.

7. *Changes in rates of wages, &c.*—Unchanged.

GORAKHPUR DISTRICT.

1. *Private relief, village and poor-house relief.*—Where relief continued, the system was the same during the month, but all relief operations were closed before the 30th.

2. *General character of relief works.*—None.

3. *Physical condition of the people.*—Is much improved.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Food stocks sufficient. Early rice entering market.

6. *General condition and prospects of affected area.*—Standing crops flourishing. Prospects promising. Prices falling.

7. *Changes in rates of wages &c.*—None.

AZAMGARH DISTRICT.

1. *Private relief, village and poor-house relief.*—All public village and poor-house relief has now stopped. Private relief continues.

2. *General character of relief works.*—No relief works.

3. *Physical condition of the people.*—Greatly improved. The famine is over. The death rate is high, but this is due to fever and malaria. It is lower than it was in August, and October will show a further decrease. Last year there was no rain, and so no malaria and very little fever.

4. *Deaths due to starvation.*—None.

5. *Food stocks and importation of grain.*—Supplies are sufficient. There is very little importation. The crops of the district are very good.

6. *General condition and prospects of affected area.*—The famine is over. The crops are excellent. Good rain has lately fallen, which ensures a bumper later rice crop, and *rabi* sowings under the most favourable conditions.

7. *Changes in rates of wages, &c.*—Wages are about normal.

LUCKNOW DISTRICT.

1. *Private relief, village and poor-house relief.*—Organization complete. Numbers in poor-houses have decreased considerably, while those on gratuitous village relief have temporarily increased.

2. *General character of relief works.*—*Nil.*

3. *Physical condition of the people.*—Fair, but malarial fever has proved fatal in many cases to persons already weakened by insufficient food. Quinine will be distributed on receipt from Aligarh jail. Meanwhile a grant has been made for purchase of quinine from charitable relief funds.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Markets well stocked. Imports and exports of grain considerable. Early *kharif* being generally reaped, with a fall in the prices of coarser grains.

6. *General condition and prospects of affected area.*—General condition of affected area improving. Prospects excellent.

7. *Changes in rates of wages, &c.*—*Nil.*

UNAO DISTRICT.

1. *Private relief, village and poor-house relief.*—Private charity extending. Village relief is being rapidly closed, only one poor-house now open.

2. *General character of relief works.*—*Nil.*

3. *Physical condition of the people.*—Rapidly improving.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Importation ceased; exports of maize beginning.

6. *General condition and prospects of affected area.*—The *kharíf* is now assured and should be a bumper crop. The early crops are being harvested. Prospects for *rabí* good.

7. *Changes in rates of wages, &c.*—*Nil.*

Rae Bareli District.

1. *Private relief, village and poor-house relief.*—No relief is now being given in this district. There is only one poor-house at Rae Bareli open, while the others were broken up as follows:—Salon poor-house on 24th September 1897, Digbijaiganj on 28th September 1897, and Dalmau on 30th September 1897.

2. *General character of relief works.*—*Nil.*

3. *Physical condition of the people.*—Condition of people is better.

4. *Deaths due to starvation.*—*Nil.*

5. *Food stocks and importation of grain.*—Food stocks sufficient, and import of grain continues.

6. *General condition and prospects of affected area.*—General condition and prospects of affected area are now good. Early *kharíf* has been good, and late *kharíf* promises excellently.

7. *Changes in rates of wages, &c.*—None.

Hardoi District.

1. *Private relief, village and poor-house relief.*—Village and poor-house relief have been gradually contracted during the month, and finally closed on 30th September. The expenditure of money from the Charitable Relief Fund has similarly been contracted and stopped, except in the case of orphans and cultivators in certain areas damaged by floods.

2. *General character of relief works.*—None.

3. *Physical condition of the people.*—Fair; fever prevalent.

4. *Deaths due to starvation.*—None reported.

5. *Food stocks and importation of grain.*—Food stocks sufficient; new grain available:—

	Mds.
Imports	2,084
Exports	3,015

6. *General condition and prospects of affected area.*—Prospects of *kharíf* crops good; distress diminishing.

7. *Changes in rates of wages, &c.*—Private wages stationary. Relief works closed.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 25th September 1897.

Division.	District.	Maximum number (daily average for three months) for whom relief is estimated to be required in case of serious famine.	*Number of persons (daily average for three months) for whom relief was provided in the last programme of relief works.*			*Numbers for whom relief can be provided on works remaining on programme on date of report.*		*Expenditure since 1st November 1896.*			*Advances since 1st November 1896 up to end of month under report under—*		*Revenue suspended since 1st Nov.* 1896.
			Date of publication of programme.	On large works.	On others.	On large works.	On others.	Date up to which account is made up.	On relief works (excluding gratuitous relief to dependants).	On gratuitous relief (including that to dependants on relief works).	Land Improvement Loans Act.	Agriculturists' Loans Act.	
	1	2	3	4	5	6	7	8	9	10	11	12	13
									Rs.	Rs.	Rs.	Rs.	
Agra.	Agra	25,000		79,000	...	73,602	...		15,696	92,994	*28,736	*26,114	162,
	Etáwah	20,000		45,000	845	31,146	...		83,373	14.510	28,948	13,885	66,
	Total, Agra Division	45,000		124,000	845	105,328	...		99,069	1,07,504	57,684	39,999	228,
Allahabad.	Cawnpore	70,000		95,000	8,558	66,000	748,090		3,00,612	1,74,298	30,406	28,247	667,
	Fatehpur	32,000		47,000	29,670	36,000	29,390		84,060	1,57,724	47,500	83,559	704,
	Bánda ...	200,000		240,000	8,000	139,620	155,000		25,13,334	7,26,961	60,915	2,12,662	1,094,
	Hamírpur	75,000		147,000	26,833	234,314	26,833		8,34,724	3,85,938	39,072	56,075	813,
	Allahabad	175,000		84,000	49,500	120,000	49,500		21,21,261	7,40,718	19,601	1,43,440	1,495
	Jhánsi ...	75,000		104,000	9,107	140,000	9,107		7,05,346	2,95,759	7,335	18,052	220,
	Jalaun ...	100,000		115,000	20,914	168,000	17 115		9,47,576	3,05,388	33,655	1,24,970	1,078,
	Total, Allahabad Division ...	727,000	1st November 1896.	832,000	152,582	903,934	1,035,035	25th September 1897.	75,06,913	27,36,786	2,38,484	6,67,005	6,071,
Benares.	Mirzapur (including Family Domains of the Mahárája of Benares).	60.000		43,000	22,847	133,900	36,806		†4,01,481	†2,57,730	22,150	73,954	301,
	Jaunpur	60,000		55,000	1,099	69,300	...		3,40,807	2,04,215	7,000	14,930	294,
	Total, Benares Division ...	120,000		98,000	23,946	203,200	36,806		7,42,288	4,61,945	29,150	88,884	595,
Gorakhpur.	Gorakhpur	40,000		155,000	43,266	174,310	26,515		3,07,188	1,47,125	33,194	1,00,002	414,
	Azamgarh	15,000		253,000	10,000	246,534	8,000		96,817	1,10,625	15,876	44,506	675,
	Total, Gorakhpur Division ...	55,000		408,000	53,266	420,844	34,515		4,05,621	2,35,635	49,070	1,44,490	1,113,
Lucknow.	Lucknow	80,000		60,000	...	125,513	...		5,64,854	2,60,760	53,725	1,24,840	300,
	Unao	50,000		51,000	8,979	113,162	8,979		2,79,837	2,04,928	76.558	84,216	778,
	Rae Bareli	85,000		67,000	4,000	49,080	8,674		4,78,156	2,40,610	1,16,000	12,500	338,
	Hardoi	150,000		37,000	11,000	122,930	11,400		9,82,594	6,44,502	56,830	87,359	963,
	Total, Lucknow Division ...	365,000		215,000	23,979	410,685	29,053		23,05,441	13,50,800	3,03,113	3,09,415	2,379,
	Total, N.-W. Provinces and Oudh ...	1,312,000		1,677,000	254,618	2,043,991	1,135,409		1,10,59,332	48,92,670	6,77,501	12,49,793	10.386,

* Decrease on last return due to the exclusion of certain advances made in October 1896 and hitherto included in the local returns.

† Inclusive of expenditure incurred by the Mahárája of Benares, which amounted to—

	Rs.
On relief works	1,23,775
On gratuitous relief	40,723
Total ...	1,64,498

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 25th September 1897.

District.	Test relief works under Civil Agency.							Test relief works under the Public Works Department.							Poorhouse relief.							Other gratuitous relief.						Remarks.
	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	Number of labourers on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	Number of inmates on last day of period under report.				Expenditure during period.	Expenditure from outset to date.	Number in receipt of gratuitous relief on last day of period under report.				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
							Rs.							Rs.						Rs.	Rs.					Rs.	Rs.	
Muttra	..	..	..	..	..	..	2,041	..	..	..	..	..	..	95,234	..	..	..	..	..	*..	1,474	300	733	101	1,134	1,829	36,447	*Met from Municipal funds.
Farukhabad	..	..	..	..	..	..	2,352	..	..	..	..	..	..	7,865	..	..	..	..	..	668	16,001	72	382	135	599	276	21,191	
Mainpuri	..	..	..	..	..	..	..	..	..	..	..	..	..	1,042	..	..	..	..	..	*..	3,838	..	..	..	..	2,087	17,168	
Etah (a)	..	..	..	..	..	..	935	..	..	..	..	..	..	4,538	..	..	..	..	..	..	2,354	101	419	68	588	791	10,958	
Total, Agra Division	..	..	..	..	..	..	5,328	..	..	..	..	..	..	108,669	..	..	..	..	..	668	24,267	473	1,544	304	2,321	4,983	85,764	
Bareilly	..	..	..	..	..	..	88	..	..	..	..	..	..	45,371	1	32	13	30	75	561	7,027	88	124	4	216	802	4,462	
Bijnor	..	..	..	..	..	..	..	..	..	..	..	..	..	14,307	3	..	2	5	7	626	18,650	222	547	290	1,059	1,149	6,943	
Budaun	..	..	..	..	..	..	4,326	..	..	..	..	..	..	4,313	1	39	2	..	41	396	3,525	29	..	2	31	2	11	
Moradabad	..	..	..	..	..	..	1,388	..	..	..	..	..	..	30,487	4	7	4	6	17	472	12,619	223	279	281	783	1,081	4,559	
Shahjahanpur	..	..	..	..	..	..	11,381	..	..	..	..	..	..	12,522	3	102	169	156	427	2,404	31,191	93	209	162	464	915	12,364	
Pilibhit (b)	..	..	..	..	..	..	447	..	..	..	..	..	..	27,595	1	..	1	7	8	460	7,548	558	1,891	610	3,059	1,806	12,664	
Total, Rohilkhand Division	..	..	..	..	..	..	17,630	..	..	..	..	..	..	134,595	13	180	191	204	575	4,919	80,560	1,213	3,050	1,349	5,612	5,755	41,003	
Benares	..	..	..	..	..	..	..	..	..	..	..	..	..	2,209	2	172	152	88	412	†..	†..	3,116	5,800	2,456	11,372	15,419	75,478	†Met from private funds.
Total, Benares Division	..	..	..	..	..	..	..	..	..	..	..	..	..	2,209	2	172	152	88	412	..	..	3,116	5,800	2,456	11,372	15,419	75,478	

(a) The figures in columns 23—26 include 70 relieved exclusively from the Indian Famine Charitable Relief Fund through official agency.
(b) Ditto 1,121 ditto ditto ditto.

NORTH-WESTERN PROVINCES AND OUDH.

Monthly (extra-Code) Famine Statement C for the four weeks ending Saturday evening, the 25th September 1897—(concluded).

District.	TEST RELIEF WORKS UNDER CIVIL AGENCY.							TEST RELIEF WORKS UNDER THE PUBLIC WORKS DEPARTMENT.							POORHOUSE RELIEF.							OTHER GRATUITOUS RELIEF.						Remarks.
	Number open during period under report.	*Number of labourers on last day of period under report.*				Expenditure during period.	Expenditure from outset to date.	Number open during period under report.	*Number of labourers on last day of period under report.*				Expenditure during period.	Expenditure from outset to date.	Number of poorhouses open during period under report.	*Number of inmates on last day of period under report.*				Expenditure during period.	Expenditure from outset to date.	*Number in receipt of gratuitous relief on last day of period under report.*				Expenditure during period under report.	Expenditure from outset to date.	
		Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.				Men.	Women.	Children.	Total.			Men.	Women.	Children.	Total.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
						Rs.	Rs.						Rs.	Rs.						Rs.	Rs.					Rs.	Rs.	
Basti	..	..	..	..	..	..	†21,000	..	..	..	..	..	..	..	..	..	..	..	..	..	13,264	..	..	..	..	207	11,165	† Village relief works.
Total, Gorakhpur Division	..	..	..	..	..	..	†21,000	..	..	..	..	..	..	..	..	..	..	..	..	..	13,264	..	..	..	..	207	11,165	
Kheri	..	..	..	..	..	..	..	..	..	..	..	..	..	10,428	3	54	68	58	180	667	1,802	..	..	..	..	..	3,513	
Sitapur	..	..	..	..	..	..	‡563	..	..	..	..	..	..	..	1	28	19	13	60	438	‡1,720	127	410	33	570	3,269	‡19,681	‡ From transfer to list of districts under observation, *i.e.*, from week ending 19th June 1897, previous to which expenditure incurred was— Rs. Works .. .. 2,19,826 Gratuitous relief .. 91,196 Total .. 3,11,022
Total, Lucknow Division	..	..	..	..	..	..	563	..	..	..	..	..	..	10,428	4	82	87	71	240	1,105	3,522	127	410	33	570	3,269	23,194	
Fyzabad	..	..	..	..	..	410	18,004	..	..	..	..	..	..	24,324	..	..	..	..	..	695	20,522	795	1,389	649	2,833	717	11,221	§ Met from charitable funds.
Gonda	..	..	..	..	..	..	19,020	..	..	..	..	..	841	18,946	..	..	..	..	..	460	12,141	..	..	..	..	1,625	6,550	
Sultanpur	..	..	..	..	..	475	33,593	..	..	..	..	..	..	42,418	..	..	..	..	..	627	11,134	35	297	2	334	§..	15,671	
Partabgarh	..	..	..	..	..	9,901	45,226	..	..	..	..	..	32	45,851	..	..	..	..	..	463	14,062	153	538	25	716	1,593	30,209	
Bara Banki	..	..	..	..	..	742	48,765	..	..	..	..	..	..	18,674	..	..	..	..	..	145	16,873	..	..	..	..	1,836	22,738	
tal, Fyzabad Division	..	..	..	..	..	11,528	1,64,517	..	..	..	..	..	873	1,50,123	..	..	..	..	..	2,300	74,732	983	2,224	676	3,883	5,771	86,389	
TOTAL N.-W. P. AND OUDH	..	..	..	..	..	11,528	2,09,088	..	..	..	..	..	873	4,06,024	19	434	430	360	1,227	9,102	1,96,395	5,912	13,028	4,818	23,758	35,404	3,22,893	

(a) The figures in columns 23—26 include 334 relieved exclusively from the Indian Famine Charitable Relief Fund through official agency.
(b) Ditto 68 ditto ditto ditto.

NOTES OF AN INSPECTION OF FAMINE RELIEF WORKS IN THE NORTH-WESTERN PROVINCES AND OUDH, BY MR. T HIGHAM, C.I.E., ON SPECIAL DUTY.

Itinerary.

1. My tour in the North-Western Provinces commenced at Kirwi, in the Banda district, where I arrived from Jabalpur on the night of the 6th June, and where I met Mr. Cruickshank, Commissioner of the Allahabad division, Mr. Ferard, Collector of Banda, and Mr. C. G. Palmer, Superintending Engineer, Famine Relief works. On the morning of the 7th we inspected the Diwanganghat tank work, and a somewhat similar work was visited in the afternoon. On the morning of the 8th we visited the Gali tank, and in the evening went on by rail to Allahabad, inspecting *en route* the poor-house and some petty village works at Manickpur. On the afternoon of the 9th I went to Jasra, accompanied by Mr. Fuller, Collector of Allahabad, Mr. Palmer, Mr. Sutherland, the Executive Engineer, Mr. Dupuis, Sub-Divisional Officer, and Mr. Meares, the Sectional Officer. We here inspected the work on three village tanks and a village circle camp. The 10th and 11th were spent in Allahabad, when Mr. Palmer gave me much information about the relief works. I left Allahabad on the night of the 11th by rail for Unao where I arrived the following morning, after being met by Colonel Pulford, R.E., Superintending Engineer at Cawnpur. We were met by Mr. Bruce, the Deputy Commissioner, who accompanied us in the afternoon to a large drainage cut that was being executed as a relief work on what is called the modified intermediate piece-work system, which I saw here in operation for the first time. In the evening we went on to Lucknow, where I was the guest of the Commissioner, Mr. Hardy. No works were inspected on the 13th, which was Sunday, but on the following morning I went with Mr. Hardy and Colonel Pulford to the Machhi Bhawan, where a large and useful relief work was in progress. In the afternoon I drove with Colonel Pulford and the Executive Engineer, Mr. MacDowell, to the Chinhat tank, about 7 miles from Lucknow. The works at Machhi Bhawan and Chinhat were both being conducted on the "modified intermediate system" which is in force throughout the Lucknow division, excepting the Hardoi district. Colonel Pulford and I left Lucknow by the night train for Sandila, in the last named district, and on the following morning inspected a relief camp on the Sandila-Mandwan road, about 8 miles out from Sandila railway station. This work was conducted on what is called the Code system, which was in force in Bundelkhand and South Allahabad. On our return we met the Collector of Hardoi at Sandila. We left in the evening for Lucknow, and on the evening of the 16th I revisited the Machhi Bhawan for the purpose of seeing payments carried out. On the following morning I left Lucknow for Gorakhpur, and arrived in the evening, accompanied by Mr. Heinig, the Superintending Engineer, who met me *en route*. I remained at Gorakhpur for two days as the guest of Dr. Hoey, the Collector.

On the 18th I met the Commissioner, Mr. Alexander, and the Executive Engineer, Mr. Holme; the latter explained to me the system of piece-work in force in this and the Azamgarh district, and we visited a work in progress in Gorakhpur. On the morning of the 19th Dr. Hoey drove me out to the Amipur Nallah bunds works, which were being carried out on the Gorakhpur piece-work system, and we met there the Commissioner and the Superintending and Executive Engineers. I left Gorakhpur in the evening of the same day for Bankipur, and so passed from the North-Western Provinces into Bengal.

Character of the relief works.

2. The relief works in the North-Western Provinces and Oudh consist principally of tank and road works. The former are of two kinds, the formation of a reservoir in hilly or uneven country by the construction of an embankment across the natural drainage line, and the construction or clearance of village tanks or ponds. Works of the former class are carried out in Bundelkhand, where the country is well adapted for them. Wherever they can be made, they strengthen the position of the adjacent villages, as a certain amount of irrigation can be effected from them, and a supply of water is impounded for use of the cattle. The embankments form excellent relief works, as there is a long lead for the earthwork, and a high proportion of carriers to diggers can be

effectively employed. Whatever advantages may be claimed for such works, they cannot, of course, be regarded as in any sense remunerative, and the indirect benefits derived from them, if expressed in money, would bear a very small proportion to the actual outlay incurred on them. They can only be regarded as works of improvement such as a liberal landlord might undertake for the benefit of of his tenants after a year of unusual prosperity, but which Government would only be justified in undertaking in seasons of adversity, when its first care is to find employment for the labouring community. In the South Allahabad district, road works were at first started, but owing to a severe outbreak of cholera in March, it was decided to break up the large camps, and to draft the labourers in small companies to petty village relief works in the vicinity of their homes, and consisting principally in the excavation of new village tanks, or in the clearance and deepening of old ones.

A statement is appended showing the number of road, tank and other works under the Public Works Department in each district and other particulars for the week ending, 27th February 1897, when the numbers were at a maximum. The numbers of workers in the seventh column include dependants in the districts officially recognized as distressed. From this it will be seen that there were 283 relief charges altogether, of which 214 were roads, 52 tanks, and 17 other works. Of these 283 charges 55 were test works in districts not officially declared as distressed, the particulars for these and the true relief works being as shown below :—

Class of works.	Number of works.	Total number of works.	Average number on each charge.	Approximate area of affected taluks in square miles.	Average area in square miles covered by each charge.
Test works in districts not officially recognised as distressed.	55	75,201	1,367	15,426	281
Relief works in districts officially recognised as distressed.	228	1,235,048	5,417	33,843	148

The average number on each regular relief work was thus 5,417 of whom about 24 per cent. were dependants. The average area served by each charge in the distressed districts was 148 square miles, and if it be assumed that these districts were divided into a number of regular hexagons, each of this area, with a relief work in the centre of each hexagon, the maximun distance of any village from a relief work would be 7·5 miles, or the length of the semi-diagonal or side of the hexagon, while the distance between work and work would be 13 miles. Of course the distribution was not as regular as this, and the average distance of villages from works will probably have been nearer 10 than 7½ miles.

The new Fatehpur branch of the Ganges Canal, with its distributaries, was in progress in the Cawnpur and the Fatehpur districts, and work was carried on partly ordinary public works principles and partly as relief works.

There were no large encampments on any of the works that I saw, as in Bombay, but a certain amount of shelter is provided for those who come from long distances, many of whom however find shelter in the neighbouring villages. When the village is not more than four or five miles distant, the workers generally return to their own homes of a night, but for greater distances they remain on or near the work.

The normal North-Western Provinces system of relief work.

3. The normal system of famine relief works in the North-Western Provinces and Oudh is that prescribed in the Local Government's Circular No. 18, Public Works Department, dated 5th December 1896, which has been briefly referred to in my notes on the Central Provinces, where the same system has been followed with very slight modifications. It was generally referred to by the North-Western Provinces officers whom I met as the Code system, to distinguish it from other systems that have been more lately introduced in these Provinces, which will be presently

referred to; but it differs so considerably from what is contemplated in the Famine Codes that it will be more convenient to call it the "original North-Western Provinces system."

I understand that it was formulated on the experience gained in 1896 on the relief works which it was then found necessary to institute in Bundelkhand. The essential features of the system are :—

(*a*) Class A is practically and class C absolutely abolished, all adult workers, with the exception of a very few who received special pay at A class rates as mates, water-carriers, &c., being classed either as B or D. There is a nominal classification in paragraph 35 of the Circular which has no reference to wages and which it is unnecessary to consider, the true or actual classification on which wages depend being as prescribed in paragraph 59. Under this classification all diggers are placed in class B and all carriers in class D. Under the Code, men in class B are entitled to 19 and women to 17 *chataks* of grain a day, but the circular allows only 16 *chataks* to a woman digger, who thus receives an allowance intermediate between that of a B and that of a C woman under the Code. The difference is of slight importance as practically no woman digs. All women therefore and all men who are unable or unwilling to dig are placed in class D, and are entitled to the minimum or D wage, *viz.*, 14 *chataks* for a man, 13 for a woman. Working children are divided into two grades, grade I. including children over 12 and under 16 years of age, and grade II. those over 7 and under 12. The wage for grade I. is 10 and for grade II 6 *chataks* of grain, although according to the North-Western Provinces Famine Code the maximum and minimum wages for working children are 15 and 10 *chataks*.

(*b*) The daily wage for each class is fixed at an aliquot number of pice, most closely approximating to the true value of the grain equivalents noted above in (*a*) at the current rate for calculating the cash equivalents. This rate is fixed by the Engineer in the first instance in consultation with the Collector and is not to be altered for variations of less than 10 per cent. in the price of food grains, and then only after previous reference to the Commissioner, except in cases of urgent necessity to be immediately reported. If the exact money equivalent of the grain wage exceeds the nearest aliquot number of pice below by two pie or more, the next highest aliquot number of pice is given, if the excess is less than two pice, the aliquot number of pice next below is given.

(*c*) A daily task is marked out for each digger, and a party of carriers is assigned to him. If the deficiency of work is slight, the digger only is fined, and if it is considerable, the digger and all adult carriers are fined, under the idea that the influence of the women, who are generally related to the carriers, will bring about a reformation.

Low wage for carriers and children.

4. From paragraph 3 (*a*) above it will be seen that the great majority of the adult workers receive the D or minimum wage, and also that all children are paid only the minimum wage. This deviation from the scale of individual wages prescribed in the North-Western Provinces Famine Code has been explained at some length in paragraphs 55 and 56 of the Circular, but it will suffice to quote here the latter part of paragraph 56.

"There are different scales of wages, and in making a selection several points have to be considered. Special care must be taken that the joint wages of a family, while sufficient for subsistence, shall not be greater than unskilled labourers can earn elsewhere. Otherwise all labour will be attracted from other work on to the relief works. This result would be undesirable."

In further explanation of the system of classification and tasking adopted, it is stated in paragraph 45 of the Circular that experience has shown

"That the fillers and carriers are far too numerous for the diggers."

"The people must, however, be taken as they come, and the diggers must be distributed in the proportion they happen to bear to the fillers and carriers." "Under the system of wages laid down in the Code, a man's income is very greatly increased by bringing all his women and children on to the works. The Indian peasantry are very much alive to their own direct interests and there is no reason to suppose that there will ever be much difference in the proportion of men to women and children. As a rule, then, it is safe to omit all calculations as to lift and lead in any work done by famine labour under this system of wages."

This is a very clear statement of the case for the North-Western Provinces system, which has now been adopted with very slight modifications in the Central Provinces and Bengal. Briefly it may be said that many of the people who flock to the works can do nothing but carry, that the scarcity of diggers renders it impossible to give them fair carrying tasks or tasks that are often anything more than nominal, and that having regard to the members of each family that swarm to the works, the minimum wage is sufficient for all who cannot dig.

This argument, as thus stated, applies with full force only to earthwork. It may be stated somewhat differently for the collection of road metal, but in the North-Western Provinces there is comparatively very little of this form of relief work.

Scale of wages in terms of pice.

5. As regards (*b*) and (*c*) of paragraph 4 I have referred to the practice of pice wages in paragraph 9 of my notes on the Central Provinces. At the time of my tour the basis of conversion was 10 seers to the rupee in the Allahabad and 12 seers in the Lucknow Civil Division, and I give separately the scale of wages for full, short and very short tasks which I found in force in these two divisions.

I.—Allahabad division—basis, 10 *seers to rupee. Full task,* 80 *cubic feet.*

Task done in cubic feet.	Mates.	Diggers.	Adult carriers.		Children.		Remarks.
			Men.	Women.	12–16.	7–16.	
	Pice.	Pice.	Pice.	Pice.	Pice.	Pice.	
Over 70	9	7	5	5	3	2	
Over 60, not over 70 ...	8	6	5	5	3	2	
Over 50, not over 60 ...	7	5	4*	4	3	2	* Below dependant's wage which is: men 5 pice, women 4 pice.
Under 50	6	4	3	3*	3	2	

For a full task or over 70 cubic feet the mate receives 2 pice more than the digger, or an A wage, and for all shorter tasks also 2 pice more than the digger.

For a full task the digger receives B wage, but for short work is paid gradually down to 4 pice, which is 1 pice below the D or minimum wage.

The men and women carriers receive the same pay all down the scale beginning with 5 pice or the D wage. Under the grain scale, the man is entitled to 14 and the woman to 13 *chataks*, but under the pice system and on a 10 seer basis their wages in pice are equal: this is an accident. It will be seen that the mate and digger only are fined when the task is not over 70 cubic feet, but when it is not over 60 cubic feet the carriers are fined also, and their wages fall to 1 pice below the Code minimum, and in the case of men to 1 pice below the dependant's wage. For very short tasks the carriers are again fined, with the result that the wage is reduced to 3 pice, or 2 pice below the Code minimum for men. A task of less than 50 cubic feet is, however, very rare. Children are not fined; but, as already pointed out, the children of grade I. receive the minimum Code wage for children, and children of grade II. the equivalent of 6 *chataks* of grain, or on the 10 seer basis 1 pice less than the children's minimum according to the Code.

II.—Lucknow Division—basis, 12 *seers to rupee. Full task* 100 *cubic feet.*

Task done in cubic feet.	Diggers.	Adult carriers.		Children.		Remarks.
		Men.	Women.	12–16.	7–12.	
Full task of 100	6	5	4	3	2	
Between 75 and 100 ...	5	5	4	3	2	
Between 50 and 75 ...	4*	4*	3*	2	1	* Penal or dependant's wage.

In this Division there is a slight difference in the management, and for special reasons the mates are paid separately (see paragraph 10 below). On the 12 seer basis there is a difference, as shown in the wage of the man and woman carrier. Here also the digger only is fined for a moderate short outturn of work, but when less than 75 per cent. of the task, the digger is fined two, and all carriers one pice. The orders of which I obtained a copy are thus worded, but I am not sure whether the children are fined. The scale does not provide for a task of less than 50 cubic feet, and the orders direct that in the rare case of so short a task special enquiry should be made and proper action taken accordingly.

Tasking the diggers.

6. I visited works conducted on this system at Kirwi in the Banda district and at Jasra in the Allahabad district of the Allahabad Division, and near Sandila in the Hardoi district of the Lucknow Division. As shown in the preceding paragraph, the full task for diggers is ordinarily 80 cubic feet in the Allahabad Division, and 100 cubic feet in the Lucknow. This difference is fully accounted for by the difference in the soil. At the Diwanganghat tank, near Kirwi, the full task was as low as 60 cubic feet, and I was told that the average was not more than 45 cubic feet at this work, the soil being excessively hard. Mr. Palmer told me that he had for a long time been unable to get higher tasks than 60 cubic feet in Bundelkhand, but that the efficiency of the diggers had improved, and he had been able to raise the full task to 80 cubic feet. I consider this a light task, as the soil did not appear harder than that in the Central Provinces where the full task is 90 cubic feet.

The tasks are set out for each digger in such a way that he can clearly see what he has to do in order to complete a half, three-quarters or full task. When the task is short in a few pits only, the workers in those pits are fined separately, but when there is short work in all pits, the reduction of wages is made on the whole gang. In the Lucknow Division payments and fines are in all cases made on the pit, unless the diggers in two or more pits combine, when the work done by them is all measured up together, and payment made according to the total.

Fines.

7. In all the works visited by me fines were treated as reductions in the rate of pay, and were not shown separately as deductions from pay at the full or normal rates. In the Allahabad Division there were orders that the latter course should be adopted, as showing more distinctly the amounts of the fines imposed, and Mr. Palmer told me that this was the practice in many parts of the division, but it was not so on the works inspected.

In the Lucknow Division fines are never separately shown as such, though the system of initial accounts adopted renders it an easy matter to ascertain the daily amount of the fines or deductions from normal pay. Thus at Sandila I found that the wages at normal rates for a full week was Rs. 1,774, the actual payments being Rs. 1,581, showing Rs. 193 as fines, or nearly 11 per cent. The average task during same period had been 75 per cent. of full task. The short payments were not however due entirely to fines, but partly to half-day absences. The question whether fines should be shown separately in the initial accounts or whether effect should be given to them by merely reducing the rates of pay is one that will be considered in my final report.

The rules for fining in both divisions are excellent. Leniency is enjoined at first, and in case of persistent default enquiry into its cause and the dismissal of the mate rather than continued fining; but otherwise a strict enforcement of the task, which is in all cases moderate.

Gang Registers and Muster Rolls.

8. The gang register in use in the Allahabad Division, and prescribed in the Circular No. 18, dated 5th December 1896, which has also been adopted in the Central Provinces, appears to me to be open to several objections. It does not show the details of the daily musters, but only an abstract, nor does it show the amount earned daily by and paid to each individual worker. Another great objection is that it has to be maintained in duplicate, one copy being used for each alternate day, so that the record on the work is not continuous. These are all matters of great importance in checking the musters and enquiring into complaints. In the Lucknow Division a greatly improved form of gang register and muster roll has been introduced, in which all these defects are remedied, and the system has also been adopted of giving a ticket to each worker when first brought on to the gang register, showing the number of his gang and his own number in it.

Officer in charge of work and his establishment.

9. The officer in charge of the works is generally, as in the Central Provinces, a man of the position of a Naib Tahsildar or other employé in the Civil Department, whose services are placed at the disposal of the Superintending Engineer, by whom he is posted on the requisition of the Executive Engineer. He is the cashier and general supervisor on the spot, and is assisted by work agents or sub-overseers who set out the tasks and measure up the work, and by clerks or moharrirs, as in the Central Provinces. For every three or four charges there is appointed an Inspecting Officer, of the upper subordinate class, whose duty it is to visit each charge in succession for the purpose of instructing and checking the work of the work agents, making necessary arrangement for tools and plant, assisting in aligning new work, and correcting all faults in organization, &c. The inspections of superior officers will be presently referred to.

Payments.

10. Payments are made in the North-Western Provinces daily, except on Sundays. The advantages and disadvantages of daily payments will be considered in my final report, and it will suffice to note here how they are in practice made. There is no independent cashier, as in Bombay or Madras, but, as in the Central Provinces, the payments are made through the gang moharrirs. In the Allahabad Division the system is the same as described in my notes on the Central Provinces, and detailed instructions for the daily routine have been drawn up by Mr. Palmer, the Superintending Engineer. In the Lucknow Division a somewhat different system is followed as the payments to each gang are made directly by the mate, who receives the exact amount required from the jemadar, an official corresponding to the moharrir in Allahabad Division and Central Provinces. The mates in Lucknow Division are a superior and more intelligent class than has been obtainable in Bundelkhand and they are paid a higher wage as works establishment, varying from Rs. 5 to 8, and not as daily labourers. The procedure followed will be best understood from the copy of the detailed instructions for payments which are appended to these notes. When I was at Lucknow, the Commissioner expressed the greatest satisfaction with the working of this system. On the morning of the 16th I revisited the Machhi Bhawan works at Lucknow with Colonel Pulford, for the purpose of seeing payments made. We went without notice and at 9.30 A.M. ordered all labour to be paid at once, or three hours before the ordinary time. At time of our arrival the sub-cashier was engaged in making up piles of two-anna pieces and 1 pice. On the order being given for payment the jemadars came to the office and received as many of these piles as would cover the amounts to be paid by their mates. Each then counted out and put into a separate bag the exact amount due to each of his ten mates, in some cases having a mate to assist him. The diggers on this work each received 7 pice if he did a maximum task, as most of them did, and the practice was to put a two-anna piece into each bag for each digger, and the balance

of the amount required in pice. The total amount in each bag was then written on a slip of paper which was put into the bag, and when all bags had been filled, the jemadar returned the balance of cash made over to him to the sub-cashier. When this had been done, the mates were summoned, and paraded in groups of ten outside the office. The jemadars then made over the bags to the mates, each of whom opened his bag, counted the money, and signed the slip inside, which was returned by him to the jemadar as his receipt. All this took about an hour, during which the labourers remained at work. The jemadars and mates then returned to the works accompanied by the officer in charge, work agents, &c., and the signal was given for payments to be made. Each gang then repaired to its own flag, and the mates went round paying to each member the amount due. Each digger received a two-anna piece giving one or two pice back as change, accordingly as he was entitled to seven or six pice and the other workers received the pice due to them. Amounts unclaimed were returned by the mates to the jemadars who returned them to office as arrears unpaid. The whole of the payments were completed in half an hour or by 11 A.M. There were over 2,000 labourers on this work, but the payments could have been made almost as quickly with 5,000, as there would have been a proportionate increase in the number of jemadars, mates, &c.; but of course the larger the attendance the less close is the supervision during time of payment that can be exercised by the officer in charge and his assistants. I do not think that this system can be improved on.

Dependants and kitchens.

11. In addition to the workers must be considered the number of dependants who accompany them to the works. The proportion of these to the workers varies considerably; but from a statement prepared for me by Mr. Palmer I find that the total number of dependants during the 8 months ending May 1897 in the Allahabad division (in which the North-Western Provinces system now under consideration is most extensively employed) amounted to 17,306,796 units, the number of workers during the same period being 71,289,165. The percentage of dependants on workers was over 24 per cent., which agrees very closely with the experience in Bombay and Central Provinces. Of this number 90 per cent. were children, 5½ per cent. women, and 4½ per cent. men. Under the North-Western Provinces Circular already quoted the male adult dependants are entitled to 12 and the female to 10 *chataks* of grain, the allowance for children not in arms and under seven being 3 *chataks*, while one pice is given to the mother for all infants in arms. Under Appendix E (2) of the North-Western Provinces Famine Code the allowance for children not in arms is 5 *chataks*. The cash wage for dependants under the North-Western Provinces circular is as follows:—

Class.	Basis 10 seers to rupee.	Basis 12 seers to rupee.
	Pice.	Pice.
Adult males	5	4
Adult women	4	3
Children not in arms	1	1
Children in Arms	1	1

In Bombay children not in arms received two pice, and, as shown in paragraph 5 of my notes on that Presidency, the attendance was very high as long as cash wages were paid. In North-Western Provinces only one pice has been paid, but even with this low wage the attendance of small children has been very great. On many of the works, including those seen by me in the Banda district, kitchens have been introduced, and a ration is given in lieu of a cash wage, consisting of a "*khichari*" of rice and *mung dal* in the proportion 1 *chatak* of rice to ½ a *chatak* of *mung dal*, which makes 3 *chataks* of cooked food, one such meal being given in the morning and one in the evening. One *chatak* of ghi is added to every seer of raw material, and melted and mixed in with the "*khichari*" after it is cooked. Sometimes barley *suttu* is substituted for rice as a change, and for not more than two days in the week. Kitchens have not been started at every work where this

North-Western Provinces system is in force, but only where they have been ordered by the Collector. On the smaller or village works in South Allahabad they have been considered unnecessary, and throughout the whole of the Hardoi district, where the North-Western Provinces task work system obtains, the children are not fed, but receive the pice wage. I understand that the feeding costs about 5 *pie* per head, and is thus more expensive to Government than the cash wage, as the numbers in attendance do not appear to have fallen off on the works where kitchens have been introduced. But here, as in other provinces, it seems to be generally the opinion that if Government is to undertake the maintenance of dependant children, it should be in the form of a cooked ration and not of a daily wage, and, as might be expected, the condition of the children is much better on works where the former system has been adopted than on those on which the pice allowance is made.

Advantages and disadvantages of the original North-Western Provinces system of task work.

12. I have endeavoured in the preceding paragraphs to give a general idea of the essential and accidental features of the North-Western Provinces system of task work before considering its merits and disadvantages. It is in my opinion a far simpler and more workable system than that which has been contemplated in the Famine Code, and what is of great importance is much more easily understood by the people, especially when the payments are made daily in pice. Its chief drawback appears to me to be that it tends to perpetuate the evil of a want of diggers which has been put forward as the justification of the system. I have already said that I considered the digging tasks rather light, but nevertheless the digger is the hardest worked man in the gang, and as far as I could learn no one was particularly anxious to be classed as a digger. It is true that he nominally receives two pice a day more than a carrier, but, as will be seen from the wage tables in paragraph 5 *supra*, he alone of all the gang is fined when the task is short, but not very short, and as a general rule therefore he receives only one pice more than the carrier and is inclined to grumble when he finds that he is the only man fined. Although an increased outturn on the part of the digger is the great desideratum, no encouragement is given to him to do more than the task, and however much he may do, he cannot receive more than the B wage, although this would be permissible under Section 108 (11) of the North-Western Provinces Famine Code. There is on the other hand a temptation to do less than the task. Referring again to the wage tables for Lucknow Division, in paragraph 5 *ante*, suppose that the digger completes a task of 75 instead of 100 cubic feet. He will loose one pice, but each of the carriers will receive the same wage in either case, although the carrying task will be reduced by 25 per cent. when the digger does no more than 75 cubic feet. It is conceivable that by a mutual arrangement the carriers might agree to take turns in making up to the digger the pice that he looses by doing only a three-quarter task, so as to receive an easy task all round. I do not mean to say that this is done, but if we regard a party in a pit as all of one family (which is very often the case), with perhaps one or two dependants who are sure of their dole however short the task, it is obvious that the difference to the whole family when a three-quarter task is done in place of a full one is one pice only. As already noted in paragraph 7, I found that the average task done at Sandila was exactly 75 per cent. of a full task. This average was struck on a whole week's work when the average daily attendance was 4,438 workers, the average number of diggers employed daily being 865. I did not go into this question as carefully on other works visited, but I think that on all the task done was generally that which involved the fining of the digger only, and certainly full tasks were the exception.

The outturn of the diggers, or work for the carriers, might also be increased by putting on diggers capable of doing a reduced task. The custom is to have a uniform task for diggers, and this involves employing as diggers only able-bodied adults who are capable of doing a full task. It may be accepted that women should not be made to dig on task work, though I have seen many women diggers on piece-work. But there are many weakly men employed as carriers who would be quite capable of digging a short task, and who might be so employed, still receiving a D wage. Two of such men might be given the full task between them, and although their joint wage would exceed that of a B digger doing the same work, it would be cheaper to employ them in this way than as

carriers in excess of requirements. Similarly the ranks of the carriers might often be relieved of strong boys, between the ages of 12 and 16, who would be quite capable of doing half tasks. There will always be a difficulty in preventing the proportion of carriers to diggers becoming excessive. It is really part of the system that it should be high, so that the carriers' task may not exceed that which may be fairly imposed for a mere subsistence wage. But when a suitable proportion has been determined, the tendency is for it to be exceeded. The principle that "the people must be taken as they come, and the diggers must be distributed in the proportion they happen to bear to the fillers and carriers," may be carried too far. In many cases I found the proportion excessive, owing either to the non-attendance of diggers or to the accession of additional carriers, and no attempt had been made to rectify this even when some improvement was quite possible. This is of course the business of the sub-overseers of the work, who are not always intelligent enough to make the necessary adjustments; but I doubt if their attention has ever been very prominently directed to matters of this kind.

In spite of these criticisms of minor details I consider that this system has been suitable to the conditions obtaining throughout the late famine. Employment was freely offered to all who came, and in order to keep off those who had sufficient resources of their own, reliance was placed rather on a very low wage than on a high task. If the carrying tasks were in many cases lighter than they should be, they could not, on any works that I saw, be regarded as merely nominal, and although the people worked without much energy or spirit, they had enough to do to keep them actively moving throughout the working hours. The question however naturally arises whether it would not be better to restrict the numbers on the works to the more efficient members of the families that flock to them, to give them fuller tasks, to pay them a higher wage, and to rely on their supporting therewith in their own homes all the less efficient and non-working members.

The old intermediate or special contract system.

13. This question, which is one of the most important that can be raised in connection with the policy of relief works, has not escaped the attention of the Government of the North-Western Provinces, which, having led the way in the introduction of the simpler system of task work that has been described, proposed in its letter No. 417-S., dated 14th December, to the Secretary to the Government of India a further deviation from the strict orders of the Famine Code, in the form of a system of piece-work, intermediate between the ordinary system of contract in the Public Works Department and the Famine Code system of task work. It was proposed that work should not be given out to regular contractors, or to men of the Chuprassie class or relatives of petty officials, but rather to piece-workers or gangers, such as village *pattidars*, employing not more than 200 persons. The gangers would be required to reside on the works and deal directly with the workers, who under such headmen would be in a position to insist on a fixed proportion of the rate being paid to them. In giving out the works the wages (*i.e.*, the rate) to be paid to the workers was to be specified, and it was considered that ordinarily 20 per cent. of the rate would be a sufficient remuneration to the piece-worker for his own labour, interest on capital, and incidental expenses, such as baskets and perishable stores. No piece-worker was to be allowed to execute work to the value of more than Rs. 1,000 per mensem, while any one who could not do work to the value of Rs. 150 in a month was to be discharged. The rates to be paid were to be the ordinary contract rates, enhanced, in view of the high price of food, by 25 to, in particular cases, 50 per cent., *i.e.*, from Rs. 2 per 1,000 cubic feet of earthwork to Rs. 2-8-0 or Rs. 3. The system was not to be introduced into nine specified districts where acute distress existed, and in which the Code rules were to be strictly followed.

This system has been called the *Intermediate* system, but to avoid confusion with a system more lately established I propose to call it the "special contract system." It differed from the ordinary system of petty contract essentially in this, that the piece-worker or contractor was to pay his workers at a definite rate on the quantities of work done, and for which he himself received payment, he retaining

for his services, &c., the difference between the amount paid to his workers at this rate, and the amount that he would receive from Government at a rate 20 per cent. higher. These proposals were heartily approved by the Governor-General in Council, as intimated in Government of India letter No. 255-F., dated 16th January, 1897.

Special contract system in practice.

14. This system does not appear to have had a very extended trial, and at the time of my visit had been altogether abolished in favour of a later modification which will be presently described. I understood that it had been introduced only in the Faizabad, Barabanki, and Gorakhpur districts, and in one or two others in which distress had not reached an acute stage. It was found that men of the class of village *pattidars* would not come forward as piece-workers or gangers, and in practice the work was given out to regular contractors, but subject to the essential condition that the workers should be paid at a definite rate per 100 cubic feet of work measured up. The system thus resembles that which has been proposed in the Central Provinces, and referred to in paragraph 11 of my notes on those Provinces. In the Faizabad and Barabanki districts works were thus given out to a well-known and capable local contractor, Durga Singh, whom I had an opportunity of meeting when at Lucknow. He told me that he employed 7,000 workers in Faizabad, 4,000 in Barabanki, and more men in other districts. He was paid at the rate of Rs. 3-0-0 per 1,000, and undertook to pay Rs. 2-8-0 per 1,000 or 4 annas per 100 to the workers, the lead being 50 feet and the lift 2 feet. The general proportion of men on the works were 40 per cent., women and children together amounting to 60 per cent. The total profit made by him on these works amounted to Rs. 1,500, and was paid by him as a donation into the Famine Relief Fund. The rate paid to the workers was not sufficient for subsistence in the case of the weaker workers. He was willing to continue taking such contracts, but Government decided to abolish the system. Test works were for a short time carried out on a similar system in parts of the Gorakhpur district not officially recognized as distressed; but here the rate paid to the workers was $2\frac{1}{2}$ annas per 100 cubic feet only, or Rs. 1-9-0 per 1,000, the contractors receiving Rs. 2-7-0, and being required to carry out the dressing and breaking of clods (estimated at 8 annas per 1,000) out of the margin, and to supply the necessary tools and baskets.

The reasons assigned for the discontinuance of this system were that only the strongest workers could earn a living wage at the rates paid them, and that they were often unwilling to admit weak individuals into the gangs, while the contractor could not be expected to entertain more of them than were required for dressing and other light work. This is the great difficulty that presents itself in all forms of true piece-work; but even if it could have been met in any way by supplementary arrangements, some hesitation was probably felt at the idea of extending a system which threw so much into the hands of middlemen, and depended so much on their integrity and capacity.

Modified intermediate system.

15. This system was soon superseded under the orders contained in a Resolution of the Government of the North-Western Provinces, No. $\frac{753}{S-73}$, dated 16th March 1897, by what has been since called the "modified intermediate system." The following is an extract from the Resolution:—

"Under this modified system no contractor or middleman is employed. The work is laid out, supervised, and measured, and payments are made by Government officials; and tools, where necessary, are supplied by Government. But the work will continue to be treated and paid as piece work, not as task work under the Famine Code. No dependants will be recognized, and the payments will be in accordance with the amount of work actually done."

"The rates and tasks will be so graduated as to enable an ordinary labourer or family of labourers to earn what the average family now earns in the shape of both wages and gratuitous doles (to dependants) combined. The discontinuance of Sunday labour makes it necessary to arrange for labourers earning in week days enough to provide for themselves and dependants on Sundays also."

The system upon which payment is to be made for this piece-work and the rates to be paid are set forth in paragraphs 4 and 5 of the Resolution, and in

a table appended thereto. The system about to be described follows so closely these instructions that it is unnecessary to repeat them here. I would observe however that they refer to a task to be given to a party of workers (100 cubic feet in ordinary soil) which is called indifferently a "full" and an "ordinary" task, and to a higher task, carrying a higher wage, which is called indifferently a "full" and a "maximum" task. As the former of these tasks must be compared with what has been called the full task in describing the original North-Western Provinces task work system, it will save confusion to refer to it hereafter as the *full* task, and to call the higher task the *maximum* task, so that for the words "ordinary" and "full" in the table appended to the Resolution, the words "full" and "maximum" should be substituted respectively.

Modified intermediate system in practice.

16. I saw no works on the modified intermediate system in the Allahabad division, but Mr. Palmer told me that it was in force in the northern part of the Allahabad district and in Fattehpur and Cawnpur; that is to say, in parts where the distress was not very acute and where the grain rate is 12 seers to the rupee. He also gave me a table of the wages paid under this system, which is identical with that which I found in force in the Lucknow division. It will be sufficient therefore to consider this in comparison with the table (II.) of wages in the same division given in paragraph 5 of these notes.

Task in cubic feet.		North-Western Provinces Task Work.			Modified Intermediate.		
		Diggers.	Carriers.		Diggers.	Carriers.	
			Men.	Women.		Men.	Women.
		Pice.	Pice.	Pice.	Pice.	Pice.	Pice.
Maximum	125	...	...	...	(a) 7	(c) 5	5
Full	100	(b) 6	(c) 5	(c) 4	(b) 6	(d) 4	(c) 4
Three-quarter task	75	(c) 5	(c) 5	(c) 4	(c) 5	(e) 3	(d) 3
Half task	50	(d) 4	(d) 4	(d) 3	(e) 3	(f) 2	(e) 2

(a) Code A wage.
(b) Code B wage.
(c) D or minimum wage.
(d) Dependant's or penal wage.
(e) One pice below penal wage.
(f) Two pice below penal wage.

A pit is given to a working party consisting ordinarily, or for road work with a lead not exceeding 50 feet, of one digger and two carriers, and if the full or 100 cubic feet task is completed, the digger receives 6 and each of the carriers 4 pice, making 14 pice or 3½ annas in all. If either carrier is a male, the wage received by him is one pice less than under the regular North-Western Provinces task work system, or one pice below the minimum or D wage. If only a three-quarter task is done the carriers are fined as well as the digger, and not the digger only as in the original North-Western Provinces system, and it will be seen that a male carrier is fined down to one pice below the dependant's or penal wage, and a woman down to the penal wage of her sex. If less than a three-quarter task is done every worker is again fined a pice, the digger and a woman carrier getting one pice, and a man carrier two pice less than the penal wage, or than would be received under the North-Western Provinces task work system.

So far therefore the workers are much worse off under the new than under the old system, more especially as I understand that in practice less margin is allowed under the former, *i.e.*, a task of 95 cubic feet would be regarded as a three-quarter task, whereas under the old system it would generally be taken as a full one. But under the modified system the workers are allowed to earn a higher wage than under the North-Western Provinces system on performance of a fuller or maximum task (125 cubic feet), when the digger receives what

under the Code would be an A, and a woman carrier a C wage. The male carrier, who receives less than a D wage for the full, gets that wage for a maximum task, but this is no more than he gets for a full task on the original system. All but the male carrier can earn a higher wage than under the North-Western Provinces system, but there is no minimum wage, or if there is, it does not exceed the amounts shown on the last line of the table. It is said that the half task of 50 cubic feet is always done, and there are no orders as to what wage should be fixed when this is not the case.

Both systems contravene sections 92 and 93 of the North-Western Provinces Famine Code, under which in cases of short work the daily payment must not fall short of the D or minimum wage. Under the North-Western Provinces system the limit is generally the dependant's or penal wage, and under the modified system it may be one or even two pice below this. The terms of the Government Resolution referred to hardly cover this abolition or lowering of a minimum limit, as the case of short tasks is not considered, but the scale of wages is proportionate to the work done, and this was the obvious intention of the Resolution, the basis of the wage table being that work was to be paid for by the piece at the rate, for the soil and lead under consideration, of $3\frac{1}{2}$ annas per 100 cubic feet. As a matter of practical convenience and to avoid pies and complicated calculations the piece is measured in units of 25 cubic feet and the payments are made in aliquot number of pice; but the principle of the wage table is that payments shall be made in strict proportion to the work done, and in this sense the system may be called a system of piece work. It may be added that for longer leads than 50 feet additional carriers are added, who receive the carriers' wage, the extra wages thus paid being tantamount to an increase of the rate per 100 cubic feet; but the payments are still in proportion to the work done.

Modified intermediate is not piece work and is less favourable to the worker than the North-Western Provinces system of task work.

17. It is obvious however that the system is not piece work of the kind contemplated in the extracts from the Resolution of the Government of the North-Western Provinces, which have been quoted in paragraph 15 above, under which the working members of a family shall have an opportunity of earning enough to support the non-working members. It will be seen from the table in the preceding paragraph that by great industry a family of three may earn 18 pice a week more under this system than under the North-Western Provinces system; but this is very little more than would be paid to them under the latter as the Sunday wage, and out of the margin of 3 or 4 pice they are expected to maintain for seven days the dependants of the family, both adult and children, who under the North-Western Provinces system receive a subsistence wage. On the other hand, if they fail to complete a maximum task, and still more so if they fail to complete a three-quarter task, their weekly earnings are very much less than under the North-Western Provinces system.

The idea that workers under the modified system could earn enough to support the non-working children has in fact been given up, and kitchens had been established for the latter on all the works visited by me, and may, I understand, be introduced wherever considered necessary by the Divisional Officers. Nothing is done however for the adult dependants, but on other works these seldom form more than $2\frac{1}{2}$ per cent. of the number of workers.

Disposal of superfluous carriers and feeble persons.

18. The intermediate system does not solve the difficulty incidental to all systems of paying by results which is caused by the presence on the works of many who are unable by their own labour to earn a living wage, nor does it render it any easier to find work for carriers when diggers are scarce. In the latest instructions issued by the Superintending Engineer I find the following :—

"Ordinarily it will be found that the proportion of carriers above described will be sufficient to meet the numbers seeking employment on this class of work When however more women and children come for work than can be employed in the sanctioned proportions, one extra carrier to each digger may be allotted at the usual rate. No one asking for work and willing to earn a day's wage should be refused employment."

Such an order as this is probably necessary, but the introduction of superfluous carriers involves an increase in the amount paid with no corresponding increase in the quantity of work done, and the work then is no longer piece work in any sense.

As regards feebles who are clearly unable to earn a living at piece work task, special gangs have been formed in cases which are either untasked or are set lighter tasks than the able-bodied, but are paid at the same rates if their tasks are accomplished. This plan had been adopted at Machhi Bhawan.

Modified intermediate system is but an improved form of task work.

19. This modified intermediate system is generally referred to as piece work, but I think that for the reasons given above it may more properly be regarded as a development and improvement of the North-Western Provinces system of task work which it very closely resembles. It is in effect nothing but task work with a higher maximum and a lower minimum wage than had previously been allowed, though the maximum is not higher than allowed by the Code to workers of the A and C class. It very closely resembles the system contemplated in the Famine Code, only instead of an arbitrary *à priori* classification of workers, before they are set to work, into the four classes A, B, C and D, all men who say they can dig are put into class B, and all others into class D, and they are given an opportunity of earning the wages of class A and class C respectively by performing the maximum task. The essential difference is that there is no minimum wage or a very low one, but even this is permissible under the Codes of some Provinces (*e.g.*, section 79 of the Bombay Code) though not under section 92 and 93 of the North-Western Provinces Code. On the whole it is much less favourable to the workers than the original North-Western Provinces system. It must however be remembered that it has only been introduced into districts where distress was not acute and the conditions of employment were intentionally made more stringent.

Advantages of the modified intermediate system.

20. I visited three different works conducted under this system, and was struck by the great difference in the *morale* or spirit of the workers as compared with that seen on the works under the North-Western Provinces system. At two of them the maximum task was almost invariably accomplished, while in the third, to which I shall refer at greater length presently, an attempt to work it had been steadily maintained, which was not successful because owing to the hardness of the soil the task was perhaps a little too high. But in all the workers were working with spirit and energy and the contrast was very great with what I had seen on the works under the older system. It was somewhat difficult to account for the difference, for whereas on the latter works the prospects of losing a pice did not appear to stimulate the workers to doing a full task, on the former the prospect of earning an additional pice made them active and energetic. No doubt the difference is partly due to the fact that the distress was generally less acute in one case than the other, and that the people were in better heart. But I think a more potent reason will be found in comparing the wage tables that I have placed side by side in paragraph 16. It has been already found out how the digger only suffered under the North-West Provinces system where but a three-quarters task was done, but under the modified system the whole party suffers, and the influence of the carriers, who are mostly women, is brought to bear on the diggers. The same influence is at work under the stimulus afforded by the prospect of earning the maximum wage, the difference between the wage for a 75 and 125 per cent. task being two pice for every member of the party.

Disadvantages of modified intermediate system.

21. Having now shown the strong points of the modified system, I will venture to call attention to what appear to me to be its defects. There is a great want of elasticity about it. It is considered essential that the tasks set for each party should be uniform, and the parties have to be adapted to the task instead of

the task to the party, which involves the breaking up of family groups. The system of tasking by the pit which is followed is therefore by accident only a system of tasking by the family. The advantage claimed for the pit system is that each party is paid according to its own work, and does not suffer for the idleness of others. This is no doubt an advantage, and the officers in the North-West Provinces have devoted great care and attention to the organization of this system which cannot be too cordially acknowledged, and have proved that tasking by the party (consisting often of only three individuals) and daily payment to each individual direct is at least practicable. But there are disadvantages. A larger establishment of mates and muharrirs or jemadars is required, and the extra cost thereof is the least of the evils involved in increasing this class of establishment. The system may be necessary in some cases, but paternal administration of this kind is inelastic and somewhat demoralizing. I noted that in several cases three or four out of a gang of 10 diggers had of their own accord clubbed their pits, and when the gangs are as small as in the Lucknow division, consisting only of 10 diggers, tasking by the gang should be possible. Under the party system the occasional absence of one of the party causes difficulties which would be mimimised if the gang were dealt with as the unit.

The task is regulated by the number of diggers in the pit or gang, and all others are obliged to carry. At Unao I observed a gang of 10 diggers and 30 carriers in which the average task per digger over a period of 11 days had been 105 cubic feet per diem. They had evidently been trying their hardest to work up to 125 cubic feet, but the soil was too hard. If however one of the carriers in each pit had been allowed an extra *phaorah*, and to spend part of the day in digging 20 cubic feet, there would probably have been no difficulty in working up to the 125 cubic feet, and this is no doubt what would have been done if the work had been carried out as true piece work, without arbitrary distinctions between digger and carrier. But it would have been easier still if the gang had been tasked as the whole. Ten diggers would have been allowed, but the gang, if free to do so, would have put two of the ablest carriers on to the digging, and so completed the full task of 1,250 cubic feet which would have been carried by the remaining 28 carriers.

Applicability of modified intermediate system to tracts in which distress is acute.

22. The Commissioner of Lucknow and Colonel Pulford both expressed an opinion that the modified intermediate system could not safely be introduced in the districts where distress was most acute. The difference between the original North-Western Provinces and the modified intermediate system is however one of degree more than of kind, and I do not see why the latter could not be adopted in all districts with some slight modifications. Under it the non-working children are now fed, and the full task is the same for the same wage under both systems. The only disadvantange to which the worker is put under the intermediate system is that he loses the Sunday wage, that he has to support his own adult dependants, and that in the case of short tasks he is liable to fines that will reduce his wage below the penal or dependant allowance. In cases in which it was necessary it would however always be possible to grant the Sunday wage and the dole to adult dependants, just as it has been possible to permit kitchens for dependant children as an adjunct of the intermediate system. As regards fines it would always be possible to adopt a wage table in which the wages for short tasks should not fall below any assigned limit. but in which a wage higher than the normal would be allowed for a maximum task, which is the best point in the intermediate system, and all in favour of the worker. I do not however mean to suggest that this minimum limit would be desirable. In my opinion judgment and discretion in the imposition of fines or in reductions of wage are of far greater importance than a minimum wage. The proportioning of the wage to the amount of the completed task which takes place under the intermediate system, contravenes, as said before, paragraphs 92 and 93 of the North-Western Provinces Famine Code, but is permissible under section 79 of the Bombay Code and is recommended by many experienced Famine officers. In districts where distress is very acute and the people very enfeebled it would be better to reduce the task than to fix a minimum wage, but as it is the principle to open relief works before the people become

enfeebled, it would seem that what is wanted in districts in which distress is most acute is a greater number or an earlier opening of relief works rather than a relaxation of the conditions under which employment is offered. For these reasons I consider that the modified intermediate system, with some slight improvements perhaps in respect of the point noted in paragraph 21, might very well be adopted in supersession of the original North-Western Provinces system, of which it is but a more highly systematised form.

I may add here that the two systems run so closely on the same lines that the forms of initial accounts, method of payment and other details of management already described in paragraphs 6 to 10 of these notes, are practically common to both, so that it is unnecessary to refer to them further.

Piece work in Gorakhpur.

23. I have now described three different systems of relief work in force in the North-Western Provinces, *viz.*, the original North-Western Provinces system, the old intermediate or special contract system, and the modified intermediate system. After leaving the Lucknow Division I found a fourth system in force in the Gorakhpur Division which was one of true piece work. This system had been worked out by the Executive Engineer (Mr. Holme) in communication with the Commissioner (Mr. Alexander) and in general conformity with the instructions contained in the North-Western Provinces Resolution No. 753/S.—73, dated 16th March, 1897, though apparently without reference to those contained in the table appended to that Resolution, with the result that instead of paying individual workers a daily wage according to the task done, payments are made to the digger only at a fixed rate per 100 cubic feet outturned, and the amount is distributed by him between himself and the carriers, who are usually members of the same family. The daily task is limited to 125 cubic feet.

Relief works were opened in the Gorakhpur district about the middle of January, on the original North-Western Provinces system; but in some parts not officially recognized as distressed the special contract system was tried on test works, as already stated in paragraph 14 of these notes. The attendance on the works fell off during the month of March owing to harvest operations, and as the *rabi* had been a good one, it was decided to discontinue working on the original North-Western Provinces system and to introduce the new piece-work system throughout the district at the end of March, as labourers were returning from their harvests.

Description of the Gorakhpur system.

24. The system may now be briefly described. The digger brings his own carriers, generally members of his family, and is paid for the work done at the rate of 3 annas per 100 cubic feet, up to a limit of 125 cubic feet. The wages paid in Lucknow Division corresponded to a rate of 3½ annas per hundred, but the soil is softer in Gorakhpur, and it has been found in practice that a man seldom brings more than one carrier with him for a short level of 50 feet, to which this rate applies. For the harder soils a rate of 3½ annas per hundred is allowed, and when the level exceeds 50 or the lift exceeds 5 feet, an extra rate is allowed. On the Amipur Road I found that one anna per 100 cubic feet was being paid for every extra chain of lead. The rates include rough dressing and the breaking of clods, but for finished dressing a rate of Rs. 1-3 is paid per 100 running feet of road, which includes the dressing of the top width of 24 feet and of the two side slopes.

The work set out for each digger is equal to 900 cubic feet or roughly seven maximum daily tasks. When the task is given out to him, he is supplied with a ticket, a counterfoil of which remains with the sub-overseer, on the face of which is written his name, the date he comes on to the work, the number of the chain given to him, and the rate per hundred cubic feet to be paid. Measurements are recorded daily by the sub-overseer in a regular measurement book, and payments are made at noon of the following day, the measurements and amounts paid being noted on the back of the ticket, which lasts till the task is complete. The payments are made to the digger only who pays his own carriers, generally

members of his own family. Women very frequently dig, and make up gangs and parties of their own sex. No mates are employed for mustering and one jemadar on Rs. 12 a month with three or four mates is found to be sufficient for the supervision of 500 workers. A nominal muster roll of diggers is kept up, and the number of men, women and children working with each is shown daily for purposes of the returns, but their names are not entered. The village from which each digger comes is also noted. When the aged or feeble have applied for work, it has been possible to give them light dressing work. There are no kitchens, nor is anything paid to dependants in the Gorakhpur district, but I understand that non-working children are fed in the adjoining Azamgarh district, where the same system is in force.

Work on the Amipur Nallah.

25. The principal work which I saw conducted on this system was a road embankment near the Amipur Nallah, where earth was being carried for a mean lead of 900 feet. There was therefore a scarcity, and not, as usual, a dearth of carriers, but under the piece-work system the workers adapted themselves to these abnormal conditions. The number of units employed during a period of five days was as follows :—

3,742	men.
4,151	women.
1,287	children.
9,180	

The number of diggers was 1,736, and the work done per digger amounted to only 60 cubic feet, or not half a maximum task. This was because more than this could not be carried away. The diggers spent a good part of their time in carrying, or else weakly persons were put on to dig, and the strong men carried. I saw several women digging on this work. The carriers did a very full task, each carrying 14 cubic feet over a lead of 900 feet, or 126 cubic feet for one chain. In some of the pits 120 to 124 cubic feet were excavated per digger, but carriers were then in proportion of 8 to 1. The carriers were not above the average type of cooly as seen on famine works, and the weight of an average basket full of earth did not exceed 15 seers. At the rates paid the amount earned by each worker would have averaged about one anna five pie, and this was well earned. Some of the workers came from a village 22 miles off, and a great many from villages 12 or 15 miles distant, and generally brought their non-working children with them, although there was no kitchen or dole for them.

Remarks on the Gorakhpur system.

26. The Commissioner gave me the following figures showing the average wage paid per unit relieved on the Rudrapur-Gola Road :—

Period.	System.	Units relieved.	Wages paid.	Rate per unit.
		Number.	Rs.	A. P.
28th December to 4th February.	Old Intermediate	14,831	1,567	1 8
28th January to 10th April..	Old North-Western Provinces task work.	225,016	16,376	1 2
10th April to 15th May ...	Piece work...	61,964	5,175	1 4
	TOTAL	301,811	23,118	1 2

The payments under old intermediate appear to have included the contractor's profit. The payments under the North-Western Provinces task-work system included the Sunday wage, and allowing for this the rate per working day would have been Rs. 0-1-4, or exactly the same as under the piece-work system. The units under the piece-work system included, however, a far higher proportion of men, as will

be seen from the following table, in which the total number of workers and dependants throughout the Gorakhpur district for the weeks ending 27th February and 12th June are given.

Distribution of workers.	Week ending 27th February. Task work.	Week ending 12th June. Piece work.
Men	80,575	39,164
Women	65,546	27,915
Children	63,811	10,561
Total workers	219,932	77,640
Dependants	2,089	...
Children	35,262	...
GRAND TOTAL	257,283	77,640

The rate per *male unit* was therefore very much lower under the piece-work system than with task work, while there was a greater increase in the quantity of work outturned. In the month of February the average task per worker was 18 cubic feet, in the month of May it had risen to 38 cubic feet.

The table last given is interesting as indicating that one effect of the introduction of piece work has been a notable increase in the proportion of men and a great decrease in the proportion of children. It is the general experience that with task work the men stop at home and send the women and children to get what they can on the works; but it would seem that when payments are made by results the men are willing to come forward, and leave the women and children to do the home work. I should mention that Mr. Holme gave me the result of a census which he had recently taken on all works in the Gorakhpur provincial division, from which it appeared that out of 6,895 diggers 1,105 were Luniahs, and it is for the purpose of not making the work too attractive to men of this class that the task has been limited to 125 cubic feet per diem. The average outturn per digger in the month of April was 96, and in May 112 cubic feet.

The Commissioner and the Executive Engineer both considered that the results of introducing piece work were very satisfactory. The advantages of the system are so obvious that it is unnecessary to state them here. It may, of course, be said that the system would be inapplicable when distress is very acute, and almost the whole of the labouring population come on to the works, but both before and after this stage is reached there must be a stage intermediate between it and that at which no relief works of any kind are required, and for this intermediate stage at least piece work of the kind described appears to be eminently suitable.

Collection of road metal.

27. I have now described four different systems of relief work which have been tried in the North-Western Provinces period. The case of ordinary earthwork only has been considered because almost all the relief works in the North-Western Provinces are of this class, but each system can, of course, be adapted to other classes of work. I have obtained from Mr. Palmer a carefully drawn-up circular containing detailed instructions for the organization of gangs on the modified intermediate system for the collection and breaking of road metalling, which has been one of the principal forms of relief work in Bombay, Madras, and the Central Provinces, and which will be a very useful form in the North-Western Provinces if relief works have to be continued through the rains. The plan proposed is that the ablest-bodied men are to be employed in getting and sizing the stone from the quarries, and to be classed as B, receiving a B wage for full task. All other men and all women will be employed as breakers and classed and paid as D, so as to correspond with the carriers on earth-work. Children will be employed partly on breaking, and partly in carrying spawls to the work. The outturn of the breakers will depend on the hardness of

the stone, but the instructions are that the gangs should be so constituted as to turn out ordinarily about 160 cubic feet, the number of breakers being fixed with reference to the hardness of the stone. The wage table is then made up as follows, on the 12 seer basis :—

Task in cubic feet.	Mates.	Getters.	Breakers.		Children.	
			Men.	Women.	12—16.	7—12.
	Pice.	Pice.	Pice.	Pice.	Pice.	Pice.
Maximum ; over 180...	8	7	6	5	3	2
Full 140 to 180	8	6	5	4	2	2
Short 100 to 140	7	5	4	3	3	2
Very short 60 to 100	6	4	3	2	2	1

If the quantity is under 60 cubic feet the stone is to be kept over for next day's work and no wages given, even when work is stopped by heavy rain. This practically abolishes altogether the minimum wage.

The instructions do not state clearly whether the workers are to be paid according to the outturn of the gang as a whole or by that of sections, but it would in many cases be difficult to divide the gang into sections, as the getters do not always work independently.

Actual cost of work done.

28. As regards the actual cost of work done I find that during the eight months ending May 1897 over 640 millions of cubic feet of earthwork had been executed in the seven districts constituting the Allahabad Division at an average rate of Rs. 7·95 per 1,000. This is exclusive of payments to dependants and miscellaneous items, but is the average rate deduced from workers' wages.

The rates varied for different districts, as in margin, and depended very much on the character of the works. In the Bundelkhand districts many of the works consisted of tank embankments, where the soil was very hard and the lead very long, but the works are so numerous and various that it is impossible to give any idea at present of the rates which the cost bears to the actual value of work done.

	Rs.
Allahabad	7·88
Cawnpur	7·48
Fatehpur	4·31
Banda	8·88
Jalaun	6·44
Hamirpur	9·34
Jhansi, excluding Lalitpur ...	11·19
Lalitpur sub-division	7·11

The efficiency of the relief work must not, however, be considered only with reference to the value of the work done, but account should also be taken of the cost of relief per unit attending the works. The following figures relating to the operations in the same seven districts and for the same period of time, *viz.*, eight months ending May 1897, will be interesting :—

Workers employed (*one day units*).

Men	22,206,433
Women	29,642,983
Children	19,439,749
Total workers	71,289,165
Total dependants	17,306,796
	Rs.
Amount paid in wages	52,18,685
Gratuitous relief of dependants	3,92,120
Miscellaneous expenses	4,64,030
Total outlay	60,74,835

Whence—

	Rs.	A.	P.
Average wage per worker unit	0	1	2
Average wage per dependant unit	0	0	4½
Average wage per unit of workers and dependants ...	0	1	0

Percentages of total outlay.

Workers' wages	85·9
Gratuitous relief	6·5
Miscellaneous expenses	7·6

The average wage per unit relieved, that is, workers and dependants, was tolerably constant, varying from 12·8 pies in the Allahabad to 11·65 pies in the Banda district, the exact average for all districts being 12·16 pies.

The average rate per dependant unit is low as for the greater part of the period the non-working children received only one pice. Had kitchens been established all the time, the dependant rate would have averaged about two pice.

The miscellaneous expenses include all work charged: establishment, expenditure, other relief labour on conservancy and water arrangements, hutting, baskets, &c.

The cost of all earthwork, excluding charges for gratuitous relief and miscellaneous expenses in the Gorakhpur and Azamgarh districts during the month of February 1897 has been reported as averaging Rs. 3-11-11 and Rs. 3-2-8 per thousand; and with the introduction of the piece-work system this rate has probably been since reduced. The wage per working unit as shown in paragraph 26 agreed closely with that in the Allahabad division. The earthwork rates in the Lucknow Division are intermediate between those of the Gorakhpur and Allahabad Divisions. The causes of high rates are hard soil, great length of lead, payments under the older North-Western Provinces system with but slight reference to results, acute distress, and a high price of grain. These causes all existed in the Allahabad Division to a greater extent than in the Lucknow Division, and in Lucknow to a greater extent than in Gorakhpur.

Interference with supply of labour for private enterprise.

29. As regards the extent to which famine relief works have interfered with the supply of labour for private enterprise I had an opportunity of discussing the subject at Gorakhpur with Mr. Neville and Mr. Edwards, the Assistant Agent and District Engineer of the Bengal and North-Western Railway Company. Mr. Izat, the Agent, was not at Gorakhpur at the time of my visit, but Mr. Neville has stated the difficulties which the Company has experienced in procuring labour since relief works have been in progress in two demi-official letters from which I make the following extracts:—

"As regards railway work in the Gorakhpur district the average rate paid under ordinary conditions for earthwork in banks does not exceed Rs. 1-12-0 per 1,000 cubic feet for banks up to 5 feet in height, and above that an additional rate of one anna per foot is fixed. These rates cover lead, as the side widths are laid out in a fixed relation to the heights.

"In sandy soil we have been able to get low banks thrown up at Rs. 1-8-0 per thousand.

"Last year the Bhatni-Turtipur Branch was done at the above rates, and the works on the Salimpur-Burhaj Branch were started on them, and progressed fairly well till March, when labour deserted. The cause of this desertion has been attributed to certain famine works which were started a few miles to the west. The work was left standing till the end of May, nor has it been possible to resume it with a lower initial rate than two rupees, and at that rate labour is scarce. Difficulty has also been experienced as regards labour for the open line in the district.

"The contractors are petty contractors or local zemindars.

"Mr. Edwards, from whom I have the above information, also tells me that during the *rabi* harvest labour difficulties only last as a rule about ten days.

"There has also been difficulty in obtaining skilled labour this year, especially bricklayers.

"I understand that in Chupra there is plenty of labour to be obtained this year although there are heavy famine relief works in the district, but the contractors require an initial rate of Rs. 1-14-0 which is slightly higher than usual. Labour has, I understand, been imported on a considerable scale from the Chupra district for the Ganges-Gogra-Doab and Hajipur-Katihar lines.

"As regards the former the schedule rates on which earthwork was started were Rs. 1-8-0 per thousand in ordinary soil for banks up to four feet in height, and one anna extra for banks over four feet. These rates had to be increased last March, when it was found that sufficient labour was not attracted by them, and the present rates are Rs. 2 per 1,000 in the Ballia district and Rs. 1-12-0 in the Azamgarh district where local labour is more plentiful. The enhanced rates have, as a rule, proved sufficient to attract labour, but for more heavy banking in Turtipur station yard coolies had to be imported from Chupra. These for the most part deserted after a few days, and generally throughout the line there has been considerable difficulty in keeping labour on the works. The difficulties experienced this season are attributed chiefly to the unusually large emigration of professional diggers (Looniahs and Chamars) from the districts, which took place last October and November as soon as the distress began. Large numbers are said to have been recruited by agents for the Assam-Bengal Railway. Emigration to a considerable extent takes place in ordinary seasons after the rains, but owing to the distress this season this was more than usually the case. The nearest relief works north of the Gogra were at Shahgunge in the Jaunpur district, but it is uncertain to what extent they draw labour from Ballia and Azamgarh districts.

On the Hajipur-Katihar line the schedule rates were not increased, but very great difficulty was experienced in obtaining labour, and practically a working season was lost to the railway on this account. The cause of this difficulty is due to the famine with its high prices, and to the existence of famine relief works which afforded a more attractive field for labour than that offered on the railway. Efforts have been made to import labour from Chupra, Durbhanga and Mozaffarpur districts, but with little or no effect. There has been incessant desertion of coolies after receiving advances, and contractors have had a bad time of it in consequence.

Mr. Izat writes me that what appears to him to be required about relief works is that there should be a rule that no able-bodied person, man or woman, should be employed on relief works or receive relief within 20 or 30 miles of their homes. Big works like railways or canals should be provided to give work to the able-bodied, and they should be drafted off to them away from their homes. People who are starving or in distress for food, he adds, will not think twice about going 20 miles to get work and food. This was the rule in the Bombay famine in 1875, and worked well, and it is necessary to prevent the people being pauperised and the public funds wasted."

Remarks on foregoing statement.

30. In considering this statement of the difficulties which the Bengal and North-Western Railway Company has experienced, it is hardly necessary to include among them the necessity for increasing their rates, which has been a consequence of the prevalence of high prices. It is possible that if no relief works had been started, the Company's earth-work might have been carried out by labourers of the professional class at ordinary rates, but, as stated in paragraph 12 of my notes on the Central Provinces, the District Engineer on the Saugor-Katni Railway admitted that ordinary labourers, of whom there is usually a large proportion on all earth-works, could not get a subsistence on the works at the normal contract rates, though the Looniahs could, "at extra good lift and lead rates." If no relief works had been started at all, the Company would therefore have had to raise the rates, unless it was able to obtain an adequate supply of purely professional labourers. It is admitted however that there was an unusually large emigration of labourers of this class in October and November, long before relief works were started.

The competition which the Railway had to face was therefore not that of the relief works, but of the Assam-Bengal Railway. It is not known whether special inducements or high rates were offered by the Assam-Bengal Railway, but even if they were not, the Looniahs naturally preferred to transfer their services to districts in which prices of grain ruled lower, so that an increase in the contract rates in the distressed districts was an inevitable consequence of the ordinary laws of supply and demand, wholly uninfluenced by the relief works subsequently started. And for this reason it is unnecessary to consider here the case of the Hajipur-Katihar line where the difficulties experienced were apparently due to the fact that the the schedule rates were not increased. Moreover, this line lies outside the North-Western Provinces.

In the case of the Salimpur-Burhaj Branch the complaint is that it was impossible to complete it at the rates given on the Bhatni-Turtipur Branch in the previous year, *viz.*, an initial rate of Rs. 1-12-0, or in the case of sandy soil with a

low bank only Rs. 1-18-0. Even at these rates, however, work progressed fairly well until March, when the harvest operations were in progress, after which the works were deserted until the end of May, and it was not possible to resume them with an initial rate of less than Rs. 2 and at that rate labour was scarce.

It has, however, been shown that at the end of March piece-work was introduced on all relief works in the Gorakhpur district at an initial rate of 3 annas per hundred or Rs. 1-14-0 per thousand cubic feet, and that this was subject to a limit of 125 cubic feet as the daily task for a working party of two or three individuals, who could thus earn no more than Rs. 0-3-9 between them as a maximum, the average earning being considerably below this, and amounting only to Rs. 0-1-4 per worker. It must also be remembered that after the introduction of piece-work no dependants received relief in Gorakhpur. It is true that the rate of Rs. 0-14-0 per thousand on the relief works all went to the worker, whereas some portion of the rates offered by the Railway were intercepted by the petty contractors ; but under all the circumstances I do not think that the Railway Company could reasonably object to a contract rate of Rs. 2, and at that rate the competition of the relief works would certainly not have been very severe. That the relief works have to some extent affected the supply of labour to the Railway is probably true. It has been mentioned in paragraph 26 of the notes that at the end of May nearly one-sixth of the diggers on the relief works in the Gorakhpur district were of the Looniah class. Probably some of these would have gone to the Railway if the relief works had not been open, but it can hardly be said that they were prevented from doing so by the higher rates offered on the latter. If the Railway contract rate were Rs. 2, the attractions of the Railway and relief works would have been about equal, and a number of professionals would still have gone to the latter, not because they could earn more money on them, but because they happened to be nearer their homes or for some other private reason more convenient. If there were any difference in favour of the relief works, it must have been small, and a difference of some kind is almost inevitable as long as the object of a relief work is to give a living wage to all who resort to it, while that of the Railway Company is to get a given quantity of work done at a minimum cost.

As regards the Ganges-Gogra-Doab Railway it appears that a slight enhancement of the contract rates has sufficed to attract labour. There have been no relief works in the Ballia district, and in Azamgarh local labour is said to be plentiful even with a rate of only Rs. 1-12-0, and in spite of the existence of relief works.

The suggestion made by Mr. Izat as to the policy that should be followed in opening relief works will be more conveniently considered in my final report, and I will only remark here that the great difficulty in most provinces is to find big works like railways and canals for the employment at long distances from their homes of all able-bodied men and women, and that if they were all drafted to these works, it would either be necessary to pay them at rates sufficient for the support of themselves and those left at home, or to bring the latter on to gratuitous relief, for it would be impossible to get any work out of them when separated from the able-bodied men and women of their families.

Petty village relief works in South Allahabad district.

31. The system of petty village works in the South Allahabad district referred to in paragraph 2 of these notes deserves a more extended notice, for the arrangements under which large bodies of labourers were suddenly broken up, drafted in small portions to the neighbourhood of their own villages, and then found in employment, form an interesting incident in the recent famine administration of these provinces. Each charge comprises several petty works, mostly deepening of village tanks, within a radius of three or four miles, for which there is one central camp and officer in charge. Four such charges make up a group under a visiting inspector of the Upper Subordinate class, and four of these groups again form a Circuit, under a Sectional Officer, who inspects all the charges at short intervals, and prepares an inspection report in duplicate, one copy of which goes to the Sub-divisional Officer, and the other to the Superintending Engineer direct. There are in all four such circuits, comprising together 64 separate charges in the Allahabad district, in which the average number of workers employed daily during the month of May was 180,000.

Relief works under Civil Officers.

32. The relief works under Civil Officers in the North-Western Provinces are village works of a petty kind, such as the improvements of existing tanks, or the excavation of new ones, construction or repair of field embankments, filling up hollows at village sites, etc. The total number of workers thus employed throughout the North-Western Provinces and Oudh on the 29th May amounted to 12,164 only. For many of these works advances are given to the village proprietors or they are undertaken on the understanding that a suitable proportion of the cost shall be repaid within a given time. In some cases however the work is undertaken by the District Officers solely for the sake of finding employment, and without any prospect of recovery. The cost of the work to be done is estimated beforehand, and the work is made over to the Lambardars who employ the labourers in the village and are required to pay them at fixed rates. No regular register of attendance is kept up, but the works are inspected about once a week by the Circle Inspectors, and the numbers present are noted for purposes of the famine returns. The amount finally paid is limited to that due for the quantity of work executed at the rate prescribed. The cost of a single work seldom if ever exceeds Rs. 500. I saw two or three of these works, but not enough to enable me to form any opinion of their value as supplementary relief works. In the case of real improvements which the landlords are desirous of undertaking, and for which they are willing to refund the cost, they are of course very useful, although I understand that in such cases the tendency is to get the work done as cheaply as possible, by employing the most efficient labour available, rather than to afford relief to those most in need of it. When the original cost is not to be recovered at all, the work is said to be often given not to those who are least able but to those who are the least willing to go further afield, or to attend regular relief works. Apart from the value of the improvements effected, these works can never be very useful as a means of relief, and when the cost is not to be recovered, it is a question whether they should not be kept in reserve, as works that may be undertaken under circumstances similar to those which necessitated the disposal of large gangs of labour, and their employment in petty village works in the Allahabad district.

Establishment.

33. The total number of relief workers employed in the north-West Provinces including those on test work amounted to 1,089,954 during the week ending 27th February 1897 when it was a maximum. In addition to this there were 234,473 dependants who were either paid or fed on the works. With exception of about 15,000 on works under the Civil Officers all these workers were employed on works under the Public Works Department. The strain thrown on the establishment was immense, but the principal change in the normal arrangements was the appointment of Mr. C. G. Palmer as an Additional Superintending Engineer in charge of the relief works in the seven districts comprising the Allahabad Civil Division, the works in the remainder of the Jhind Circle Buildings and Roads Branch comprising the Benares and Gorakhpur Public Works Division remaining under the general supervision of the Superintending Engineer, Mr. Heinig. The average number of workers in the Allahabad Civil Division during the week ending 5th June amounted to 702,025, with 133,560 dependants, and an arrangement of this kind was absolutely necessary. The relief works in the Meerut and Lucknow Civil Divisions, were managed by the existing Public Works staff, under the Superintending Engineers of the 1st and 2nd Circles, Mr. Alexander and Colonel Pulford. The ordinary staff of Divisional and District Engineeers and Surveyors, supplemented by eight officers of the Royal Engineers, temporarily transferred from the Military Works Department, has been employed in the general superintendence and management of the works, but was quite insufficient for the effective inspection of all the relief camps or charges. This has been arranged for by the deputation of a number of Staff Corps Officers who have volunteered for famine duty, and receive a deputation allowance of Rs. 300 a month. At the time of my tour there were seventeen of these officers on famine duty in the North-West Provinces. They are called Inspecting or Sectional Officers, and are constantly visiting all the relief works in their respective circles, where they prepare reports in a prescribed form dealing with the arrangements for future work, for the reception of new comers, and for

conservancy, water supply, shelter and food supplies, etc. They report also on all complaints and difficulties that are brought to their notice, and the results of their examination of the gang registers and of the checks made on the musters, measurements and accounts. A copy of each report is forwarded to the District Engineer, and a second to the Superintending Engineer.

I have heard but one opinion among both Civil and Public Works Officers as to the value of the work done by these Staff Corps Officers. They are not long in acquiring the necessary technical knowledge and a keen interest in the work, and their energy and activity have been invaluable. It would be out of place for me to express any opinion on the merits of those whom I had the opportunity of meeting, or whose names were favourably mentioned to me by others; but I must refer to the high appreciation with which I found their services were generally regarded, because in the case of a recurrence of such a widespread famine as this of 1896–97 it will be to the officers from the Staff Corps that we must look as the next line of reserve, behind the officers that may be spared from the Military Works Department, on which reliance must be placed for supplementing the numerical deficiency of Engineers in the Public Works Establishment. By their aid and that of the officers transferred temporarily from the Military Works Department the slender Public Works Establishment of the North-West Provinces has been able to successfully undertake the management of this enormous system of relief works.

The Upper subordinates of the Department have been employed as Visiting Inspectors, their principal duty being to go from charge to charge, and see that work is being properly set out and executed, to check the work and measurements of the sub-overseers or work agents, and to make necessary arrangements for tools, etc. The permanent Upper and Lower subordinate establishment was of course quite insufficient for these duties and had to be supplemented by such temporary men as could be found possessed of the necessary qualifications.

Powers of the Public Works Officers in management of relief works.

34. The actual practice in the North-Western Provinces has happily deviated in one other respect from the strict language of the Famine Code, in giving a wide power of control over the details of management of relief works to the officers of the Public Works Department. The duties of these officers are laid down in paragraphs 30 to 40 of the Code, the first seven paragraphs dealing with the duties of the Chief Engineer and the remainder with those of the Engineer or other officers in charge of a relief work.

The officer in charge is, as stated in paragraph 9 of these notes, not an Engineer, and the Code makes no reference to the duties or responsibilities of the Superintending Engineer and Public Works Divisional and Sub-divisional Officers. In practice however the whole organization of the relief works system has been entrusted to the Superintending Engineers and the Public Works officers serving under them, subject only to the general control of the Commissioners, who are consulted before any important order is issued, and to that of the Chief Engineer and Secretary to Government in the Public Works Department. I was struck, after reading the Code, with the wide discretion given to the Superintending Engineer in all matters of detail, but at the same time observed that the Public Works Officers in all grades were in close touch with the Civil Officers, and that the latter have every opportunity of exercising an effective general control. The division of labour between Civil and Public Works Officers which has been maintained is really imperative when relief works have to be organised on the scale that has been necessary in the North-Western Provinces, and the training and experience which the Public Works Officers in all grades have had during the present famine will render it very desirable that their services should be as fully utilized in future, and that they should be given as free a hand should the necessity again arise.

Concluding remarks.

35. The relief operations in the North-Western Provinces have been more extensive and prolonged than in any other Province, having really commenced in 1896, and the length of these notes is due to the fact that no less than four different systems have been introduced, all of

which deviate in some degree from the strict letter of the Provincial Famine Code. One of them, the special contract system, had been abandoned before I visited the Province, but the other three, the original North-Western Provinces system, the new intermediate and the Gorakhpur piece-work system, were all in full operation during my tour. The first of these has been adopted almost in its entirety in the Central Provinces and in Bengal, and all Provinces are following the lead given by the Government of the North-Western Provinces in the substitution, when practicable, of some form of piece work for the Code system of task work. In the Province itself, however, less progress has been made in the introduction of piece work than I had expected to find, and the new intermediate system, whatever its merit, is but a highly systematized form of task work, in which there is no minimum wage, or in which fining is permitted in proportion to the deficiency of work done. The Gorakhpur system is true piece work, inasmuch as the payments made depend entirely on the quantity of the work done, and are wholly irrespective of the constitution of the working party, but the limitation of the daily task, however necessary it may have been, has resulted in the average daily wage being no higher under this system than any other (although more work may have been done for it), and no better opportunity has been given here than elsewhere for the working members of a family to earn enough for the support of themselves and their dependants who are either unable to work at all or can perform but a nominal task.

It has been felt apparently that there are difficulties in the way of the adoption of such a system of piece work as will fully accord with the conditions proposed in the extracts from the Resolution of the 16th March 1897, which have been quoted in paragraph 15 of these notes; but there is no doubt that the new intermediate and piece-work systems which have been adopted are a great advance on the Code system, and have been carefully adapted to the conditions of the districts in which they have been introduced.

The leading characteristics of the administration of relief works by the North-Western Provinces appear to me to be that while on the one hand the greatest pains have been taken to ensure a subsistence wage for every one who may apply for it and is willing to do some work, on the other matters have been so arranged that the wage shall not ordinarily be in excess of that required for mere subsistence, even if it fall below the minimum prescribed in the Famine Code.

In pursuance of the former side of this policy works have been opened in all directions, the system of daily payments has been universal, the tasks have been so marked out that every individual digger knows what he has to do and what he has to pay for it, and carriers have been freely employed on all works, whatever their proportion to the diggers. On the other hand the daily wage for all but the diggers has been reduced to the Code minimum and fines for short work have been permitted even below this limit, the wage for working children has been less than contemplated in the Code, while for non-working children only one pice is allowed (except where kitchens have been introduced) and in many cases the dole to dependants has been altogether abolished. The general cost of relief has thus been restricted to little more than one anna per unit of workers and dependants and to less than five pice per worker unit. The object of this policy has been not only to reduce the cost of relief to the minimum absolutely necessary for the subsistence of those applying for it, but also to make the works as unattractive as possible to those not in real need of relief, or who might obtain employment elsewhere. When the scarcity of able-bodied diggers prevents a full task being given to all, the latter object can only be attained by offering a minimum wage; but under more favourable conditions a fuller task may be set on the excellent plan lately adopted under which a higher wage can be earned by the performance of a higher task, a possibility which removes the most serious objection to the original North-Western Provinces system. The introduction of that system was a new departure which can only be judged by the result, but as far as I can ascertain there is no evidence that the average wage earned by the families that have flocked to the relief works in these provinces have been insufficient to maintain them in good bodily health throughout this long period of distress.

T. HIGHAM.

Simla, 18*th August* 1897.

APPENDIX I.

Instructions by Colonel R. R. Pulford, R.E., Superintending Engineer, II. circle P. W., regarding payment and distribution of wages on Famine Relief Works.

As a rule wages should be paid daily at 12 o'clock noon according to muster rolls taken between 2 o'clock and 4 o'clock on the previous day.

There is no necessity for the officer in charge to carry out with his own hands each and every one of the operations connected with the distribution of money into the bags belonging to to the several gangs. Some officers whom I have seen have sat up till a late hour counting the money and placing it in the bags. This is waste of power. The ordinary practice is for money to be sent out from the Civil Treasury either in boxes containing pice done up in bundles containing 32 pice each or in bags containing 50 rupees worth of silver and copper. In any case, if this is not so, the first thing for the officer in charge to do, is to have the money, on arrival in his camp, counted out before him and made up into bags of Rs. 50 each. The next step is for him to call up the Jamadar Moonshis of his charge and the two work agents, each of whom is responsible for and has charge of five Jamadar parties containing ten gangs each. This should be done at 9 o'clock of the day on which the wages are to be distributed. Each Jamadar should have his *Goshwara* or abstract of the money due to each of his gangs calculated from the muster roll of the day before. Ordinarily the wages due to a gang will not be more than Rs. 5 and the total wages due to a Jamadar's party of 10 gangs will not be more than Rs. 50. One bag, therefore, of Rs. 50, already prepared as above, will ordinarily suffice for one Jamadar. Each Jamadar should therefore be given one of these bags of Rs. 50, and he should be told to distribute it into his gang bags according to the amounts set forth in the *Goshwara* or abstract of the day. When he has done this, each Jamadar should have in his hands a balance equal to the difference between the Rs. 50 and the total of his ten gangs. If this is so, all the officer in charge has to do is to check the balance and take the receipt of the Jamadar, which should be entered at the foot of the abstract itself. The 10 small gang bags should now be put into the large Jamadar bag, which should be tied up. If the distribution is to be made next day, the bag should be sealed and placed in the charge of the Treasury Guard. As a rule, however, the distribution of the money into the bags should be done on the morning of the day on which the wages are to be paid out. This is the second step. The third step is the distribution of the money in the bags to the mates. The Jamadar should take his big bag containing the 10 small ones to some central point of his party and should there assemble his 10 mates. To each of them he will then give his corresponding bag of money. From the *Goshwara* he can see how much each mate ought to have in his bag, and he should therefore, when giving each bag to each mate, tell him what ought to be in the bag, then make him open the bag, count the contents, and if correct, make him sign for the amount, opposite the number of his gang in the *Goshwara* abstract. The money is now ready for distribution, the Jamadar has acknowledged and signed for the wages of his party, and the mates have counted, acknowledged, and signed for the wages of their gangs. This being done, the mates should be sent to their respective gangs where their flags are; and on arrival there, should collect their gangs, make them sit down, and at once distribute the wages in accordance with the muster roll of the day before. On works in which there is an interval for rest from 12 to 2 it should be a standing order that the gangs assemble on their respective flags at 12 o'clock, and there await the arrival of their mates. In any case the time fixed for the distribution of the wages amongst them should be 12 o'clock. The hours for beginning and stopping work should be intimated by some form of drum, gong, or bugle. The money having been distributed, the mate should remain at his flag until the Jamadar in charge of the party comes round. At each gang he will check the distribution which has just been carried out, should ask if there are any complaints of non-payment or short payment to any of the coolies present. He should then check the balance, if any, which

remains over after the distribution. The reasons for a balance should be enquired into and noted. If the balance is due to absence of any coolie, his name should be taken down with the amount due to him and should be entered on the back of the *Goshwara*. All such balances should be collected at once by the Jamadar, and after he has visited and verified the distribution of wages amongst his 10 gangs, he should proceed to the head-quarters of the officer in charge, whose coming he should await. The officer in charge will, on arrival from the work where he has been supervising the distribution of the wages, take each Jamadar's account, place any balances in his treasure chest, and enter in a book kept for the purpose the details of the coolies who have not been paid. The money thus put aside should be kept as a separate account, from which he will pay any of the absentees who may come to claim their wages. Under ordinary circumstances, it will be easily possible, if the above system is carried out, to pay wages to all the coolies of a charge every day before 2 o'clock. Finally, the wages having been distributed, the mate should take the muster of the people present, and should then communicate the abstract to his Jamadar for entry in the daily *Goshwara* form. These abstracts are then made up by the Jamadar by the end of the day, and everything is ready for the work of distributing the wages into the bags, as above explained, next morning. The muster rolls should always remain in the custody of the mates. In cases where a mate is unable to read and write, he must be assisted in the work of registering and distribution by his Jamadar.

R. R. PULFORD, Col., R.E.,
Superintending Engineer,
2nd circle, P.W.

Lucknow, 24th December 1896.

APPENDIX II.

Statement showing the number of charges and other particulars on the Public Works Department Famine Relief Works, North-Western Provinces and Oudh, during the week ending the 27th February 1897.

Division.	District.	Number of Charges. Roads.	Tanks.	Mixed, &c.	Total.	Total No. on works in District (daily average).	Approximate area of affected Taluks of Districts in square miles.	Average number of Workers in charge.	Average number of square miles covered by a charge.	Remarks.
Agra.	Muttra	3	...	...	3	25,018	422	8,339	140	Test Works.
	Agra	6	...	3	9	25,797	744	2,866	82	
	Etah	3	...	...	3	845	239	281	79	Test Works.
	Farukhabad	3	...	...	3	375	688	125	229	Ditto.
	Mainpuri	1	...	...	1	136	211	136	211	Ditto.
	Etawah	3	...	...	3	17,647	285	5,882	95	
	Total for Agra Division	19	...	3	22	69,818	2,589	3,173	117	
Rohilkhand.	Bareilly	5	...	...	5	4,682	214	936	42	Test Works.
	Bijnor	2	...	...	2	3,616	1,867	1,808	933	Ditto.
	Budaun	1	...	...	1	898	200	898	200	Ditto.
	Moradabad	3	...	...	3	4,998	2,282	1,666	760	Ditto.
	Pilibhit	5	...	...	5	7,159	420	1,431	84	Ditto.
	Shahjahanpur	6	...	...	6	2,983	1,188	497	198	Ditto.
	Total for Rohilkhand Division	22	...	...	22	24,336	6,171	1,106	280	
Fyzabad.	Fyzabad	6	...	...	6	1,839	1,727	306	287	Test Works.
	Gonda	5	...	...	5	1,691	1,231	338	246	Ditto.
	Sultanpur	5	...	1	6	6,955	1,708	1,159	284	Ditto.
	Partabgarh	4	...	...	4	13,723	1,443	3,430	360	Ditto.
	Bara Banki	7	...	...	7	14,959	1,740	2,137	248	
	Total for Fyzabad Division ...	27	...	1	28	39,167	7,849	1,398	280	
Lucknow.	Lucknow	11	1	2	14	85,354	967	6,096	69	
	Unao	9	...	1	10	49,062	1,736	4,906	173	
	Rai Bareli	9	2	...	11	77,382	1,752	3,034	159	
	Sitapur	10	...	...	10	48,921	1,520	4,892	152	
	Hardoi	19	...	...	19	121,523	2,325	6,396	122	
	Kheri	2	...	...	2	283	1,585	141	793	Test Works.
	Total for Lucknow Division ...	60	3	3	66	382,525	9,886	5,795	149	
Benares.	Mirzapur	9	...	...	9	38,354	4,100	4,261	455	
	Jaunpur	6	4	...	10	59,120	271	5,912	27	
	Total for Benares Division ...	15	4	...	19	97,474	4,371	5,130	230	
Gorakhpur.	Gorakhpur	11	1	...	12	36,663	2,630	3,055	219	
	Azamgarh	4	1	...	5	7,084	1,130	1,416	226	
	Total for Gorakhpur Division	15	2	...	17	43,747	3,760	2,573	221	
1st Allahabad.	Cawnpore	10	3	...	13	95,000	1,219	7,307	93	
	Fatehpur	3	...	2	5	13,108	582	2,621	116	
	Allahabad	5	22	5	32	182,598	2,428	5,706	75	
	Total for 1st Allahabad Division	18	25	7	50	290,706	4,229	5,814	84	
2nd Allahabad.	Jalaun	11	...	2	13	90,457	1,477	6,958	113	
	Jhansi	7	...	...	7	45,740	3,587	6,534	398	
	Lalitpur	2	...	...	2	12,894		6,447		
	Hamirpur	7	4	...	11	43,239	2,289	3,930	208	
	Banda	11	14	1	26	170,146	3,061	6,544	117	
	Total for 2nd Allahabad Division	38	18	3	59	362,476	10,414	6,143	176	
	Grand Total ...	214	52	17	283	1,310,249	49,269	4,929	174	

BENGAL.

Agriculture.—No. 568 T.—R. (Fam.). Darjeeling, the 7th June, 1897.

From M. Finucane, Esq., Secretary to the Government of Bengal, to the Deputy Secretary to the Government of India, Revenue and Agricultural Department.

SIR,

I am directed to acknowledge the receipt of your letter No. 1191/7-14 F., dated the 4th May 1897, and in reply to say that the letter under acknowledgment was forwarded to the Commissioners of the Patna, Presidency and Chota Nagpur Divisions for report. The reports of these officers have been now received, and copies* are herewith submitted for the information of the Government of India.

* (1) Letter No. 1230F.G., dated the 18th May 1897, from the Commissioner of the Patna Division.
(2) Letter No. 409F., dated the 2nd June 1897, from the Commissioner of the Chota Nagpur Division, with enclosures.

2. The Government of India draw attention to, and comment on, the four following points in connection with the administration of famine relief in these Provinces :—

(1) the large proportion of the people in receipt of gratuitous relief,
(2) the great number of relief works open in some districts,
(3) the alleged competition of the Government relief works with private works,
(4) the introduction of the piece-work system.

The Government of India do not appear to be satisfied that famine relief administration in Bengal is being carried out either in accordance with the provisions of the Code, or on the best and most economical principles under any one of its main heads, and they desire to be assured "that State relief is being given in strict accordance with the prescribed tests and conditions of the Code, that all persons able to work and in want are required to work as a condition of relief, and that gratuitous relief in villages is restricted to the classes specified in article 42 of the Code." They further enquire whether the importance of the elementary principle of the Famine Code, namely, "that for those who are able to work the safest and most efficacious form of State help is to provide them with work," is sufficiently recognised by the District Magistrates of Saran and of other districts in which the numbers in receipt of gratuitous relief bear an excessive proportion to the numbers employed on relief works.

3. In replying to these observations and queries of the Government of India, I am at the outset to invite attention to the following remarks made by the Commissioner of Patna in paragraphs 7 and 8 of his report :—

"In the concluding sentences of this paragraph the Government of India enquire whether the provisions of the Famine Code in respect of gratuitous relief are understood and carried out in Bihar. I can assure you with the fullest confidence that this is the case. My admonitions from the first have been incessant, and I have constantly drawn attention to the point. I can say from my personal knowledge that every District and Sub-divisional Officer has laboured from the first to prevent waste of money or undue liberality in the distribution of gratuitous relief, and the inspection and supervision of the circle officers have been unceasing. Here and there a weak or incompetent circle officer has been too generous, but I am fully persuaded that on the whole gratuitous relief has been administered with proper strictness, and that the exceptions have been very few indeed.

"In paragraph 4 it is asked whether, in particular, gratuitous relief has not been overdone in Saran, and why the numbers have not been reduced since my report of the 7th April. The answer is simple : in the first place I have already explained that we must accept for Saran a larger proportion of the population on gratuitous relief than elsewhere. Secondly, anything that Mr. Earle could have done was prevented by the sudden and dangerous illness which has driven him away on medical certificate in the midst of his work. It is disheartening to read, in the language of the Government of India, a suggestion that the provisions of the Code are not being applied, and that many persons who are able to work

are still being gratuitously relieved. The Collector of Saran has under him nearly 70 Circle Officers, and it seems to have been assumed that, because Mr. Earle found fault with one or two, there may be a general slackness of administration in this district. This is hardly a fair deduction."

In my letter No. 778 (Fam.), dated 18th March 1897, and in other communications, the Lieutenant-Governor assured the Government of India that he had personally satisfied himself, by inspection on the spot, that the principles of the Famine Code are thoroughly understood by his officers in Bihar and elsewhere, and that they are being applied vigorously, economically and successfully. He repeated this assurance in his speech in the Supreme Council on the 26th March 1897. These assurances have been supported by the observations of every one who has visited the famine districts in Bihar and written on the subject of famine relief there, and in view of all this His Honour cannot but regret that, though he is convinced no such result was intended, yet the effect of the Government of India's letter has been, in the words of the Commissioner of Patna quoted above, "disheartening" to the Commissioner himself and his officers. Sir Alexander Mackenzie can only repeat his assurance that relief is being properly administered to the best of his own and his officers' abilities, and after a wide experience of other provinces he has every reason to think that the district staff in Bengal is, in point of capacity, zeal and energy, in no way inferior to the staff in any province in India.

4. Turning to the questions raised in your letter, I am now to submit the following remarks on each of them separately :—

(I.) As to the largeness of the numbers on gratuitous relief compared with the numbers of those on relief works, the Commissioner of Patna has offered explanations in detail in paragraphs 5 to 8 of his report, and the Lieutenant-Governor accepts these explanations as reasonable and sufficient.

It is true that the numbers in receipt of gratuitous relief are large compared with the numbers on relief works; but where the supervising agency is strong and the circle organization is complete, as His Honour hopes and believes is the case in Bihar, and fitting objects of gratuitous relief can be searched out in their villages and distinguished from those who are not fit objects of such relief, Sir Alexander Mackenzie thinks it better to give relief in that form to suitable recipients, rather than to compel them to crowd on to relief works where they will do little or no work, and will only impede the enforcement of discipline and the exaction of a reasonable task from those who are able to labour, thus receiving what is practically gratuitous relief under the guise of wages for labour.

The Commissioner of Patna asserts positively that the recipients of gratuitous relief in Bihar are generally fit objects of such relief as defined in the Famine Code, and his assertion is supported (if such support were required) by the observations of Mr. James, who, writing of Champaran, remarks in page 25 of his notes (of which copies have doubtless been submitted to the Government of India) as follows :—

"We drove to see a relief work * * and then watched the distribution of gratuitous relief. * * All present were obviously suitable objects of relief, being composed principally of helpless men, poor women with a number of small children, and weakly men and boys. A very large proportion were afflicted with unsightly goitre, and a very few bore unmistakeable evidence of privation."

Of Darbhanga he writes—

"The Charge Superintendents [who are nearly all of them European gentlemen], besides looking after the works, on each of which is a person in charge, see gratuitous relief distributed in their presence, and visit the villages in order to assure themselves personally that no improper names have been entered in the lists or inadvertently omitted."

Page 30.

and generally—

"Unquestionably from what I see the organization of Government relief, whether on works under the Public Works Department or Civil Agency *or by means of gratuitous relief in villages*, has been absolutely successful in preventing distress and saving life in Bihar."

As the Government of India are aware, Sir Alexander Mackenzie has laid great stress from the beginning on the necessity for a strong establishment,

the country has been mapped out into circles of about 30 square miles each, there is a responsible officer appointed to each circle, whose main duty is by personal investigation in the villages to prepare and constantly check and scrutinise the lists of recipients of gratuitious relief, and over every ten circles there is a European Relief Superintendent whose duty it also is to constantly examine these lists and see gratuitous relief distributed as far as possible in his own presence.

5. The largeness of the numbers in receipt of gratuitous relief in the Chota Nagpur Division is explained in the Commissioner's report hereto annexed, and, as in Saran, is partly due to the absence of male working members of families. Mr. Forbes is, however, taking measures to have the numbers reduced if possible.

6. As regards the Nadia and Khulna districts of Lower Bengal, it is reported by the local officers that women cannot in these districts be induced to come on to relief works, and as the men have hitherto not been permitted to earn more than a bare subsistence for themselves, female members of their families had to be put on the gratuitous relief lists, but labour is exacted from them in the former district so far as possible in the shape of paddy-husking or twisting jute string. In Nadia there has recently been a large and sudden increase in the numbers gratuitously relieved, and there is reason to fear that gratuitous relief is, owing to the insufficiency of the supervising establishment, being too freely given in that district. The matter attracted the Lieutenant-Governor's attention immediately the figures were reported, and he has deputed additional officers to scrutinise the lists.

7. The numbers gratuitously relieved in Bhagalpur and the Sonthal Parganas were small on the dates mentioned in your letter, because distress in those districts had not at that time become acute; while in Puri the numbers reported as gratuitously relieved are somewhat misleading, as charitable relief was being given in that district from funds locally collected before the present scarcity had begun, which were not credited either to Government or to the Provincial Committee.

8. The Lieutenant-Governor is disposed to think that the smallness of the numbers on gratuitous relief compared with those on relief works is not necessarily an indication of economical administration, but it may be under certain circumstances an indication of the reverse, for in the famine of 1873-74, in which relief is now universally admitted to have been administered on a lavish scale, the numbers nominally on relief works on 15th June 1874 were 1,770,732, while only 404,903, or 25 per cent. of that number, were in receipt of gratuitous relief.*

* Sir Richard Temple's Minute, dated 31st October 1874, chapter V.

9. As the Government of India surmise, there is no conflict of opinion between between the Government of Bengal and themselves on the question of principle. Sir Alexander Mackenzie entirely accepts the principle laid down by the Famine Commissioners that the labour test should be strictly enforced, and he has lost no opportunity of impressing on all his officers the necessity of insisting on its enforcement at all costs in the case of those who can labour; but, as the Famine Commissioners have pointed out, the system is only applicable to those from whom labour can reasonably be expected, and he thinks with the Famine Commissioners that it is possible for an efficient staff of officers to control with success the grant of gratuitous relief on the basis of personal enquiry and knowledge of each applicant among destitute persons to whom the labour test cannot be applied. He believes that this is being done in Bihar with a degree of efficiency and economy that has never before been attained either in these provinces or elsewhere.

10. (II.) The second point to which the Government of India call attention is the great number of relief-works open in some districts. It is pointed out that the scattered character of the relief works must greatly add to the difficulty of supervision, and it is said that there is evidence in the district reports that inaccurate and fraudulent measurements not unseldom occur on the works at present open in Bihar. It is suggested for the consideration of His Honour the Lieutenant-Governor that greater resort might be had to large works professionally managed by the Public Works Department. There can be no question, it is added,

that the general experience elsewhere in this and in former famines is all in favour of large works professionally controlled whenever the number of persons seeking relief is large. On this point I am to invite attention to the correspondence noted in the margin. It will be in the recollection of the Government of India that in paragraph 8 of my letter No. 5183, dated 12th December last, an expression of their views was solicited on the questions of drafting off relief labourers to major works, and of the stage at which they might be most conveniently employed upon village works near their homes, and that this Government was informed in reply, in paragraph 8 of Mr. Ibbetson's letter No. 8—F/45—14, dated 22nd December 1896, that the matter was one of administrative detail which must be left entirely in the Lieutenant-Governor's hands.

This Government Resolution No. 5133 Agri., dated the 10th December 1896.
This Government Letter No. 5183 Agri., dated the 12th December 1896.
Government of India's reply No. 8—F/45—14, dated the 22nd December 1896, paragraph 8.

On receipt of Mr. Ibbetson's letter, His Honour issued the following instructions on the matter to all Commissioners :—

"The Government of India have left to the discretion of the Lieutenant-Governor the question, mentioned in paragraph 27 of the Resolution, of drafting off labourers at the earliest stages to the larger works.

"Sir Alexander Mackenzie is disposed to think that where the major works are within reasonable distance of the homes of the labourers, the latter should be drafted off to them as soon as adequate arrangements have been made for their employment and hutting, those who prefer to return to their homes daily in the neighbourhood of such works being allowed to do so, and that professional able-bodied labourers especially should be drafted off to such works as soon as possible, but that for those who are unaccustomed to labour or unable or unwilling to move long distances from their homes, work should be provided near their villages. Where zamindars or others undertake village works and pay for them, they may be left to exercise their own discretion as to the time for carrying them out. The advantages of keeping such works in reserve for the hot weather months may at the same time be pointed out to the parties who undertake works of this class. The question whether relief-work labourers should be drafted off to the major works at the early stages is one, however, on which it does not seem necessary to lay down a hard-and-fast rule, and the Lieutenant-Governor leaves it to the discretion of local officers to insist on able-bodied labourers being drafted off or not to the major works, as may be found most convenient and practicable. It is to be remembered that tanks cannot ordinarily be excavated or deepened in the rainy season."

It will be seen that the Commissioner of Patna reports that in practice it has been found impossible to concentrate labourers on large works, because (1) except professional labourers the relief labourers will not go into camp taking their families with them; (2) because of the numerical weakness of the Public Works staff in Bengal—a defect to which the Lieutenant-Governor is endeavouring to supply a remedy; and (3) because, as the Government of India surmise, there are not many large works available for the employment of large numbers in the distressed pars of Bihar.

The Lieutenant-Governor agrees with Mr. Bourdillon in thinking that when relief operations are taken in time, and the people have not been allowed to drift into a state of emaciation before they crowd on to the works, the difficulty of securing correct measurements and of the strict enforcement of tasks is not so great as is sometimes alleged. His Honour thinks with Mr. Bourdillon that the work is being done with surprising correctness in Bihar, more cheaply and with less peculation than has before been the case. It is, as Mr. Bourdillon points out, too late now to introduce any general change in the system hitherto followed. According to all past experience, the numbers should steadily decline soon after the rains set in, and the Lieutenant-Governor hopes that this will be the case this year. It is, however, possible, as relief has been more economically administered on this than on previous occasions, that the people may not have available means of subsistence other than those afforded by relief works to the same extent as before, and that therefore the numbers may not decline so rapidly as in previous years of scarcity. Any attempt to force the labourers to move long distances from their homes, and to compel them to live in camps under the heavy rains of Bengal, would, in Sir Alexander Mackenzie's opinion, lead to disastrous results. It would probably cause great mortality both from starvation and disease.

11. Sir Alexander Mackenzie doubts whether the experience of former famines, so far as these provinces are concerned, is all in favour of large works professionally controlled, as stated in paragraph 5 in your letter.

The Famine Commissioners say in paragraph 128 of their report, Part I.—

"It is not necessary, and may often be undesirable, to offer every one work close to his door; but on the other hand it is unreasonable to expect people to travel great distances in order to obtain relief, or to make such a journey a condition precedent to their being received on relief works, *and we think such a test should not be applied.*

In the Orissa famine of 1896 relief works were undertaken by the Public Works Department, but the famine-stricken people would not come to the works, and starved in their homes rather than seek employment at a distance.

Page 47, Part III., of the Famine Commissioners' Report.

The experience of the famine of 1874 in Bihar, as regards the difficulty and danger of forcing the people to take long journeys as a condition precedent to relief, was the same as in the present year. On this subject Sir Richard Temple wrote thus—

"The Gunduk embankment indeed being very favourably situated in respect to distressed tracts, did attract almost as many labourers as could be advantageously entertained—45,000. But the Sone Canal and the Northern Bengal Railway never received the desired complement.

Page 95 of volume II. of the papers relating to the famine in Bengal and Bihar, 1873-74.

The highest numbers of labourers on these works may be thus stated :—

Sone canal	41,000
Northern Bengal Railway	22,000

Unsuccessful attempts were made to induce bodies of labourers from Saran to resort to the Sone canal and from the south of the Ganges, Monghyr and Sonthalia to the Northern Bengal State Railway. Frequent injunctions were sent to the local authorities to send labourers to that railway, but without much result."

"In those tracts where the majority of the population have to be supported for a time by the State, the principle of employing the people on works in their villages, and close by their own doors, assumes great practical importance. It would be very difficult to employ such vast numbers advantageously on any lines of road or other considerable public work that could be devised. Or if such object were in any degree compassed and accomplished, this could be done only by taking the people away from their homes, which process, however suitable for able-bodied or professional labourers, would be very detrimental to the feeble classes who have to be entertained on relief works. Fortunately the worst tracts abounded in old tanks needing fresh excavation, and in sites for new tanks [as they do now]. Scarcely a village was devoid of these humble but useful works, on which the health, almost the life, of both man and beast depended. Here then was an opportunity of improving the rural water-supply of the country in a manner that may be beneficially felt for more than one generation of men. The scheme also fitted in perfectly with the circle system. Accordingly the circle officers took charge of the tanks."

Page 8 of volume II. of the papers relating to the famine in Bengal and Bihar, 1873-74.

Again in the famine of 1877-78 in the North-Western Provinces, relief works were carried out under the professional supervision of the Public Works Department. They were harshly and badly managed, and this was one of the causes that contributed to the great mortality that ensued.

Famine Commissioners' Report, Part III., page 199.

12. As regards the experience of the present famine in Bengal, it has been already remarked that there were at first no large works available in Bihar, with the exception of a few large tanks. For some time back surveys of large works have been prepared, *e.g.*, the extensions of the Tirhut systems of railways and canals in Champaran and Muzaffarpur. All small works have been closed within a distance of five miles of these major works, and numbers of persons are employed on them, though not to the extent of which they are capable. Tank works will necessarily have to be closed everywhere when the rains set in, and employment will have to be found for relief labourers on roads and on these major works. If, contrary to expectations, it is found that the numbers on relief works do not diminish after the commencement of the rains, as it may not then be possible to employ all the labourers on tanks and roads near their homes, the question may arise whether it will not be necessary to force the people away from their villages

to railways and canals. Having regard to this contingency, the Lieutenant-Governor would be glad if particulars could be furnished of what the experience of other provinces has been, especially on the following points :—

(1) How were the people induced or compelled to concentrate themselves on large works at a distance from their homes ?
(2) Were all village works closed within a certain distance from the larger works ; if so, within what distance ?
(3) Did the labourers move away from their villages with their families ; if so, to what distances ?
(4) Did they move away from their villages before their physique got reduced, and did they arrive on the works in a fit state to do a reasonable task ?

13. (III.) The third point noticed in your letter is the alleged competition of Government relief works with private works, with special reference to the complaint of the East Indian Railway authorities that they cannot obtain labour for the Mogulsarai-Gaya line. This matter had already attracted the Lieutenant-Governor's notice, and is referred to in paragraph 12 of his Resolution No. 181 T.—R. (Fam.), dated the 6th May 1897 (relating to the introduction of the piece-work system), where it is said :—

"A cardinal principle to be borne in mind is that the rates should be so fixed as not to attract labour for which there is a demand by private individuals or companies who are willing to pay a reasonable wage ; but here it must be remarked that cases have come to the knowledge of Government in which private persons and companies taking advantage of the present necessities of the people have offered to employ famine labour, but only at rates that were inadequate at current prices to yield a bare subsistence to the labourers, thus leaving nothing for their women and children. In such cases the private individuals or companies concerned should be asked to raise their rates to what are deemed to be reasonable and sufficient to provide the labourers with at least a bare subsistence. When the wage offered by private persons or companies is sufficient to give the labourers a bare subsistence or more, care must be taken that Government relief works do not compete with them."

One of the cases referred to in the extract quoted is that of the Mogulsarai-Gaya line, on which the rates at first offered were reported to be ludicrously inadequate, being only Re. 1-4 per 1,000 cubic feet, including the profits of the contractors. The Railway authorities were asked to raise their rates, and on their doing so, instructions were given to close relief works within a zone of five miles of the line.

The Commissioner of Patna requests that particulars of any complaints of this kind that may have reached the Government of India may be furnished to him.

14. (IV.) Lastly, the Government of India desire to be informed what conclusion has been reached as to the introduction of the piece-work system. The information asked for has been furnished since the date of your letter, in the Resolution of this Government dated 6th May. A separate letter on the subject, of this date, is being submitted to the Government of India.

I have, &c.,

M. FINUCANE,

Secretary to the Government of Bengal.

No. 1230F.G., dated Bankipore, the 18th May 1897.

From J. A. Bourdillon, Esq., C.S., Officiating Commissioner of the Patna Division, to the Secretary to the Government of Bengal, Revenue Department.

I have the honour to acknowledge the receipt of your letter No. 239 of the 13th instant, forwarding for report copy of a letter from the Government of India, No. 1191F. of the 4th instant, in which several observations have been made on your letter forwarding my reports on famine relief operations during the month of March last, and several questions are asked.

2. The following explanations are submitted in compliance with the above request. The paragraphs referred to are those of Mr. Holderness' letter.

3. *Paragraph* 3.—The reason why during the month of March the number of persons on relief works retrograded or remained stationary is not far to seek. In the first place, the cutting of the *rabi* crop drew away many labourers. Secondly, the showers of rain which fell at intervals over all the division during that month gave a great stimulus to agricultural operations, and many thousands of labourers were employed in ploughing or digging up the land, in sowing early rice, *moong*, *china* and *janera*, and in the re-sowing of indigo. Lastly, in accordance with custom, there was a good deal of labour employed by private persons, especially in Darbhanga, in deepening tanks, in repairing embankments, and so forth. These facts are all mentioned in their proper place in my fortnightly reports, and I venture to quote in the margin for easy reference the numbers of paragraphs in my reports in which they are mentioned. The statements referred to were all based on passages in the district reports, which accompanied my reports for the Division.

My No. 812 of the 22nd March, paragraphs 18, 22, 37, 43, 49, 52, 56.
My No. 912 of the 7th April, paragraphs 16, 29, 41, 52, 63, 64, 69, 75, 82, 84, 86.

4. As regards the rise in gratuitous relief, it is due to two causes—first, that in all districts, with the exception Shahabad, the Collector first turned his attention to relief works, and that the preparation of lists of persons who were to receive gratuitous relief (which was itself a work of much time and labour) was made subordinate thereto. Secondly, it is due to the fact that in some districts, particularly in Saran, necessitous persons long held out against the receipt of charity, and have only availed themselves of it as their slender stores ran out, or as their neighbours ceased to be able to support them. These facts, especially the first, will be made clear by a reference to the statement appended to this letter, which shows the number of persons respectively on gratuitious relief and on relief works on the last Saturday of each month. The numbers are taken from the *Calcutta Gazette*, with a few corrections subsequently made by the Collectors, and they include, in Saran and Darbhanga, the figures for the Hutwa and Darbhanga Raj, which are too large to be neglected. It will be seen that the proportion on gratuitous relief, except in Shahabad and Darbhanga, rises steadily as the circle organization is developed. In Darbhanga, the Collector was at first unable for want of establishment to open all the relief works he wished to open, and in the interim he had to distribute gratuitous relief, the proportion of which decreased as more relief works were opened. In Shahabad it will be in the recollection of Government that owing to the failure of the Sub-divisional Officer to give notice of the state of affairs in the Bhabhua sub-division, the people deteriorated a good deal, and it became essential to start gratuituous relief without waiting to develop the system of relief works. In Champaran the administration of gratuitous relief was organized later than elsewhere, hence the rapidity of the rise. The above remarks explain the reason of the *rise* in the proportion of those on gratuitous relief.

5. I next turn to explain the *relative largeness* of the figures. In the first place I desire to point out that the figures being those for *persons*, and not for adult and male units, they are rather misleading. It is obvious that an immense number of those who receive gratuitous relief are women and children, who would in any case be in the receipt of gratuitous relief in a year like the present, and if it is intended to discover from the figures whether there are persons in receipt of gratuitous relief who ought to be on relief works, this large class should be eliminated. It is impossible, however, to do so, and I mention the point as one to be borne in mind only.

6. The disproportion of gratuitous relief to relief workers is largest in Shahabad. It has just been pointed out that in the Bhabhua sub-division of this district it was rather late before relief began, and therefore the people had deteriorated a good deal: secondly, in this ditsrict, as in Saran, a large number of the adult males are away in search of work, and their families have no bread-winner; the number this year is larger than usual: lastly, an unusually large proportion of the population are crippled and paralysed from the use of *khesari dál*. In Saran the figures are high because of the large numbers of men absent in search of work. I have already reported elsewhere that at the time of the census of 1891,

when I was Collector of the district, I found that 80,000 adult males were away from their homes in February. In Muzaffarpur the proportion is high because the Collector at first insisted on the exaction of severe tasks on his relief works, and thus to a certain extent persons have come on gratuitous relief who would not have done so had they been able to support themselves on relief works at first.

7. In the concluding sentences of this paragraph the Government of India enquire whether the provisions of the Famine Code in respect of gratuitous relief are understood and carried out in Bihar. I can assure you with the fullest confidence that this is the case. My admonitions from the first have been incessant, and I have constantly drawn attention to the point. I can say from my personal knowledge that every District and Sub-divisional Officer has laboured from the first to prevent waste of money or undue liberality in the distribution of gratuitous relief, and the inspection and supervision of the circle officers has been unceasing. Here and there a weak or incompetent circle officer has been too generous, but I am fully persuaded that on the whole gratuitous relief has been administered with proper strictness, and that the exceptions have been very few indeed.

8. In paragraph 4 it is asked whether, in particular, gratuitous relief has not been overdone in Saran, and why the numbers have not been reduced since my report of the 7th April. The answer is simple ; in the first place I have already explained that we must accept for Saran a larger proportion of the population on gratuitious relief than elsewhere. Secondly, anything that Mr. Earle could have done was prevented by the sudden and dangerous illness which has driven him away on medical certificate in the midst of his work. It is disheartening to read, in the language of the Government of India, a suggestion that the provisions of the Code are not being applied, and that many persons who are able to work are still being gratuitously relieved. The Collector of Saran has under him nearly 70 Circle Officers, and it seems to have been assumed that, because Mr. Earle found fault with one or two, there may be a general slackness of administration in this district. This is hardly a fair deduction.

9. In paragraph 5 the Government of India enquire why so many works are open in some districts of Bihar. I myself was most anxious at first to open a few large works in each district in preference to many small ones, but I have long since been obliged to recede from that theoretical position. The reasons are threefold. First and foremost it has been found in practice that the Behari raiyat will not leave his home ; whatever may be the case in other provinces, it has been found here that, except the professional labourers, the relief workers will not go into camp taking their families with them. Every labourer in the province, except the absolutely destitute, has some spot which he calls home, where his few petty possessions are collected, and this he will not leave until the last extremity. Again, going a little higher in the social scale, in a large number of cases the adult males of the family are away, leaving one man with the women, the children and the aged, to look after the cattle and the house and the fields ; it is impossible for him to go to any work from which he cannot return by nightfall. Where actual famine has established itself, and all bonds of home, family and society are broken, it may be that the people crowd to relief works abandoning everything, but where relief has been taken in hand in due time, as in Bihar, and this stage has not been reached, the people will not abandon their homes for distant relief works, and to enforce the rule that a few large works only shall be opened would bring about the very consummation which it is our object to avoid, viz., a great deterioration in the condition of the people, large numbers on gratuitous relief, and eventually a rush to the relief works of large numbers from many of whom no task could be exacted.

10. In the second place, owing to the numerical weakness of the Public Works Department staff in Bengal, and the extraordinary difficulty of finding subordinates with professional qualifications, it has been found difficult, even up to this late stage of the proceedings, to open many large works. It will be remembered that, owing to the abnormally high prices, distress declared itself in the present scarcity at a much earlier date than on previous occasions, and

District Officers had to start works as best they could with such agency as they had at their command. In these circumstances it is obvious that large works requiring professional knowledge were out of the question, and the difficulty was met by opening simple works where they were most urgently required. Later on, when the experience of the Government of the North-Western Provinces in Bandelkhand became known, and it beeame apparent that the assistance of the Public Works Department must be largely sought, every effort was made to organise large works, and Public Works divisions were constituted. But so great have been their difficulties in securing staff, that even now, in spite of their exertions, the number of works under the Public Works Department agency is small as compared with those directly under the District Officer. In some districts, moreover, especially Darbhanga, there are no large works to open.

11. I will only add, before leaving this part of my subject, that if District Officers had been compelled to wait till large works could be organised and commenced. a serious collapse would have occurred: large numbers would have been brought on gratuitous relief, and the condition of the relief workers, when the works did open, would have been seriously lowered. Few things in the history of the present scarcity have been more deserving of praise than the readiness, vigour and intelligence with which District and Sub-divisional Officers, aided by their District Engineers, attacked the unwonted task of organising and administering relief works.

12. As regards the difficulty of securing correct measurements and the strict enforcement of tasks, I venture to think too much has been made of remarks in the various reports. At first, of course, matters were in some confusion, which was increased by more than one change of system; but for many weeks past the "pit gang" system has been in force and is working thoroughly well: it is so simple that the work can be tested by anyone, and scores of works are in effect tested every day. It would be absurd for me, or for anyone, to say that the measurements returned, and the outturn and cost rate deduced therefrom, are mathematically correct, but I am convinced that, except in a few bad cases where the falsification is fraudulent, which must occur occasionally in every crisis like the present, the work is being done with surprising correctness, more cheaply and with less peculation than has ever before been the case.

13. It is suggested by the Government of India that in Bihar greater resort may be had to large works professionally managed by the Public Works Department. In reply, I venture to point out that if rain falls at the usual time, as may be expected, we are now within measurable distance of the time when the numbers of relief workers will begin to decline, and that any general change of system at this stage is to be deprecated; secondly, I do not think that the Public Works Department are prepared to take over many more works; and thirdly, the large works which are now being opened out on the recently sanctioned piece-work system will fully occupy all their available officers, and will go far to meet the suggestion in Mr. Holderness' letter. I would, therefore, ask that no change be introduced in our existing arrangements.

14. In conclusion, it is said that the East Indian Railway have complained that they cannot obtain labour for the construction of the Moghulsarai-Gaya Railway on account of the labouring classes preferring relief works. Before I answer this complaint or make the searching enquiry which the Government of India suggest, I would ask that I may be supplied with a definite statement of the case, especially indicating in what localities the alleged effect has been observed. Meanwhile I would make the following general remarks. In South Bihar railway works are open in Shahabad, Gaya and the east of Patna, and in the south of the Muzaffarpur and Darbhanga districts in North Bihar. In Gaya and East Patna there are no relief works open, and in South Muzaffarpur and Darbhanga the nearest works are many miles from the railway. There can, therefore, be no question of competition in those localities, and yet in all there is the same difficulty about labour. In the south of Shahabad there are a few works near one part of the railway line, but the dearth of local labour is felt, I believe, along its whole extent.

15. The truth is that the rate offered has been everywhere too low, and it is to that circumstance, and not to the competition of relief works, that the absence of labour is due. The rate offered at first *to contractors* on the Moghulsarai line in the Shahabad district was, I believe, as low as Re. 1-4 for 1,000 cubic feet, and out of this the contractor has to make his profit. I am informed that this rate is below the sanctioned rate of the District Board and yet grain is at least twice its usual price. In these circumstances it is not surprising that no labour was obtained, and the authorities have had to raise their rates to Rs. 2-8 in order to give them all possible assistance. The only relief work which was within 5 miles of the line has been closed, but even now the numbers are not rising fast.

16. As regards piece-work I have, so far, little information as to the actual working of the system, for it was not in fact effectively commenced much before the 1st instant. The works on which the introduction of this experiment has been sanctioned are mentioned in your Resolution No. 181 of the 6th instant, and I have also directed its introduction into certain works in the Saran district. In Samastipur the Collector has decided to leave things as they are.

17. As an early reply was asked to the letter of the Government of India, the above has been written without reference to District Officers, but they will now be supplied with a copy of Mr. Holderness' letter, and anything they may submit, which may be deserving of special notice, will be communicated to you hereafter.

Statement showing for each district the numbers on gratuitous relief and relief works, and their relative proportions, on the last Saturday of each month.

District.	February 27th.		March 27th.		May 1st (for April).		Percentage of gratuitous relief to relief works.		
	Relief works.	Gratuitous relief.	Relief works.	Gratuitous relief.	Relief works.	Gratuitous relief.	February 27th.	March 27th.	May 1st
1	2	3	4	5	6	7	8	9	10
Shahabad	1,225	4,740	7,523	17,209	7,563	23,295	386·93	228·75	308·01
Saran	31,535	7,156	16,566	27,739	29,382	49,387	22·69	167·44	168·08
Champaran	130,804	39,447	106,836	57,590	72,027	67,052	30·15	53·9	93·09
Muzaffarpur	27,875	*...	29,915	28,353	54,245	59,707	...	94·77	110·07
Darbhanga	105,864	77,230	112,671	70,772	147,915	86 260	72·95	62·81	58·31

* The correct figures have been asked for, but have not been ascertained. None were reported for the *Calcutta Gazette*.

No. 409F., dated Ranchi, the 2nd/3rd June 1897.

From A. Forbes, Esq., C.S.I., Commissioner of the Chota Nagpur Division, to the Secretary to the Government of Bengal, Revenue Department.

In reply to your No. 241 T.R./Fam., dated 13th ultimo, forwarding for report letter No. 1191/7-14 F., dated 4th idem, from the Government of India, on the subject of the large proportion of persons on gratuitous relief to that on relief works in the Manbhum district, I have the honour to submit as follows :—

2. In paragraph 3 of the letter from the Government of India the figures relating to Manbhum for the week ending 17th April were as follows :—

Relief workers.	Dependants.	Otherwise relieved.	Percentage of 3 to 1.
1	2	3	4
3,927	Nil.	4,874	124·4

Since then there has been a further marked increase in the proportion of persons on gratuitous relief in the district referred to, as will be seen from the following figures for the week ending 15th May :—

Relief workers.	Dependants.	Otherwise relieved.	Percentage of 3 to 1.
1	2	3	4
4,031	Nil.	7,383	183·15

3. The explanation given by the Deputy Commissioner is to the effect that as the scarcity becomes more felt and new centres for gratuitous relief are opened, private charity contracts, and the professional beggars and cripples come with a rush upon the hands of the relief officers of Government. He points out that according to the census of 1891 there were 11,000 "mendicants," besides upwards of 4,000 persons classed as "blind," "deaf" and "lepers" in his district, and he argues that before any comparison of the kind made can be instituted, persons of this description who are on relief should be deducted from the gratuitous relief totals. For the rest Mr. Maguire says that although he cannot be certain that all who can work are made to work as a condition of receiving relief, yet he believes that such is now the case in his district. At the same time he adds the following qualification to this statement :—

"It is really very difficult to decide if any particular man or woman is incapable of earning his or her living, and the decision has often to be left to the police or the local committee, who have rarely any experience and who generally give the benefit of the doubt in favour of giving relief. * * * There are, however, many women who are left with children, having been, as they say, deserted by their husbands. But many wives and children are no doubt sent to get gratuitous relief who have not been deserted. It would require a much larger establishment than it would be worth while paying for to enquire into all these cases."

4. What Mr. Maguire says with reference to the number of women and children who have been left—I will not say deserted—by their husbands is no doubt true. The whole of this division, and especially the districts of Manbhum and Hazaribagh, are a chief recruiting ground for the Assam tea-gardens, and the number of able-bodied men who have left these districts in search of work, both as registered emigrants under Act I. of 1882 and otherwise, has been abnormally large during the last few months.* Mr. Herald, the Deputy Commissioner of Hazaribagh, is experiencing a similar difficulty in regard to the families of such absentees. He writes that in almost every village he finds a certain number of women and children able to work, but without male diggers willing to take them into their gang. He says :—

* I have asked the Deputy Commissioners for figures, but have not yet received them.

"These persons are a 'dead loss' to any gang by reducing the average earnings per head, and unless they are in a gang there is no work which they can do. They can carry, but not dig. They form a very considerable proportion of those who require relief, being the rejected members of the garden recruited families or of families whose males have gone to Burma or elsewhere this year. It is the comparatively large number of them which makes the difficulty. In a villages there may be 15 males and 40 females really requiring relief. Out of the 40 females only perhaps one-half will be connected with the males, who *will refuse to work* if they are required to work along with the others."

5. I am quite aware of the difficulty referred to above in the two districts in question, but at the same time I feel bound to say that I do not feel so certain as Mr. Maguire appears to be that the requisite test has been sufficiently applied in the Manbhum district; for, as I have lately pointed out to the Deputy Commissioner, there were several places shown in his last fortnightly returns where there were considerable numbers on the gratuitous lists, but no works open, or, where open, the numbers at work were so small as to lead to the inference that many of those on the gratuitous list ought to be sent to the work. I noticed this matter in paragraph 5 of my No. 331F., dated 21st—22nd ultimo, to your address, forwarding my report for the three weeks ending

15th ultimo. Since then the Deputy Commissioner has personally visited all but one of the places referred to, and is taking measures to have sufficient work offered and the gratuitous lists properly scrutinised at each place. It should be remembered, however, that this latter operation is necessarily much more difficult in districts like Manbhum, where distances are great and the staff comparatively small, than in those where distress is more concentrated and the staff *quâ* area much more numerous. I may here note that the works open on the 29th ultimo are reported by the Deputy Commissioner to be seventeen in number as against nine at the time of my visit to the district two months ago, and Mr. Maguire reports that six others are to be opened immediately, and he is prepared to open seven more whenever necessary. I agree with the Deputy Commissioner in thinking that these will suffice.

6. I may here mention that in view of the fact that the *mahua* crop is over, I have thought it advisable to raise the rates of piece-work generally throughout the division from Re. 1-4, Re. 1-9 and Re. 1-14 for "soft," "medium" and "hard soil" respectively, to Re. 1-9, Re. 1-14 and Rs. 2-3. In order to meet the case of the heavier gratuitous lists, I suggested to Government that I should be allowed in such cases to open separate works on special rates for D class labourers. This, however, His Honour considered objectionable, and I was directed in your telegram of the 28th ultimo that such persons should have light work found them on daily wages, or that I could raise the piece-work rates where necessary, and pay by results. I have issued orders accordingly to the Deputy Commissioners of Manbhum and Hazaribagh, and have also directed them to offer to raise the above rates to the standard rates sanctioned by Government (Re. 1-12, Rs. 2-4 and Rs. 2-12) wherever the gratuitous lists are heavy, on condition that the relief workers consent to admit a certain number of such D class persons into their gangs. These measures will, I hope, have the desired tendency. In Palamau and the other two districts the effect of absentee males has not been felt to the same extent as in Manbhum and Hazaribagh, and I have asked the Deputy Commissioners to report to me any case in which they wish to adopt similar measures. I enclose a copy of my Nos. 381F. and 382T., dated 29th ultimo, conveying these orders.

7. I have omitted to say above that the Deputy Commissioner of Manbhum also draws attention to the fact that a considerable number of persons, which he computes roughly at between 2,000 and 3,000, are employed in his district on village works of improvement for which the zamindars have taken loans from Government. These persons should, Mr. Maguire claims, be added to the other "relief workers" in striking a percentage. This seems reasonable.

MEMORANDUM.

On 27th instant, I telegraphed to Government with reference to the sudden and large increase in the numbers on gratuitous relief in Manbhum, asking permission to open a separate work for D class workers at each place where the numbers on gratuitous relief appeared excessive, at rates 50 per cent. higher than the piece-work rates in force, in order to enable the gratuitous lists to be weeded of all persons fit for light work. The following orders have been received in reply :—

Telegram, dated 28th May, from Bengal Revenue, to Commissioner of Chota Nagpur.

"The Lieutenant-Governor considers it objectionable to open separate works at special rates for D labourers. They should have light work found them in dressing off the piece-work and get daily wages, or you can raise piece-work rates where necessary, and pay by results."

2. The principle to be followed in any place where the numbers on gratuitous relief are quickly rising and becoming unmanageable or excessive will therefore be to endeavour to keep the list down (*a*) by drafting off all persons fit for any work, and employing them on daily rates in levelling and patting the earthwork, *or* (*b*) by offering the gangs on the

relief works an increase in rates up to the full standard rates sanctioned by Government (viz., Re. 1-12 for soft soil, Rs. 2-4 for medium soil, and Rs. 2-12 for hard soil), on condition that they admit a certain number of such weakly persons into their gangs, *or* where considered necessary, by a combination of both the above measures (*a*) and (*b*).

A. FORBES, *Commissioner.*

29th May 1897.

No. 381F., dated Ranchi, the 29th May 1897.

Memo. by—A. FORBES, ESQ., Commissioner of the Chota Nagpur Division.

COPY forwarded to the Deputy Commissioners of $\frac{\text{Manbhum}}{\text{Hazaribagh}}$ for information and guidance, in continuation of this office memorandum No. 371F., dated 28th instant.

2. I think that the time has now come for relaxing the test conditions hitherto in force, with a view to helping the labouring population and their dependants to tide over the next few weeks. I therefore wish that the orders of Government may be construed in a liberal manner, especially in the matter of classification of soils. I note that the soil of the districts in this division may, as a rule, be taken to be "hard," occasionally "medium," but very seldom, if ever, "soft."

No. 382F., dated Ranchi, the 29th May 1897.

Memo by—A. FORBES, ESQ., Commissioner of the Chota Nagpur Division.

COPY forwarded to the Deputy Commissioners of $\frac{\text{Palamau}}{\text{Lohardaga}}$ $\frac{}{\text{Singhbhum}}$ for information, in continuation of memorandum No. $\frac{371\text{F.}}{372\text{F. (Singhbhum)}}$, dated 28th instant.

2. The above orders are intended to apply primarily to the districts of Manbhum and Hazaribagh, where the numbers on gratuitous relief are in places quickly rising and causing anxiety. I do not consider that, so far, this is the case anywhere in your district, and I request that you will not take action in the manner directed in paragraph 2 of the above memorandum without first reporting (by telegram* or letter) to me for orders.

* To Palamau only.

No. 2353/7—26F., dated Simla, the 28th June 1897.

From T. W. Holderness, Esq., I.C.S., Deputy Secretary to the Government of India, to the Secretary to the Government of Bengal.

SIR,

I AM directed to acknowledge the receipt of your letter No. 568-Fam., dated 7th June 1897, in which the reasons are explained why in the famine administration of the Province of Bengal an unusually large proportion of the persons relieved are in receipt of gratuitous relief and why an unusual number of relief-works are open in some districts.

2. The Government of Bengal will see from a despatch recently received from the Secretary of State which has been communicated to Local Governments for information, that the Secretary of State also has noticed the large proportion of persons gratuitously relieved in Bengal and in the North-Western Provinces and Oudh as a feature of famine administration which requires explanation, and that the "undesirability of giving gratuitous relief on an excessive scale early in the season" is touched on. Since the despatch was written, the proportion of persons gratuitously relieved in Bengal has risen from 43 per cent. to 54 per cent. Instead of relief workers being in a majority and the gratuitously relieved in the minority, the reverse is the case. So exceptional a state of things obviously required explanation, and the Government of India could not have avoided the necessity of calling attention to the matter, as they did in my letter of the 4th May.

Despatch No. 81 of the 20th May 1897.

3. As regards the explanation which is given in your letter and its enclosures, the Government of India consider that the existence of certain exceptional circumstances in Behar, especially in those districts in which the proportion of persons gratuitously relieved is largest, has been more or less made out by the Commissioner of the Patna Division. Of Shahabad it is explained that in the Bhabua subdivision relief began rather late and the people had deteriorated; also that an unusually large number of the population of the sub-division are crippled and paralysed, and that many of the able-bodied adult males are absent in search of work. Of Saran it is said that large numbers of men habitually migrate to other districts for some months in the year in search of work. In both cases the explanations given are of considerable weight. Nor have the Government of India ever doubted the vigilance of the Commissioner of the Division, or the earnestness of the district officers under him, to make their famine administration thoroughly efficient in all respects. But making full allowance for these exceptional circumstances, the Government of India are still inclined to think that in Behar persons have been placed on the gratuitous relief lists who, though not able-bodied labourers, are still capable of some labour: and they are strengthened in this opinion by the Commissioner's remarks regarding Shahabad and Saran in his report for the three weeks ending the 1st May. Of Shahabad he writes:—

"Gratuitous relief is still very large in this district. Since the date of my last report I have been in correspondence with the Collector on the subject, and he urges strongly that the peculiar circumstances of the district, which have more than once been detailed before, justify the high figures. However, a remark in the report now under review shows that the classification of labour in this district is not the same as that adopted elsewhere. Mr. Windsor says that all his labourers are B class, and that none of them are so weakly as to require to be set a special task. As it is certain that many such weakly persons must be in existence, and as the numbers on daily wage are too small to allow of their all being included in that category, the inference is irresistible that many of those who are now in receipt of gratuitous relief ought to be working as D class labourers. On the other hand, the Collector reports that he has carefully checked the gratuitous relief lists, and found that they are satisfactory. The point will be further discussed with Mr. Windsor."

Of Saran he writes:—

"The numbers on gratuitous relief are again still very large, and Mr. Chapman, who has just taken charge, is disposed to think that it has been somewhat overdone in some parts of the district. I have little doubt of the fact and hope that by close scrutiny he will be able to keep the numbers down. It is significant that there are very few D class labourers."

These remarks appear to justify the apprehensions expressed in my letter of the 4th May, as they show that the same apprehensions were felt by the Commissioner.

4. The Government of India are glad to learn that there is no conflict of opinion between them and the Government of Bengal on the question of principle, and that the Lieutenant-Governor entirely accepts the principle laid down by the Famine Commissioners that the labour tests should be strictly enforced. But from the Commissioner's remarks as to the absence of Class D labourers from the relief-works in the Saran and Shahabad districts and from the distinction drawn in paragraph 4 (I.) of your letter between persons "able to labour" and persons who can do "little or no work," the Government of India cannot but infer that the principle might be more completely observed in practice. Say the Famine Commissioners—

"If only those who can be employed profitably on works are so employed, a great mass of people will be thrown on the Government demanding gratuitous relief, but absolved from all necessity for showing that they are really in want."

It is this undesirable result that the Government of India are anxious should be avoided. Unquestionably the employment of inefficient labourers on relief works will tend to increase the cost of the work. But relief works are not an end in themselves. They are undertaken in order to provide employment and wages, and it is sacrificing too much to outturn results to admit to such works only able-bodied labourers. This is not the principle which was approved by the Famine Commissioners, nor does it commend itself to the Government of India; and they trust that the inquiries initiated by the Commissioner, who was himself struck by the figures of these districts, have ended by bringing the practice there into better accord with the intentions and instructions of the Famine Commission.

5. As regards the districts outside the Patna Division in which the numbers on gratuitous relief are excessive, the case of the Nuddea district is the most serious. Up to the end of March the numbers on gratuitous relief were kept within moderate limits. Since then they have mounted very rapidly with no corresponding increase in the numbers on relief works. The population of the affected tract is returned at 478,000 persons, and on this population the numbers relieved in the first week in June in their homes exceeded 13 per cent., with a further 2 per cent. of dependants gratuitously relieved on the works. The attention of the Government of Bengal has been separately directed to these remarkable figures, and the result of the suggested enquiry by the Commissioner of the Division will be awaited.

—	Workers.	Dependants.	Gratuitously relieved.
27th March ...	6,857	1,739	6,807
1st May ...	17,084	8,291	26,527
15th May ...	18,190	6,436	16,214
22nd May ...	19,805	7,699	52,393
5th June ...	20,471	10,696	60,160

With regard to Manbhum, the Government of India share the doubts of the Commissioner of the Division whether in admitting persons to gratuitous relief the requisite test has been sufficiently applied by the Deputy Commissioner. The verdict of the "police or the local committee" as to whether a particular man or woman is incapable of work does not seem sufficient or satisfactory.

With regard to Khulna, the Collector's statement that since the introduction of the piece-work system the numbers in receipt of gratuitous relief have fallen very largely cannot be reconciled with the returns. The numbers gratuitously relieved at the beginning of June exceeded 6,000 against 5,360 on the 1st May. Both in Khulna and in Nuddea the piece-work system was expected to have the effect which the Collector of Khulna describes, and it is disappointing to find that this result has not yet followed. The Government of India are aware that the restriction of home relief within moderate limits is made difficult in Lower Bengal by the reluctance of the women to attend relief works. But as no question of *purdah* or caste or social position is, it is believed, involved, such objections should be most closely and strictly scrutinised.

6. The second question of famine administration discussed in your letter is the number of small relief works opened in the distressed districts, especially in the Patna Division. It is explained that it has been found in practice impossible to concentrate labourers on large relief works because (1) excepting professional labourers the relief labourers will not go into camp taking their families with them; (2) because of the numerical weakness of the Public Works staff in Bengal; (3) and because there are not many large projects available for the employment of large numbers in the distressed parts of Behar. A doubt is also expressed whether the experience of former famines of Bengal is all in favour of large works, or in favour of relief works being placed under the professional supervision of the Public Works Department. It is added, however, that as tank work will be impossible during the rains, major works may have to be opened, should it be found necessary to find employment for the people during the rains. In view of this contingency, information is asked as to the experience of other provinces in concentrating relief labour on large works.

7. The Government of India share the hope of the Lieutenant-Governor of Bengal that the numbers of the relief workers will rapidly decline soon after the rains set in, especially as the season has begun well. This process will no doubt be hastened by the closing of village tank works, and the enforced concentration of labour on roads and large works. The enclosed copy of circular instructions which have been lately issued in the North-Western Provinces and Oudh, will explain to the Government of Bengal the arrangements which have been made in those provinces to stimulate the dispersal of the labourers and to provide work suitable for those who still remain. Similar measures have been taken by the Government of Bombay with good results. Mr. Higham, who has inspected the relief works in both provinces, will be able to

No. 1208/S 131, dated 27th May 1897.

give the Government of Bengal detailed advice on the four points mentioned in paragraph 12 of your letter, and he has been directed to do so.

8. The expediency of placing relief works under the immedite direction of the Public Works Department, if the strength of the latter is numerically sufficient, is a matter on which in the opinion of the Government of India there need be no hesitation. This method of management is deliberately recommended in paragraph 129 of the Famine Commission's report after full examination of the experiences of the Orissa famine of 1866, of the Behar famine for 1873 and of the still greater famine in Southern India in 1877–78, and the soundness of the Commissioners' recommendation has been amply verified by the course pursued in this present famine in all provinces except Bengal. The relief works recommended by the Famine Commission should each be "capable of employing a considerable number of persons for a considerable period" and "if possible, one such work should be opened in each sub-division of a district in which severe distress prevails." It is remarked in your letter that the Famine Commission do not recommend a distance test. But they did not recommend that thirty or forty works should be opened in a sub-division, and that relief should be brought close to every man's door. The reluctance of the Behar ryot to camp on a relief work with his family is not peculiar to Behar. It has been found in other provinces, but it is overcome in seasons when the need for relief becomes urgent and when relief is not offered close at hand. It appears to have been overcome in the Behar famine of 1873–74, as Sir R. Temple stated in his evidence before the Famine Commission that "the works were generally arranged so as to be just beyond one day's march from the homes of the people, so that the relief labourers could not manage to go home at night. This was considered essential to the enforcement of the distance test. The people dislike going to any considerable distance from their homes: they do not so much mind leaving their homes so long as they are encamped within a march of two or three days." The Government of India have little doubt that the Famine Commission, in holding it to be "unreasonable to expect people to travel great distances in order to obtain relief," and in also recommending that there should be one relief work in a sub-division, drew the same distinction as Sir R. Temple drew in his evidence before them. Whether this be so or not the present famine has unmistakeably shown in all the provinces that a moderate distance test is essential if the public expenditure is to be kept within reasonable bounds, and relief restricted to persons who really need it and are willing in obtaining it to undergo certain inconveniences.

Q. 167, page 47, Appendix II., to Famine Commission's Report.

9. But while clear on the question of principle the Government of India fully recognise that in the exceptional circumstances obtaining in Behar, where no large projects were ready and the Public Works establishments were weak, small and numerous works under the management of the civil staff were a necessity, at all events in the first stage of the famine. No blame therefore attaches to the Commissioner of the Patna Division or to his subordinates. On the contrary they deserve all credit for the efforts they have made to rigorously supervise these works and to exact proper tasks. But the practical difficulty which has occurred in Behar in conforming with the principles laid down by the Famine Commission indicates that proper lists of famine relief projects have not been kept up in the Behar districts. This is one matter in which prevision and provision are clearly needed against the next famine, and the earlier completion of the larger projects on which relief workers are now to be engaged in Behar would have insured, according to experience elsewhere, better and thriftier application of relief.

10. With regard to paragraph 13 of your letter, I am to say that particulars of any complaints made by railway authorities to the Government of India as to the effect of relief works in preventing them from obtaining labour will be communicated to the Government of Bengal.

I have, &c.,

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

Agriculture.—No. 652T.R., (Fam.).—Darjeeling, the 21st June 1897.

From M. Finucane, Esq., Secretary to the Government of Bengal, to the Secretary to the Government of India, Revenue and Agricultural Department.

SIR,

IN continuation of this Government's letter No. 299T.R., (Fam.), dated the 19th May 1897, I am directed to submit, under section 29 of the Bengal Famine Code, the following report on relief operations in this province during the month of May. This report has been delayed in consequence of the report of the Patna Division having been delayed in transit by the interruption of traffic on the Northern Bengal State Railway. The information furnished in this report, for the Patna Division, is for the four weeks ending 29th May, the previous report having dealt with the five weeks ending 1st May; the portions relating to the other Divisions are for the five weeks from the 25th April to 29th May, inclusive. The rainfall during the period under report is shown in a separate statement hereto annexed. I am to submit herewith a copy of the report of the Commissioner of the Patna Division, No. 1272F.G., dated the 25th May 1897, with enclosures, for the first half of May.* Copies of his report, No. 1367F.G., dated the 11th June 1897, with enclosures, for the second half of May, will be forwarded from Calcutta as soon as that report is printed. I am also to enclose famine maps of the districts of Manbhum, Palamau, Hazaribagh, Nadia, Murshidabad, Sonthal Parganas and Puri. A consolidated map of the Patna Division, showing the areas affected, and a famine map of the districts of Khulna, will be submitted later. As the affected area in the district of Bhagalpur continued unaltered, no map has been submitted by the local officers for the period under report.

2. *Patna Division.*—There is nothing of importance to report with regard to the districts of Patna and Gaya, both of which continued to be in a satisfactory condition. Prices were almost stationary, except that there was a slight rise in the price of rice, and public health and the condition of cattle were normal. The poor-house at Bankipore was still open, but of the 123 inmates only about one-fourth belonged to the Patna district, and the rest were waifs from other districts. In Gaya, there were four poor-houses and two kitchens giving food to wanderers and others, the average daily number fed in the latter half of May being 515; charitable relief committees were at work in every thana and outpost, but all the reports received show that the number of persons in need of relief was small, and that in every case the funds locally raised had been sufficient to meet local requirements. In the remaining five districts of the Patna Division in which relief operations are in progress on an extensive scale, the month of May was marked by a rise in prices, which was greatest in Saran and in the Bettiah sub-division of Champaran, and by an increase in the numbers on relief works and gratuitous relief. The following paragraphs deal with the main features of relief in these districts.

3. *Rainfall and prospects of crops.*—The rainfall in the several districts is shown in the statement hereto appended. Besides local showers, there was general rain in North Bihar on the 12th and 13th, and again between the 20th and 22nd of the month, and it is reported to have been wholly beneficial. The outturn of *cheena*, which was being harvested, was generally good, and sugar-cane and the *bhadoi* crops are reported to have being doing well.

4. *Area and population affected.*—The only change reported under this head was in Champaran. Although there was no great alteration in the area seriously affected, the landless classes were everywhere in considerable distress on account of the very high prices, and as relief measures, in the shape of relief works or gratuitous relief or both, were in progress in all thanas, the Collector has now shown the whole district as affected.

* Not printed.

5. *Numbers on relief.*—The numbers and percentages of population on relief are shown below from the first half of April :—

District.	10th April.		1st May.		15th May.		29th May.	
	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.
1	2	3	4	5	6	7	8	9
Shahabad	32,638	8·77	30,858	8·7	30,941	8·11	33,488	8·76
Saran	57,189	3·85	78,957	5·57	84,247	5·94	89,220	6·29
Champaran	147,414	9·48	139,079	8·94	163,871	10·54	192,975	10·37
Muzaffarpur	88,692	5·34	113,952	6·86	139,165	8·38	124,415	7·49
Darbhanga	216,656	9·54	234,175	10·48	249,175	11·15	270,961	12·12
Total	542,589	7·39	597,021	8·23	667,399	9·21	711,059	9·41

The numbers given in this table are as shown in the weekly telegraphic reports published in the *Calcutta Gazette*, corrected up to date. The number in Muzaffarpur for the 29th May shows a falling off as compared with the number on the 15th idem, but the number of relief workers, taken with the average daily number on gratuitous relief in the last week of May, as shown in Famine Statement A (relief works 60,071 + gratuitous relief 82,515 = total 142,586) was larger than the corresponding numbers for the first half of May (relief works 50,838 + gratuitous relief 78,369 = total 129,207). In all other districts the numbers were increasing. The smaller percentage for Champaran, as compared with that of the 15th of the month, is due to the increased area and population now shown as affected; there was an increase in the actual total numbers.

6. *Relief works.*—The number of works open on the 29th May was as follows :—

—	Under civil officers.	Under the Public Works Department.	Total.
Shahabad	10	...	10
Saran	37	12	49
Champaran	55	29	84
Muzaffarpur	82	25	107
Darbhanga	132	47	179
	316	113	429

The total number of works at the end of April was 373, of which 276 were under civil officers and 97 under the Public Works Department. The reasons which led to so large a number of works being opened, and the Lieutenant-Governor's views on this subject, were stated in paragraphs 10 to 12 of my letter No. 568T.R., (Fam.), dated the 7th June 1897.

The following statement compares the numbers on Government relief works at the end of May with those at the end of April :—

District.	Men, women and children taken together.				Average daily number of adult male units.					
	1st May.		29th May.		Half-month ending 1st May.			Half-month ending 29th May.		
	Number.	Percentage on population of affected area.	Number.	Percentage on population of affected area.	Task-work.	Daily wage.	Total.	Task and piece-work.	Daily wage.	Total.
1	2	3	4	5	6	7	8	9	10	11
Shahabad	6,948	1·82	9,447	2·47	5,556	811	6,367	4,761	1,051	5,812
Saran	23,094	1·33	24,177	1·71	11,790	2,704	14,494	13,512	3,125	16,637
Champaran	70,947	4·56	101,211	5·44	48,910	12,344	61,254	51,939	11,242	63,181
Muzaffarpur	53,385	3·21	60,071	3·62	33,219	10,685	43,904	34,191	11,540	45,672
Darbhanga	127,673	5·7	147,414	6·59	73,375	21,280	95,155	82,651	27,986	110,637
Total	282,047	3·9	342,320	4·53	173,350	47,824	221,174	186,994	54,944	241,938

The numbers on Government relief works increased in all districts. The following table shows the results of task-work, as regards outturn, wages and cost, in the second half of May, in comparison with those in the corresponding period of April :—

District.	Average daily wage of adult male unit.				Average outturn of work per adult male unit on task-work.		Cost rate per 1,000 cubic feet.	
	Second half of April.		Second half of May.		Second half of April.	Second half of May.	Second half of April.	Second half of May.
	Task-work.	Irrespective of task.	Task-work.	Irrespective of task.				
1	2	3	4	5	6	7	8	9
	A. P.	A. P.	A. P.	A. P.	C. ft.	C. ft.	Rs. A. P.	Rs. A. P.
Shahabad	1 6	1 10	1 6¾	1 11¾	38	46	2 7 7	2 1 10
Saran	1 3½	1 6	1 3	1 6½	32·9	29	2 9 5	2 12 5½
Champaran	1 6½	1 8	1 8	1 8	31	36	3 1 7	2 15 8
Muzaffarpur	1 5	1 8	1 4	1 8	56·8	54	1 10 2	1 9 3
Darbhanga	1 6	1 6	1 6·8	1 6¾	39·29	40	2 7 0	2 6 7

The wages earned during the two periods do not show much difference. There was a satisfactory increase in the average daily outturn per male unit, and a consequent decrease in the cost rate per 1,000 cubic feet of earthwork in the district of Shahabad. Mr. Toogood, the Public Works Department Superintendent of Relief Works, who was lately on tour in this district, reported that the measurements were unimpeachable, and that the work was being very well done. Owing to the small numbers of workers, measurements and payments were made for the individual task, and the Commissioner reports that, as the system was working well, he has decided not to interfere with it. The falling off in the outturn and the increase in cost rate in the district of Saran were due mainly to the facts that most of the works under Civil Officers were tanks far advanced, in which the lead and lift were very long, and that the number of women employed as carriers was very large. The proportion of females to males on task-work was greatest in this district, being 216·14 females for every 100 males.

7. *Piece-work system.*—The system of piece-work had been introduced during the course of the month only in the districts of Champaran, Muzaffarpur and Darbhanga, on the major works noted on the margin. The District Officers concerned have not found it possible to report fully on the working of the new system. The following table shows the results as far as can be gathered from the statistics furnished :—

Districts.	Works.
Champaran ...	Tribeni Canal, and a section of the Bettiah-Bagaha Railway, recently taken in hand.
Muzaffarpur ...	Baghmati Canal and Bya Canal.
Darbhanga ...	Jainagar-Sakri Railway.

	District.	Average daily number of male units employed.	Average daily outturn per male unit.	Average daily wage earned by each male unit.	Cost per 1,000 cubic feet.
	1	2	3	4	5
			C. ft.	A. P.	Rs. A. P.
Champaran	Week ending 8th May	2,826	46	2 5	3 4 5
	„ „ 15th „	4,949	57	2 2	2 6 4
	„ „ 22nd „	11,088	53	2 3	2 10 8
	„ „ 29th „	11,589	58	2 4	2 8 11
Muzaffarpur	„ „ 8th „	302	Not reported.		
	„ „ 15th „	1,236			
	„ „ 22nd „	1,035			
	„ „ 29th „	1,899			

The piece-work system had so far proved successful in Champaran. The sanctioned rate on the Tribeni Canal was Rs. 2-8 per 1,000 cubic feet for a lead up to 50 feet and lift up to 3 feet, with five annas per 1,000 cubic feet for every additional 5 or 6 feet of lift. The Collector writes :—

"This form of work is found to be much more popular with the labourers than task-work, the main reason being that if they fall short of what under the latter system would be the full task, they are paid exactly for what they do, and not be fined in a way they do not understand. The people have left the civil works accordingly, and this is what we wished them to do, as the canal will be a very useful work. Another advantage they find is that when necessary the men can go off to cultivate their fields, and leave the rest of the family to do what they can, the women doing the digging when the soil is soft. On task-work this sort of thing would disorganise the whole gang, and the task could hardly be graduated suitably so as to give the gang a fair chance of earning the full wage. The Executive Engineer, Mr. Sealy, reports that he has observed no cases in which the people are unable to earn enough for their support by piece-work. The average proportion of carriers to diggers on the canal is reported to be 2½ to 1, the lead and lift being moderate. If this be so, each digger excavates on the average 170 cubic feet per diem, but there are many professional labourers on the work who accomplish considerably more than this under the stimulus of payment according to results. We should have to give work to the latter class under any system, as there is no competing private employment for them. Mr. Still, the experienced Charge Superintendent of Hardih, informs me that he has watched the work closely, and finds that non-professional labourers also work hard all day and late in the evening. He states that no old women and comparatively few children are seen on these works. The piece-work system appears to be working satisfactorily, and I feel sure that it will prove a great saving of expense to Government, without diminishing relief given to those really in distress. It is very much simpler to work than the task-work system, and easy of check. There is nothing to fear from false muster rolls, wrong classifications, or cheating of the workers, through the system of fines. The labourers know pretty well what they ought to get, and it is not necessary to pay them the exact amount until after the measurements have been checked by superior officers."

8. *Private relief works.*—Private works continued to give employment to a considerable number of people in need of relief. In Shahabad, the Sabar tank employed 3,075 adult male units with 260 dependants on the 29th May. Besides this, there were several tanks and irrigation channels which, it is stated, in all employed more than 3,000 persons. The Gaya-Mogulsarai railway line

in this district has not drawn large numbers, notwithstanding that the railway authorities have raised their rate to Rs. 2-8 per 1,000 cubic feet, and that all relief works in the neighbourhood have been closed for some time. The total weekly numbers employed on the railway are noted on the margin. In Saran, the Hatwa Raj had eight works open, employing a daily average of 3,439 adult male units, and the Collector estimates that an additional number of nearly 3,000 persons were employed on works carried on with loans given by Government. In Muzaffarpur and Darbhanga, the Darbhanga Raj continued to maintain works which employed a daily average of 2,243 labourers in the former district, and 12,036 in the latter district, on 29th May. The decrease, as compared with the number at the end of April* is believed to have been due to large advances given out by the Maharajah.

Week ending 1st May	10,231
Ditto 8th „	10,827
Ditto 15th „	13,215
Ditto 22nd „	11,140
Ditto 29th „	10,661

*Muzaffarpur	2,634
Darbhanga	16,534

9. *Poor-houses and kitchens.*—The following table shows the number of Government poor-houses and kitchens that were open in May :—

District.	Poor-houses.		Kitchens.		Total average daily number relieved in poor-houses and kitchens.
	No. of poor-houses.	Average daily number of inmates.	No. of kitchens.	Average daily No. fed.	
1	2	3	4	5	6
Shahabad	3	...	4	...	798
Saran	2	128	...	...	128
Champaran	7	1,002	12	997	1,999
Muzaffarpur	6	255	54	9,436	9,691
Darbhanga	9	895	3	53	948
	27	2,280	73	10,486	13,564

At the end of April there were 25 poor-houses and 42 kitchens maintained by Government. Out of the total number fed in kitchens in Muzaffarpur, 7,284 were children. The Hatwa and Darbhanga Raj poor-houses continued to do good work.

10. *Gratuitous relief.*—The following table shows the average daily numbers on gratuitous relief in the last week of May, and the amounts of the average daily doles, in comparison with the corresponding figures at the end of April :—

District.	1st May.		On 29th May.		Average dole per adult unit.	
	Total number.	Percentage of population of affected area.	Total number.	Percentage of population of affected area.	Second half of April.	Second half of May.
1	2	3	4	5	6	7
					A. P.	A. P.
Shahabad	22,517	5·08	23,667	6·19	0 10	0 10
Saran	50,849	3·59	59,674	4·21	0 7	0 7½
Champaran	66,895	4·30	88,110	4·73	0 11¼	0 11¼
Muzaffarpur	69,049	4·16	82,515	4·97	0 9	0 8½
Darbhanga	78,003	3·49	92,228	4·12	0 9·42	0 9½
	287,313	3·9	346,194	4·58	...	...

In consequence of the inevitable increase of distress which must continue till the breaking of the monsoon rains, the numbers on gratuitous relief increased everywhere, the percentages being as given on the margin in comparison with the percentages on relief works. A report on the proportion of people on gratuitous relief has already been submitted to the Government of India in my letter No. 568 T.R.,/(Fam.) dated the 7th June 1897, and it is unnecessary to recapitulate here what was said in that communication. In his report for the second half of May, the Commissioner writes that he feels confident that no material reduction will be found possible in the proportions given above.

	*Percentage of population on—	
	Relief works.	Gratuitous relief.
Shahabad ...	2·47	6·19
Saran	1·71	4·21
Champaran ...	5·44	4·73
Muzzaffarpur ...	3·62	4·97
Darbhanga ...	6.59	4·12
Whole division ...	4·53	4·58

* These percentages have been calculated on the figures given in columns 5, 10, and 11 of Famine Statement A.

The following are extracts from letters addressed to the Commissioner of the Patna division by the Collector of Muzaffarpur on the same subject :—

"It is a mistake to suppose that the gratuitous list has been swelled at the expense of the relief works. There is a certain minimum in these districts, not a small number, who can never go on to relief works. The only question in regard to these is how long can they live without gratuitous relief, and they are not *parda-nashins* who can be relieved from the Charitable Fund.

"That relief works did not increase in proportion was due to their being able to find work outside famine relief works, and that by insisting on the execution of the fixed task they were not encouraged to turn from private employment to famine works.

"The proportion of persons receiving gratuitous relief to relief work labourers is not a sufficient test of efficiency of famine administration. Percentages in famine work, as in criminal statistics, can only serve to draw attention to points calling for explanation ; they cannot in themselves be made the basis of praise or censure. This has been thoroughly well accepted in criminal administration, and has got to be accepted in famine administration also.

"The fact is in the crowded population of a Bihar district there is an irreducible minimum which must come on Government hands in a severe famine or must die. We have kept these off our hands as long as we dared do so. These are not people who ever have been or could be labourers. They are those suffering from infirmities and the very old and very young, who have no one who is bound by custom or law to support them. Possibly the denseness of the population in these districts (902 to the square mile) may cause their proportion to the total population to be unduly large, though I am unable to say that this is so. Then the population of the affected area is probably about 2½ millions. Hence a certain number must come on our hands even if there were no relief.

"The relief works numbers have been kept down partly owing to the effective organisation and the care which has been taken to train the famine officers as far as was possible in their duties before sending them out, but principally owing to the untiring energy and devotion of the Charge Superintendents and the Public Works Department Officers, who have constantly inspected the works and seen that the task imposed by Government was as far as possible exacted. The result has been that the people who have not hitherto had any need of Government assistance, finding that the works are not a happy picnic party, have kept away. All the while the people have been carefully watched by the Circle Officers and Charge Superintendents, and their condition proves that so far they have been perfectly well able to do without Government assistance."

11. *Physical condition of the people, &c.*—The physical condition of the people and public health were generally good. There were cases of cholera and small-pox ; but these are usual at this season. The death-rate in the affected tracts of Shahabad for April was 3·20 against 2·37 for the whole district. The high rate is reported to have been due principally to the prevalence of small-pox and fever. There was no death from starvation. The condition of cattle was normal.

12. *Loans.*—The season for loans for village works under the modified rules under the Land Improvement Loans Act is well-nigh over. The following table shows the loans of this class actually made :—

District.	Up to 31st March 1897.	From 1st April.	Total.
1	2	3	4
	Rs.	Rs.	Rs.
Shahabad	1,950	11,250	13,200
Saran	9,952	5,046	14,998
Champaran	...	5,991	5,991
Muzaffarpur	3,100	2,562	5,662
Darbhanga	1,412	11,981	13,393
Total	16,414	36,830	53,244

As regards loans under the Agriculturists' Loans Act, at the date of the report enquiries on applications were being pushed on, and the amounts actually advanced were as follows :—

	Rs.
Shahabad	13,398
Saran	52,793
Champaran	3,378
Muzaffarpur	4,688
Total ...	74,257

The figure above given for Champaran does not include the amount advanced in the second half of May, which the Collector had not been able to ascertain. In Darbhanga no advances had actually been made up to the end of the period under report.

13. *Food-stocks, importation of grain, and prices.*—The following table shows the imports and exports since the second half of November in all districts of the Patna Division, including Patna and Gaya, as far as this Government is aware :—

Half month ending—	Imports.	Exports.
1896.	Mds.	Mds.
28th November	155,757	193,596
12th December	116,316	226,189
26th December	176,725	148,550
1897.		
9th January	303,426	196,409
30th January	468,288	196,617
13th February	289,425	107,564
27th February	262,344	76,892
13th March	277,227	83,640
27th March	347,503	75,003
Carried forward	2,397,011	1,304,460

Half month ending—	Imports.	Exports.
	Mds.	Mds.
Brought forward... ...	2,397,011	1,304,460
1897.		
10th April	420,044	95,701
1st May	657,050	156,505
15th May	469,408	113,223
29th May	488,082	149,966
Total	4,431,595	1,819,855

Shahabad and Patna are the only districts in which the imports exceeded the exports, the imports consisting chiefly of rice, and the exports of the new *rabi* crops. The falling off in imports in the first half of May was due to an accumulation of grain at the Mokameh Ghât between the 6th and 13th May, owing to the inability of the Bengal and North-Western Railway to cope with the traffic. This obstacle has since been removed. The north of the Bettiah sub-division of Champaran is now almost entirely dependent on imported supplies which consist mainly of rice and paddy from Calcutta. It is stated that American maize has also found its way to some of the markets in the interior of the district of Champaran. The food supply is being kept up by importation, and no deficiency is reported from any district. Prices, however, as already observed, rose in all the districts, the most marked increase being in Saran and North Champaran. In Saran barley and *rahar* rose from 13 seers 9 chitaks to 11 seers 7 chitaks per rupee, and wheat from 11 seers 2 chitaks to 9 seers 15 chitaks per rupee. The following extract from the Champaran Collector's report for the second half of May describes the position as regards prices in that district :—

"At the former centre (Motihari) prices have not changed much except that barley has risen from 13 seers 2 chitaks to 12 seers 5 chitaks per rupee, and a general tendency to rise is observable. Common rice is selling at 8 seers, and Burma rice practically at the same rate. At Bettiah the prices of common and Burma rice, which rose sharply to 7 seers 5 chitaks and 8¼ seers respectively in the second week in May, have maintained the same high level ever since, and barley, gram and rahar have all risen in price and are considerably dearer than at Motihari. At Ramnagar, where common country rice was last returned at six seers, there does not now appear to be any more in the market, and the price of Burma rice has risen from 7¾ seers to 7¼ seers. At Bagaha both common and Burma rice are returned at 7½ seers against 8 seers a fortnight ago. In the northern markets generally, the price of rice is about the same as at Ramnagar and Bagaha. Barley is quoted as selling at 12 seers, but there is no quotation from several of the markets."

14. *Cost.*—The total expenditure in the Patna division, up to the end of May, so far as is known, is reported to have been Rs. 37,80,233, of which Rs. 26,33,491 have been spent on relief works, and Rs. 10,94,510 on gratuitous relief. The Commissioner says, however, that these amounts do not include large sums outstanding and unadjusted.

15. *Chota Nagpur Division.*—There was general rain in the Chota Nagpur division during the week ending 1st May. Since that date there were a few showers, except in Palamau which had only ·05 of an inch in the week ending 8th May, and no rain during the remainder of the period under report. The heaviest fall is reported from Singhbhum. The weather was on the whole favourable for ploughing and sowing, and the Commissioner states that the most pressing matter at the date of his report was the question of granting advances to cultivators for the purchase of seed and cattle, and a sum of Rs. 60,000 has recently been allotted to this division by the Board of Revenue, in addition to what was granted before. The present prospects of the coming crops are reported to be quite up to the average. There was a continued rise in the prices of rice during the month, but those of other food-grains were generally steady. Mr. Forbes writes :—

"The pressure of the continued high prices is making itself distinctly more felt week by week, especially in the Manbhum, Hazaribagh and Lohardaga districts. In Palamau,

although prices there are higher and stocks have been much lower than anywhere else, it is evident that the effect is not telling upon the people in so marked a manner as in the other districts. The reason no doubt is that the people of Palamau have more forest products to fall back upon, and besides this the outturn of *rabi* has been better there than in the eastern part of the division."

In view of the rising prices and of the lapse of time since the gathering of the *mahua* flower, the Commissioner has ordered the piece-work rates to be raised throughout the division from Re. 1-4, Re. 1-9 and Re. 1-14 for soft, medium and hard soil respectively, to Re. 1-9, Re. 1-14 and Rs. 2-3 per 1,000 cubic feet. The piece-work system has been in force too short a time to permit of the results being known. The public health was generally good. Cholera is, however, reported from parts of Palamau, Manbhum and Hazaribagh. Cattle-disease is reported from Palamau.

Palamau.

	S.	CH.
Wheat	8	7
Barley	11	4
Gram	9	10

Mahua rose from an average of 27 seers in the first half, to 23¾ seers in the second half of the month.

In the report for April it was stated that rice was selling in three markets in Palamau at between 5 and 6 seers the rupee; and that the lowest price recorded was a little over 9 seers. During the week ending 29th May rice was sold in four markets at between 5 and 6 seers, and the lowest price recorded was below 8 seers. The average prices of other food-grains were as noted on the margin. The causes of these exceptionally high prices appear to be that stocks of food-grains were running very low, and that importation was impeded by the difficulties of transport from a great distance. The Deputy Commissioner reports that the labourers on the works were unable to procure food at the markets in the neighbourhood of the works, and that all consignments of imported rice were whipped up, as soon as exposed for sale, by pack-bullock traders from the interior of the district. Early last month it became evident that the supply of food-grain for the relief operations could not be left entirely in the hands of traders, who, it was found, were much hampered by the difficulty of obtaining carts to transport the grain collected at Baroon. It was, therefore, decided, on the recommendation of the Commissioner, that 17,500 maunds of Burma rice should be imported by Government for the wages of relief workers and for gratuitous doles, and about 15,500 maunds obtained from two Calcutta firms were despatched *viâ* Gaya. Assistance was rendered to the grain-dealers in securing carts at Baroon, with the result that while in the three weeks ending 5th May only 2,158 maunds of rice were imported into Palamau under the bounty system, making a total of 7,516 maunds during the past three months, the quantity imported by the traders between the 16th and the 29th May alone amounted to 5,044 maunds. Further advances made to grain-dealers during the period under report amounted to Rs. 26,800, making a total of Rs. 51,300. As already observed, notwithstanding the high prices the numbers on relief works have not increased considerably. On the 24th April there were 18 relief works open with 2,665 labourers. On the 29th May the number of works was 16 and the number of relief-workers 3,045. But, in addition, about 3,570 persons were employed on 19 works carried on by local zamindars, and more found employment on 13 works opened by the Maharaj Kumar of Chota Nagpur in pargana Tori, for which returns have not been received. The daily average number on gratuitous relief at the end of the month was 1,971 against 1,672 in April. Besides this, it is stated that the Local Relief Committee (whose report, however, deals with the first half of May) were giving relief to 888 persons in return for work done, *viz.*, for cotton-spinning, cloth-weaving, paddy-husking and *sattoo* pounding, and to 225 persons who were doing no work.

Manbhum.

There was no change in the affected area in Manbhum. The price of rice in this district ranged from about 8 to 10 seers per rupee in the second half of April; on the 29th May rice sold in one market at less than 7 seers, and the average for the district may be taken at from 7½ to 8 seers the rupee. Mahua is reported to have risen from 42 to 31 seers per rupee. The imports aggregated 47,128 maunds and the exports 1,901 maunds. The number of works open on 29th May was 20, against 11 on the 24th April. There

was no great increase in the number of relief workers, the number at the end of the period being 3,971 against 3,484 on 24th April; about 3,000 persons are reported to have been employed on private works carried on with loans made by Government. But the number on gratuitous relief increased from 4,861 on 24th April to 7,383 on 15th May, and to 11,969 on the 29th May. Orders have been issued for a careful scrutiny of gratuitous relief lists. Three kitchens have been opened on the Grand Trunk Road for the distribution of cooked food to travellers.

Hazaribagh.

In the district of Hazaribagh the *mahua* harvest is over, and the outturn, estimated at 10 annas, should suffice for the food of the cultivating classes until the next *bhodoi* crop. The imports of food-grains aggregated 45,371 maunds, and there were practically no exports. Prices remained fairly steady except in the case of rice, which sold at from 6½ to 8 seers per rupee. The number of public works carried on as test-works was 49 against 35 in April. The largeness of the number of works opened is explained in the following extract from the Deputy Commissioner's report for the first half of May:—

"They (the Charge Superintendents and the Sub-divisional Officer of Giridi) all make the same report. They find the relief operations, the road work or kitchen, fairly well attended, but only by persons living in the immediate neighbourhood. When they visit places five or six miles distant, they find persons who require relief, but who refused to go the distance named to get relief. It must be given them in their village or not at all. Frequent reports of such a nature agreeing with my own experiences would point to the absence of real distress were it not the fact that many of the people (and specially the children) are discovered to be in an emaciated condition, showing they were not getting a proper quantity of nourishing food. To deal with such obstinate cases we have no option but to give in to them. Hence there has been a large increase in the number of petty works, sections being opened at several places on each road instead of starting at one end and carrying the work and the camp of relief workers right through."

The average daily number of test-workers was 1,828 against 1,678 in the week ending 24th April. The *mahua* harvest is believed to have prevented a greater increase. A considerable number of persons were employed on private works undertaken with loans given by Government. The number of kitchens increased from 19 to 26, and the average daily number receiving cooked food or dry doles in them was 3,494 against 1,006 at the end of April. The Deputy Commissioner writes:—

"We have gathered together all the waifs and strays, the beggars and cripples, who have always lived upon public or private charity. These we feed at the kitchens."

The number employed by the Local Relief Committee on cotton spinning and weaving increased from 689 in April to 993 in the last week of the period under report.

Lohardaga and Singhbhum.

With regard to Lohardaga it is stated that the Deputy Commissioner still finds little or no indication of actual distress, although there can be no doubt that the pressure of high prices is being increasingly felt by the poorer classes. It is reported that there was a decidedly greater demand for work than existed a month before, that applications for loans were largely made by agriculturists, that a sum of Rs. 4,000 allotted from the Charitable Fund was being quickly expended, and that a much larger sum could be made use of with great benefit in this manner. Work was provided on a road undertaken from the District Fund, and the Maharaja of Chota Nagpur employed a considerable number of labourers on a tank. There were two kitchens, opened by Relief Committees from funds subscribed locally, one at Ranchi and the other at Lohardaga, and the number being fed in them was 664.

Exports from Singhbhum are ceasing, only 1,500 maunds having been exported during the latter half of May, and the price of rice was below 8 seers in two markets, and nowhere above 10 seers per rupee. The Deputy Commissioner apprehends distress in two small areas in Porahat and the Kolhan, but full particulars have not yet been furnished to Government.

16. *Presidency Division.*—Rain fell in the districts of the Presidency division during the period under report, as shown in the appended table; and in conse-

quence, agricultural prospects are everywhere good. But more rain was wanted in the Chuadanga sub-division of Nadia, in Jessore, and in the affected parts of the district of Khulna. Prices rose except in parts of Murshidabad (where they were almost stationary), and importation generally increased. The district of the 24-Parganas continued to give no cause for anxiety. In the other districts the poorer cultivators are reported to have been badly in want of seed-grain, and steps are being taken to supply the want by means of loans under the Agriculturists' Loans Act, and by gifts from the Charitable Relief Fund. Public health was on the whole good, cholera having almost disappeared except in some parts of Khulna and Murshidabad. The condition of cattle was also satisfactory.

—	Price of Common Rice.	
	End of April.	End of May.
	S. S. CH	Seers.
Nadia ...	8 to 8 10	7½ to 8¼ per rupee.
Khulna ...	9	7 to 8 „
Murshidabad	8 to 8¾	8¼ to 8½ „
Jessore ...	9 to 11	7½ to 9 „

The total affected area in the district of Nadia remained unaltered, but, as indicated in the map, distress deepened in some tracts which were before slightly affected. The general condition is thus described by the Collector :—

Nadia.

"The general state of the affected tract has undoubtedly deteriorated during the period under report. The only redeeming feature in the situation is that the prospects of the *aus* crop are good. On the other hand, the necessity of attending to cultivation, a form of labour which does not supply any immediate relief, has brought a large number of the poorer cultivators into the direst straits. There can be no doubt that it was only by undergoing a great amount of privation that a large number of men who would otherwise have been attending the relief-works have been able to cultivate their fields. * * Both *aus* and *aman* are doing well over the greater part of the district, with the exception of portions of the Chuadanga sub-division where more rain is badly required. I estimate that the area under *aus* this year is far above the normal, but as a set off to this must be taken into consideration the fact that as a general rule the fields, owing to lack of seed, have been very thinly sown."

There were 26 relief works open against 14 in April, and the total number employed on the 29th May was 20,101 against 18,051 on the 24th April. So far the piece-work system had been introduced only on one work in this district, the rate paid being Re. 1-15 per 1,000 cubic feet, and is reported to be working fairly well. The Collector, Mr. Garrett, reports that the relief works are being carried out in an orderly and systematic manner, and that tasks are being rigidly exacted. There was a sudden and very large increase in the numbers on gratuitous relief,* the average daily number in the last week of May being 53,444 against 32,763 in the week ending 24th April. The increase attracted the Lieutenant-Governor's attention as soon as it was shown in the weekly telegraphic report, and steps were at once taken to strengthen the establishment under the Collector, with a view to the gratuitous relief lists being carefully scrutinised. Orders have also been issued for kitchens to be established, if possible, so as to feed the non-working children of relief workers on the spot, instead of giving them money to take to their parents. The Collector thinks that the disparity between the numbers on relief works and those on gratuitous relief was due to the fact that a large number of labourers had been employed on field operations, leaving their families and dependants to be gratuitously relieved by Government. The Commissioner has been directed to go to the affected areas and enquire into the matter. A few weavers are being employed on weaving cloth, and women are employed on jute-twisting and cotton-spinning.

—	Depen-dants.	Otherwise relieved.	Total.
*1st May ...	9,385	20,085	29,470
8th „ ...	6,436	16,214	22,650
15th „ ...	7,699	52,393	60,092
22nd „ ...	9,625	63,821	73,446
29th „ ...	10,696	60,160	70,856

The most important feature in this district is the failure of stocks of rice, mentioned in this Government's report for April. Sanction has been accorded to the grant of loans up to Rs. 70,000 to stimulate the importation of grain. The Collector of Murshidabad reports that, in consequence of the improved prospects

of the crops, grain-dealers in the Rarh country (the upland of Murshidabad from which supplies were drawn for Nadia, but were recently stopped) have again commenced selling off their stocks, and it is to be hoped that some of this grain will find its way to the adjoining district of Nadia.

Khulna.

There was no change in the area of acute distress in the district of Khulna, but test works had been opened in an additional area of about 25 square miles with a population of 11,000 in Satkhira thana. It is reported that in consequence of the rise in the price of rice the condition of the people in the distressed area changed considerably for the worse. Burma rice is now being imported and sold at 8 seers per rupee. The number of relief works (31) was the same as in April, but in May all these works were conducted on the piece-work system, at a rate of Rs. 2-4 per 1,000 cubic feet. In the latter half of April, when task work was still in force, the average daily number of dependants in the last week of the month was 668 against 2,945, the average daily number of task-workers.

The average daily number of dependants in the week ending 26th May was 42 against 4,109, the average daily number of piece-workers in that week. The total number of relief-workers on the 26th May was 4,809 against 3,764 on the 24th April. Although the number of dependants of relief-workers is now small, the total number on gratuitous relief has increased, being 6,163 at the end of May against 5,360, the daily average in the week ending 24th April. But this number appears to include respectable men and *parda-nashin* women relieved from the Charitable Fund, which should have been shown separately from the numbers relieved by Government. Many of those shown on gratuitous relief are employed on jute-twisting, paddy-husking, &c. Two poor-houses have been opened in this district.

Murshidabad.

The area affected in Murshidabad remained the same as before, but its general condition had improved. *Boro* paddy, grown on an estimated area of 3,000 acres in the Kandi and Jangipur subdivisions, has been harvested and is reported to have yielded a bumper crop. The Collector writes :—

"The prospects of the *bhadoi* crop are everywhere favourable. The result has been that the mahajans who have hitherto been holding back in the hope of a further rise in prices are now disposing of their stock as rapidly as possible. Over the greater part of the district there has been a fall in the prices of rice of at least half a seer in the rupee, although in portions of the Daulatabad, Goas, Jallangi and Nowada thanas, which are far removed from the Rarh, the price of common rice is still as high as from 7½ to 8 seers per rupee. Agricultural operations are in progress all over the district, and the number on relief and test works have fallen off in consequence. Weeding of paddy, indigo and mulberry is giving employment to a large number of persons in the fields, while owing to the improved prospects of the cocoon crop, the cocoon-rearers, who form a large proportion of the population of the Sadar, are finding employment in their houses. Although there has been no diminution of the distress since my last report was written, but rather the reverse, future prospects are far more favourable, and it may be expected that after the end of July, when the *aus* rice will be in the market, there will be a rapid fall in prices, and the measures taken for the relief of the distress may be gradually relaxed."

"Sowing of amun has commenced in the Kandi sub-division, and in the Kalantar is nearly finished, while the sowing of the *aus* has been practically completed all over the district. In a few cases in the Nowada, Barua and Saktipur thanas, I have heard of land likely to remain unsown for want of seed, not because there was any lack of seed in the district, but because the raiyats had not the means to purchase it."

Six relief works and five test works were open, against four relief works and two test works in April. The piece-work system was introduced on the 26th May, the sanctioned rate being Re. 1-9 per 1,000 cubic feet. The total number of workers employed on the 29th of May was 3,808 against 3,517 in the beginning of May. The Collector reports that the tanks undertaken by private individuals with loans given by Government will have been completed about the middle of June, and that this fact and the cessation of agricultural operations will probably result in a large increase in the number of relief workers. The number shown on gratuitous relief is 4,732, but the expenditure was met entirely from charitable funds locally raised. In this district private charity plays a most prominent part. Maharani Sarnamayi alone gives daily doles of rice to about 5,000 persons. Other private persons also are distributing doles on a smaller scale in Berhampore and

elsewhere. Agricultural advances are being given at rates varying from twelve annas to one rupee per bigha.

Jessore.

The district of Jessore has hitherto been only slightly affected, and the relief found necessary has been confined to gratuitous relief from charitable funds, and to the grant of loans or gifts for the purchase of seed or cattle. In the report of the local officers for the first half of the month, it was stated that about 40 per cent. of the cultivable area of the district was then still unsown for want of seed-grains. A sum of Rs. 27,057 has since been advanced under the Agriculturists' Loans Act, and Rs. 9,312 from the Charitable Relief Fund have been distributed in small gifts to the poorest class of cultivators. It is now stated that little land is left unsown, but that more rain is wanted to save the newly-sown crops, which are reported to be withering. Reports of distress have been received from the Magura sub-division, and the Collector has ordered test works to be opened there.

17. *Bhagalpur Division.*—The prices of food-grains continued to rise slowly; there was an increase in the imports by rail, but agricultural prospects were everywhere good. In Monghyr, Purnea and Malda no relief operations except from charitable relief funds were in progress; in ordinary years the Collectors of these districts find difficulty in placing loans under the Land Improvement and Agriculturists' Loans Acts, but this year they are reported to be anxious for allotments, and it has not been found possible to give the Collectors of Monghyr and Purnea more than one-third of the amounts for which they had applied. Public health was generally good, except that sporadic cases of cholera occurred in the affected tracts in the Sonthal Parganas; and the condition of cattle was normal.

Bhagalpur.

Acute distress in Bhagalpur was, as before, confined to the north of the district, but owing to early and copious rainfall agricultural prospects are excellent, and have considerably reduced present pressure and the chances of continuance of distress for any length of time. Mung (*Phaseolus Mungo*) has been cultivated to a much greater extent than in ordinary years, and is expected to yield a bumper crop. The harvesting of this lentil, which has commenced, gives employment to large numbers of women and children, and the men are busy ploughing, digging, weeding and transplanting for other crops. The general result has been a great decrease in the numbers in receipt of relief from Government, and the Collector hopes to be able to close all relief works in the district when the monsoon bursts. At the end of April eleven relief works were open in North Bhagalpur, and the number of workers was 18,965. In the first half of May the number of works was raised to 13, but was afterwards reduced to 10. The total number of relief workers on the 29th May was 7,313. This remarkable decrease is reported to have been due in some measure to the substitution of the piece-work for the task-work system, which took place on the 24th May; but this change was made at a time when plentiful rain and harvesting work were drawing off labourers to the fields, and as the period under report closed shortly after, the local officers have not found it possible to state definitely the results of this important administrative change. In the Sadar and Banka subdivisions distress was not acute. Three test-works were open, one in the Sadar and two in the Banka sub-division, but were not largely attended. Many private relief works continued open throughout the district. Gratuitous relief from public funds was confined to North Bhagalpur. The total number in receipt of this form of relief on the 29th May was 2,740 against 3,413 at the end of April. In addition to this, large numbers were in receipt of charitable relief from private individuals. and about 19,000 persons are stated to have been relieved in North and South Bhagalpur from the funds of the Indian Famine Charitable Relief Fund. It is reported from the Banka sub-division that the demand for loans was very great, and that the petty cultivators were without the means to purchase seed.

Sonthal Parganas.

Acute distress was felt in the Deoghur sub-division of the Sonthal Parganas; test works were opened in the latter end of February, but were not then attended. The winter rice and Indian-corn crops had been bought and exported up-country, but the people were

subsisting on the mahua crop, which yielded about 10 annas. In May, the exhaustion of this source of food-supply, combined with the high prices, drove the poorer people to seek relief, and sanction has recently been accorded to the opening of relief works. The whole of the sub-division, comprising 954 square miles with a population of 284,115, is reported to be affected, and the local officers estimate that relief will have to be given to about 8,710 persons, but that the intensity of distress is not likely to continue long.

The addition of the Deoghur sub-division has brought the total area now affected in the Sonthal Parganas to 1,321 square miles with a total population of 377,115 persons. Sugar-cane, the only standing crop in the affected area, has been benefited by the general rain, which has enabled cultivation for other crops to be commenced. As in April, five relief works were open in the Jamtara sub-division, on one of which the piece-work system has been introduced ; and in the Deoghur sub-division there were 11 relief works, all conducted on the piece-work system. But the local officers, as in the district of Bhagalpur, have not yet found it possible to report specially on the results of this system, as desired by Government, nor have they furnished figures for the same period for both sub-divisions. The arrangements in the Deoghur sub-division were not complete at the date of report. The total number on the relief works in the Jamtara sub-division is stated, for the 21st May, to have been 3,232 ; while in the Deoghur sub-division the number of relief workers for the whole fortnight is shown at 3,622, which gives a daily average of 258. Private relief works continued to afford employment to a considerable number in the Jamtara sub-division. The number on gratuitous relief in this sub-division on the 21st May was 689, against 1,046 on the 24th April. A kitchen was opened at Jamtara for the aged and children. From the Jamtara and Deoghur sub-divisions, as well as from the rest of the district, where there is as yet no such distress as to require relief measures on an extensive scale, it is reported that many raiyats have consumed their seed-grain and sold their cattle. Rupees two thousand have been granted from public funds for agricultural loans in the Jamtara sub-division, and two thousand more from the Charitable Relief Fund.

18. *Rajshahi Division.*—There was copious rain in both the affected districts of this division, Rajshahi and Pabna. In Rajshahi the outturn of the *boro* or spring paddy, which occupied a total area of 116,600 acres or about 182 square miles, is estimated at 16 annas ; and the present prospects of the *aus* or autumn paddy, which has this year been sown in a larger area than usual, are reported to be excellent. The numbers employed on the two test works in this district fell off considerably, the average daily number employed in the last week of May being 438 against 781 at the end of April, and the Collector has issued orders for one of the works to be closed. The people find more remunerative employment in the fields and on private works, and the Commissioner thinks that although the prevalence of famine prices must continue to cause some distress requiring charitable relief, the district of Rajshahi may now be classed as distinctly outside the famine line. In Pabna agricultural prospects are reported to be good, but there has been a marked rise in the price of common rice which in some places sold at six seers the rupee although imports are increasing. Another important feature of the period under report is that from the middle of the month women began to come to the test works, although many native gentlemen had assured the Collector that no pinch would induce females of this district to come to a Government relief work. The public health and the condition of cattle were generally good.

19. *Orissa Division.*—The affected area in the district of Puri is now shown at 365 square miles with a population of 102,000, but a further report on this matter has been called for from the local officers. There was very little rain throughout the period under report, but on the 30th May a heavy shower fell in Malud, Parikud and Satpara, and replenished the supply of water which had commenced to fail ; the cultivation and sowing of rice is reported to be going on briskly. Food-stocks have been kept up by importation which, as previously reported, is aided by advances to the grain-dealers given from public funds. There were fifteen relief works and five test works open, as in April, and the number employed on them on the 29th May

Puri.

was 4,604 (exclusive of figures for the Khurda sub-division, which have not been received (against 2,874 on the 24th April. Besides this, the ordinary District Board road under construction in the affected area employed a daily average number of 460 persons, and a considerable number of labourers continued to find employment on the work carried on by the Raja of Parikud. Gratuitous relief in this district is given from certain funds raised by public subscriptions before the present scarcity. There was an outbreak of cholera in an epidemic form and of small-pox in certain parts of the affected area. The condition of cattle was generally good. Loans under the Agriculturists' Loans Act are in great request in this district, as elsewhere.

As regards the other districts of Orissa, the condition of Balasore and Angul continued satisfactory, while in Cuttack there were only isolated cases of distress requiring gratuitous relief, and it is reported that the total number in receipt of this form of relief in the district at the end of May was 2,306. The rainfall in Cuttack was, however, much below the normal, and much *beali* or autumn rice sown in anticipation of rain was, at the date of the report, beginning to wither.

20. *Burdwan Division.*—In the district of Bankura, the prevailing high prices, combined with the partial failure of the last season's crops, caused distress in thana Gangajalghati and the northern part of thana Sonamukhi. The total affected area is reported to be 400 square miles with a population of 178,000. The last rice crop in this area was an almost total failure, the outturn being estimated at 4 annas in Gangajalghati and at not more than one or two annas in the affected portion of Sonamukhi; the crop of 1895 was also poor. Towards the middle of May the price of common rice rose to 8 seers in Gangajalghati and 9 seers in Sonamukhi. The latest report shows the average price at 9 seers. The Collector reports that he has himself seen persons in the Gangajalghati area who showed signs of suffering from insufficient food. The classes in need of relief are reported to be—

(*a*) the respectable poor, mostly widows, who usually live on the charity of their friends;
(*b*) orphans;
(*c*) sick and disabled poor persons who usually live by begging;
(*d*) small cultivators.

The number of lepers in this district is large. The resources of private charity have failed, and these lepers, with such members of their families as are unable to work, have to be relieved gratuitously; the local officers are of opinion that while the labourers will probably obtain ordinary employment when the monsoon sets in, gratuitous relief will rather increase than diminish until September. Test works were started on the 19th May; nine were open at the close of the period under report, and the number of labourers employed on them on the 31st May was 8,689. Arrangements have also been made for the distribution of gratuitous relief, and the total number in receipt of this form of relief on the 31st May was 3,521. In addition to this 582 persons were relieved from the Charitable Relief Fund.

Heavy showers of rain fell over the greater part of the affected area, benefiting the sugar-cane, which is a crop of some importance in this district, and enabling the sowing of rice to commence. There is a great demand for loans for seed and cattle; funds for the purpose have been placed by Government at the Collector's disposal, and gifts are being given from the Charitable Relief Fund to distressed cultivators who are unable to furnish adequate security for loans. Public health was fair, and the condition of cattle normal.

21. *Dacca and Chittagong Divisions.*—There is nothing of importance to report with regard to the Dacca and Chittagong Divisions. The stress of high prices is felt by the very poor and by some of the more respectable classes in these divisions as elsewhere, but no necessity for opening Government relief works has been reported. Such aid as is required is being given from the charitable relief funds and by private individuals.

I have, &c.,
M. FINUCANE,
Secretary to the Government of Bengal.

Statement of rainfall in the affected and threatened districts in May 1897.

	Week ending—				Total.	Normal.
	8th May.	15th May.	22nd May.	29th May.		
	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.
Bankura :—						
Sadar...	...	·05	1·55	1·28	2·88	3·87
Maliara	·18	·07	·57	1·48	2·30	...
Khatra	·42	1·05	2·25	1·48	5·20	...
Sonamukhi	...	...	·07	·33	·40	...
Gangajalghati ...	·12	...	·99	·84	1·95	...
Raipur	·20	·58	·91	2·71	4·40	...
Indas...	·93	...	·45	·60	1·98	...
Vishnupur	...	...	·90	·90	1·80	4·79
Kotalpur	·73	...	...	1·98	2·71	...
Onda...	...	...	2·29	·41	2·70	...
Nadai :—						
Sadar...	1·51	Nil.	·79	·68	2·98	5·83
Kushtia	2·99	·11	1·48	·44	5·02	7·19
Meherpur	2·38	·37	1·04	·67	4·46	5·82
Chuadanga	·76	·19	1·85	·04	2·84	...
Ranaghat	1·14	...	·90	·48	2·52	5·26
Murshidabad :—						
Sadar...	2·12	·05	1·93	·52	4·62	5·54
Kandi	1·57	·35	2·99	1·35	6·26	4·55
Jangipur	1·18	...	·56	·15	1·89	5·00
Jessore :—						
Sadar...	1·04	1·71	·45	·31	3·51	7·35
Jhenida	1·56	·37	·70	...	2·63	6·53

The following falls were recorded in the week ending 1st May :—

	Inches.
Bankura :—	
Sadar	·88
Raipur	·45
Maliara	·51
Khatra	·04
Gangajalghati	1·45
Onda	·63
Kishunpur	1·09
Indas	1·06
Nadia :—	
Sadar	·73
Kushtia	·46
Meherpur	1·15
Chuadanga	1·00
Ranaghat	1·85

	Inches.
Murshidabad :—	
Sadar	·55
Kandi	·70
Jangipur...	·21
Jessore :—	
Sadar	1·27
Jhenida	2·15
Magura	1·01
Narail	·40
Bangaon	1·50
Khulna :—	
Sadar	2·53
Bagirhat	·26

Statement of rainfall in the affected and threatened districts in May 1897.

	Week ending—				Total.	Normal.
	8th May.	15th May.	22nd May.	29th May.		
	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.
Jessore, *cont.* :—						
Magura	3·87	·45	·56	·62	5·50	7·95
Narail	1·47	·29	·50	·67	2·93	6·79
Bangaon	1·38	·11	...	1·41	2·90	5·88
Khulna :—						
Sadar...	2·09	Nil.	·71	Nil.	2·80	6·62
Bagirhat	1·59	Nil.	1·31	Nil.	2·90	6·94
Satkhira	2·87	Nil.	·32	·40	3·59	6·28
Rajshahi :—						
Sadar...	2·13	·34	1·16	1·52	5·15	5·44
Nator	2·46	·39	·99	5·00	8·84	6·82
Naogaon	·68	·02	·78	1·57	3·05	5·35
Pabna :—						
Sadar...	4·46	·06	2·21	·35	7·08	6·95
Sirajganj	3·65	·34	5·44	1·16	10·59	7·27
Shahabad :—						
Sadar	Nil.	Nil.	·26	Nil.	·26	1·80
Saran :—						
Sadar...	...	·29	...	Nil.	·29	1·52
Sewan	...	1·20	...	·07	1·27	1·84
Gopalganj	...	·34	·11	·65	1·10	2·64
Champaran :—						
Sadar...	Nil.	·29	·21	·34	·84	2·50
Bettiah	...	·72	·20	·70	1·62	2·68
Barharwa	...	·91	·51	·06	1·48	...
Ramnagar	...	·21	·05	·50	·76	...
Bagaha	...	·29	·24	·96	1·49	...
Muzaffarpur :—						
Sadar	Nil.	·90	·38	1·16	2·44	2·72
Sitamarhi	...	1·00	...	1·35	2·35	2·66
Hajipur	...	·82	...	·31	1·13	1·99

Statement of rainfall in the affected and threatened districts in May 1897.

	Week ending—				Total.	Normal.
	8th May.	15th May.	22nd May.	29th May.		
Darbhanga :—	Inches.	Inches.	Inches.	Inches.	Inches.	Inches.
Sadar...	·06	1·56	·15	1·04	2·81	2·58
Madhubani	·10	·68	·48	·97	2·23	2·35
Samastipur	...	·62	·56	·32	1·50	2·96
Bhagalpur :—						
Sadar...	...	·85	·18	·72	1·75	2·59
*Madhipura	...	·83	·90	1·26	2·99	4·06
Supaul	...	1·66	2·05		3·71	3·89
Banka	·03	...	...	...	·03	2·68
Sonthal Parganas :—						
Average for district...	·45	·16	·20	·47	1·28	3·65
Cuttack :—						
Sadar...	·14	...	...	...	·14	4·20
Jajpur	·26	...	·22	1·31	1·79	4·49
Kendrapara	·61	...	·02	...	·63	3·91
†Puri :—						
Sadar...	Nil.	Nil.	Nil.	Nil.	Nil.	2·58
Khurda	·94	...	Nil.	Nil.	·94	3·51
Hazaribagh :—						
Sadar...	Nil.	Nil.	Nil.	·37	·37	2·34
Giridih	...	·88	Nil.	·96	1·84	2·29
Lohardaga	Nil.	·09	Nil.	·49	·58	2·81
Palamau	0·5	Nil.	Nil.	Nil.	·05	1·22
Manbhum :—						
Sadar...	·51	Nil.	·30	1·53	2·34	3·57
Gobindpur	·08	...	·27	·49	·84	1·96
Singhbhum :—						
Sadar...	·20	·50	·70	2·59	3·99	3·89
Chakradharpur ...	·70	...	...	·14	·21	...
Ghatsilla	...	·30	·15	3·89	4·34	...

* The total rainfall for Madhipura shown in the Collector's half-monthly reports is 2·29, but it is stated that since the close of the period under report a further heavy fall of 2·35 inches has been recorded at Bongong.

† On the 30th May there was a heavy shower, the fall recorded being 1·40 inch at Satpara and 1·50 at Parikud.

N.B.—In Chota Nagpur there was general rain in the week ending 1st May, the recorded falls being :—

	Inches.
Hazaribagh :—	
Sadar	2·47
Lohardaga	1·07
Palamau	·35
Manbhum :—	
Sadar	·50
Gobindpur	·36
Singhbhum :—	
Chaibassa	1·38
Chakradharpur	·78

Monthly Famine Statement A for the five weeks ending Saturday evening, the 29th May 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of area in column 4.	Numbers on Relief Works on last day of month.					Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.					Monthly death-rate.		Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Common rice.	Barley.	Khassi.	Marua.	Maize.	In the district.	In the affected area.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
PATNA DIVISION.	Sq.miles.		Sq. miles.								S. CH.	S. CH.	S. CH.	S. CH.	S. CH.			
Shahabad	4,373	2,063	1,632	382	...	9,348	...	99	9,447	23,667	8 0	...	11 12	...	...	2·37	3·20	Nil.
Saran	2,656	2,467	1,512	1,416	...	22,430	...	1,747	24,177	59,674	8 8	11 13	...	...	...	1·96	1·77	Nil.
Champaran	3,531	1,860	3,531	1,860	...	60,459	...	40,752	101,211	88,110	8 0	12 5	...	...	9 13	2·27	2·27	Nil.
Muzuaffarpur	3,004	2,711	1,851	1,660	...	44,363	...	15,708	60,071	82,515	7 8	12 0	...	...	9 8	1·99	1·99	Nil.
Darbhanga	3,835	2,801	2,940	2,234	...	141,182	...	6,232	147,414	92,228	7 8	...	...	11 0	9 12	1·87	1·97	Nil.
Total for the Division	16,899	11,902	11,466	7,552	...	277,782	...	64,538	342,320	346,194	...	...	...	...	...	...	...	...
CHOTA NAGPUR DIVISION.																		
Palamau	4,912	596	4,912	596	...	3,045	...	...	3,045	1,971	7 9½	...	...	...	...	1·73	1·73	Nil.
Manbhum	4,447	1,193	3,373	991	...	3,971	...	...	3,971	11,969	7 8 to 8 0	...	...	...	...	2·59	2·64	Nil.
Total for the Division	9,059	1,789	8,285	1,587	...	7,016	...	...	7,016	13,940	...	...	...	...	...	...	...	...
PRESIDENCY DIVISION.																		
Nadia	2,793	1,644	927·75	478	...	11,382	...	8,719	20,101	53,444	8 3	...	...	...	...	2·44	2·19	Nil.
Khulna	2,077	1,177	467	276	...	4,748	58	3	4,809	6,163	8 0	...	...	...	...	1·76	2·25	Nil.
Murshidabad...	2,144	1,250	167	95	...	3,808	...	...	3,808	4,732	8 8	...	...	...	...	2·25	2·25 (Not reported).	Nil.
Total for the Division	7,014	4,071	1,561·75	849	..	19,938	58	8,722	28,718	64,339	...	...	...	...	...	...	...	...
BHAGALPUR DIVISION.																		
Bhagalpur	4,226	2,032	600	325	...	7,313	...	...	7,313	2,740	7 8 to 8 13	...	...	12 0 to 13 0	...	2·2	2·2	Nil.
Southal Parganas	5,470	1,754	1,321	377	...	3,490	...	...	3,490	951*	7 8	...	...	...	...	2·2	2·1	Nil.
Total for the Division	9,696	3,786	1,921	702	...	10,803	...	...	10,803	3,691	...	...	...	...	...	...	...	...
ORISSA DIVISION.																		
Puri	2,473	945	365	102	...	4,604	...	...	4,604	...	10 0 to 12 0	...	...	...	...	2·36	·25	Nil.
Grand Total	45,141	22,493	23,598·75	10,792	...	320,143	58	73,260	393,461	428,164	...	...	...	...	...	...	...	...

*This has been taken from the weather and crop telegraphic report for the week ending 31st May.

Monthly Famine Statement B for the five weeks ending Saturday evening, the 29th May 1897.

District.	Maximum number for whom employment on relief works is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works.		Number for whom relief can be provided by works remaining on programme on date of report.		Expenditure since 1st April 1897.			Advances since 1st April 1897 up to end of month under—		Revenue suspended.
		On large works.	On small works.	On large works.	On small works.	Date up to which account is made up.	On relief works.	On gratuitous relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	
1	2	3	4	5	6	7	8	9	10	11	12
PATNA DIVISION.							Rs.	Rs.	Rs.	Rs.	Rs.
Shahabad	12,000	10,249	3,862	5,138	2,406	29th May	36,842	61,890	11,250	13,398	Nil.
Saran	84,971	42,891	7,677	36,494	791	...	64,933	105,547	9,097	52,793	Nil.
Champaran*	130,000	212,600	87,700	165,000	60,000	...	361,107	199,342	3,064	3,378	Nil.
Muzaffarpur	300,000	79,906	95,919	71,823	72,595	...	216,515	153,246	2,562	4,688	Nil.
Darbhanga	351,964	138,478	213,486	73,959	130,302	29th May	298,242	100,074	9,306	...	Nil.
Total for the Division ...	878,935	484,124	408,644	352,414	266,094	...	977,639	620,099	35,279	74,257	Nil.
CHOTA NAGPUR DIVISION.											
Palamau	87,372	18,792	68,580	18,792	65,443	29th May	19,384	6,749	18,876	...	Nil.
Manbhum	120,000	52,379	69,325	52,379	69,325	Ditto	9,398	12,167	9,755	...	Nil.
Total for the Division ...	207,372	71,171	137,905	71,171	134,768	...	28,782	18,916	28,631	...	Nil.
PRESIDENCY DIVISION.											
Nadia	38,289	51,064	34,381	39,251	27,894	29th May	184,111	126,004	28,800	20,572	Nil.
Khulna...	10,480	...	6,525	...	3,560	Figures not correctly furnished.					Nil.
Murshidabad	51,806	17,440	36,792	16,056	30,873	29th May	14,960	1,110	7,888	8,259	Nil.
Total for the Division ...	100,575	68,504	77,698	55,307	62,327	...	199,071	127,114	36,688	28,831	Nil.
BHAGALPUR DIVISION.											
Bhagalpur	25,000	13,689	7,981	13,689	7,981	29th May	59,368	7,783	...	17,512	Nil.
Sonthal Parganas†	40,498	2,845	46,755	2,845	43,523	21st „	6,246	885	5,250	...	Nil.
Total for the Division ...	65,498	16,534	54,736	16,534	51,504	...	65,614	8,668	5,250	17,712	Nil.
ORISSA DIVISION.											
Puri	7,000	...	6,000	...	4,000	29th May	...	...	1,000	3,290	64,533‡
GRAND TOTAL	1,259,380	640,333	684,985	495,426	518,693	...	1,271,106	774,797	106,848	124,090	64,533

* The figures given in column 3 for Champaran include 21,200 to be employed on railways. The works so far undertaken have been largely outside the programme; hence the large proportion shown as still unexhausted in colums 5 and 6.

† These figures are for the Jamtara sub-division only. Figures have not been furnished for the Deoghur sub-division.

‡ This has been done without the orders of Government. An explanation has been called for.

No. 2681/7—33-F. Simla, the 9th August 1897.

From T. W. Holderness, Esq., I.C.S., Deputy Secretary to the Government of India, to the Secretary to the Government of Bengal, Revenue Department. Department of Revenue and Agriculture (Famine).

SIR,

I am directed to acknowledge the receipt of your letter No. 1449 (Fam.), dated 22nd July 1897, submitting the report for June on relief operations in the Bengal Presidency.

2. The number of persons on relief on the 26th June was 702,841* against 821,625 on the 29th May. Since then the numbers have further fallen, the total being 582,493 for the week ending 24th July.

*Relief Workers.	Gratuitously relieved.
29th May, 393,461	428,164
26th June, 264,790	438,051
24th July, 186,458	396,035

3. The substitution of piece-work for task-work conducted under the ordinary rules of the Famine Code in some districts of Bengal and on two or three large works in Behar is perhaps the most important feature of the June reports.

The remarks on the results of the piece-work system contained in paragraph 8 of your letter seem to be based on later information than is given in the district reports. It is there stated that in the Muzaffarpur district the people have now taken kindly to piece-work. No mention of this is made in the report of the Collector of Muzaffarpur. In the Sonthal Pargannas and in Puri, according to paragraphs 18 and 20 of your letter, the piece-work system has reduced both the number of relief labourers and of dependants. In Champaran and Darbhanga the average wage earned by the workers is said to be less than was anticipated, and no material reduction in gratuitous relief is expected by the Collector of Darbhanga to result from the change of system.

4. If, as the Commissioner of Patna appears to anticipate, the relief works with a continuance of favourable rains will close for the most part in August, the question of substituting piece-works for test-works on a large scale is not of great importance. In the North-Western Provinces and Oudh and the Central Provinces the change has helped to stimulate the return of the people to agriculture and in this way has been beneficial. And but for the prospect of relief works closing in Behar at an early date, the Government of India would be disposed to press for the adoption there of similar measures.

5. The matter of gratuitous relief in the Province of Bengal is under separate consideration and nothing need be said on the general question in this place. I am however to say that the Government of India have read with much satisfaction the very proper orders which the Lieutenant-Governor has passed to curtail the numbers in receipt of relief at their homes in the districts of Nuddea, Manbhum and Khulna.

I have, &c.,

T. W. HOLDERNESS,

Deputy Secretary to the Government of India.

NOTES OF AN INSPECTION OF FAMINE RELIEF WORKS IN BENGAL, BY MR. T. HIGHAM, C.I.E., ON SPECIAL DUTY, FAMINE RELIEF OPERATIONS.

Itinerary.

1. My tour in Behar commenced at Bankipur, where I arrived on the morning of Sunday, the 20th June, and remained until the evening of the 22nd as the guest of Mr. Bourdillon, the Commissioner of Patna, who kindly arranged a programme for my tour, and gave me much interesting information regarding the relief works. I arrived at Muzaffarpur before daybreak on the morning of the 23rd, and was met there by Mr. Maude,

the Collector, and Mr. Disney, the Executive Engineer. I saw the poor-house here and a few small civil works (tanks), but owing to the holiday and rain there was very little labour on them. My train left before noon, and arrived at Motihari about 3 P.M., where I was met by Mr. Macpherson, the Collector of Champaran, who took me the same afternoon to the Belra tank, a relief work about 9 miles distant, which was being carried out by the Civil Officers. Lieutenant Kaye, the Inspecting Civil Officer, also accompanied us. Heavy rain fell while we were inspecting this work which continued without interruption for nearly 48 hours. On the afternoon of 24th I went on with Mr. Macpherson by rail to Bettiah, and on the following evening we drove to the Pursa Factory, where the night was passed. On the morning of the 26th we went together to Ramnagar, 17 miles further on, inspecting on the way the Malaya Tola Bank, which is a relief work under Civil Officers. At Ramnagar we met Mr. Toogood, the Superintendent of Works, Mr. Still, the Civil Officer, Mr. Sealy, Executive Engineer, and Mr. Jolly, the Assistant Engineer. After breakfast we inspected the relief works on the Trebeni Canal, which are being conducted on the piece-work system by the Public Works Department. We left Ramnagar on the following morning (Sunday), returning to Bettiah, and taking train to Motihari, where we arrived late in the evening. On the morning of the 28th Mr. Macpherson drove me to Dhaka, about 17 miles out, where we inspected the Dhaka Canal relief works which is being carried out by the Public Works Department on the task-work system, under Lieutenant Biddulph, R.E., the Sub-divisional Officer, Mr. Toogood and Mr. Stawell, the Executive Engineer, accompanying us from Motihari. We returned the same evening, and I left by the night train for Laheria Serai (next Darbhanga), where I arrived on the following morning, and proceeded at once, accompanied by Mr. Mills, Superintendent of Works, and Mr. Long, the Executive Engineer, to inspect the Chakla tank about 4 miles distant, a relief work which is being carried out by the Public Works Department. Later on the same day I had an interview with His Honour the Lieutenant-Governor, whom I accompanied on the following morning (29th) on an inspection of the Sakri-Jainagar Railway which is being carried out as a relief work by the Public Works Department on the piece-work system, Lieutenant Close, R.E., being the Sub-divisional Officer. On the 1st July, Mr. Mills took me by rail to Kamtoul, where we met Mr. King and his brother, Managers of the Darbhanga Raj, who showed us a small relief work (tank), that was being executed by the Raj. We afterwards inspected the great Hira Patti tank, which is a relief work on the task-work system, under Mr. Banerji, Executive Engineer, Madhubani Division, who met us on the work. We returned to Dharbanga in the afternoon, and I halted there the following day, leaving during the night for Mokameh, where I arrived on morning of the 3rd July and left Bengal by the night mail for Bellary in Madras Presidency.

Character of the relief works.

2. The relief works in Bengal consisted at first almost entirely of village tanks and road work. More recently canal and railway works have been opened by the Public Works Department. The principal canal is the Trebeni, on which there are three sections, about 20 miles to the north of Bettiah. I did not see the plans or estimates for this work, which have been prepared by Mr. Buckley, Superintending Engineer, Sone Circle, but was informed that the total of the estimate amounted to over Rs. 30,00,000, of which not more than Rs. 4,00,000 would be spent on earthwork suitable for famine labour. If there is an assured supply and a good command this should form a very valuable protection work, as it traverses the north or worst part of the Champaran district, immediately bordering on the Nipal Terai. It is contemplated that it should be completed as a famine protective work, but it has not yet been sanctioned as such by the Government of India, and until the estimate is submitted I can express no opinion on its merits. There is a second and smaller canal in the Champaran district, called the Dhaka Canal, and another in Muzaffarpur district, comprising five sections, called the Bagmati-Lakhandai Canal. The railway works consist of the Sakri-Jainagar branch, in four sections, in the Darbhanga district and the Bettiah-Bagaha railway in Champaran. All these works, with the exception of the Dhaka Canal, are being done by piece-work, and to them may be added the Baya Nulla cut in Muzaffarpur district, which is also being done by

piece-work. The village tanks and road works are being carried out entirely by task-work. Some of the tanks are of great size, as much as 800 by 500 feet, and it is hoped that they will somewhat strengthen the position of the villages to which they belong in future seasons of drought by securing a constant supply of water for the cattle, and by means of the lift irrigation that can be effected on the margin, while in some cases it is proposed to stock them with fish. Directly such works will of course be entirely unremunerative and they will benefit only the people in the adjoining villages, but they are often the most useful works that can be proposed, and under the system that has been developed in Bengal, under the guidance of Mr. Glass, Chief Engineer, they are a very convenient form of relief work, as the tasks can be so easily adapted to the capacities of separate families. Road works are more generally useful and are numerous, but in some districts they have been kept somewhat in abeyance, under the idea that they should be reserved as far as possible for the rainy season, when the tank works will be drowned. It may also be noted that road work in Behar consists of earthwork only, as there is no stone which can be broken into metal—a principal form of relief work in other provinces. Broken brick is the only material for metalling roads. As shown in the statement appended out of 262 works in the Shahabad, Champaran and Darbhanga districts, no less than 151 were tanks, of which 110 were in Darbhanga. The number of tanks in Saran and Muzaffarpur districts has not been noted.

Works under Civil and Public Works agency.

3. A noteworthy feature of the relief works in Behar is the extent to which they are carried out by the agency of the Civil Officers, rather than by the Public Works Department, and the smallness of the average attendance on each work, as is shown by the following table :—

District.	Number of works.		Average number of male units for week ending 12th June.		
	Under Civil Officers.	Under Public Works Department.	Under Civil Officers.	Under Public Works Department.	Total.
Shahabad	9	...	6,860	...	6,860
Saran...	40	12	14,392	2,652	17,044
Champaran	54	28	69,301	27,907	97,208
Muzaffarpur	86	27	38,712	10,201	48,913
Darbhanga	139	46	68,642	36,861	105,503
TOTAL	328	113	197,907	77,621	275,528
Average number on each work ...	...	...	603	687	625

The number of male units in Bengal is obtained by reducing the women and children to male units according to the proportions of their respective wages. The actual daily numbers of workers in the districts included in the table above for week ending 12th June was 334,055, or 21 per cent. in excess of the number of male units, so that the average number of *workers* on each work may be taken at 756.

The low proportion of works under Public Works Department to works under Civil Officers is explained in paragraph 11 of a note on the evolution of relief works in the Patna Division, which Mr. Bourdillon, the Commissioner, kindly wrote for my information, and which is appended to these notes. It appears that under reduction schemes which were introduced in Bengal a few years ago, the Public Works Department was almost entirely restricted to irrigation. In the General Branch there were but four Executive Divisions—two at Calcutta, one at Darjeeling, and one at Chota Nagpur, and there were two Executive

Engineers—one at Dhaka and one at Bankipur, who under the title of Inspectors of Works controlled the operations of the District Board Engineers, to whom practically all public works other than irrigation had been entrusted. When it had become apparent that relief works would be required on a large scale, two temporary circles were formed, each under the charge of a Superintendent of Works. The services of the District Engineers of Muzaffarpur and Champaran were temporarily placed at the disposal of the Public Works Department, and as many Engineers as could be spared were also taken from the Irrigation Branch, while seven Royal Engineer officers were temporarily transferred from the Military Works Department. With the staff thus formed canal and railway projects have been worked out and started, and the larger and more important of the works under Civil Officers have been taken over. The smallness of the average attendance at each work is due to the fact that so many of the works are very small, the excavation or clearance of village tanks being, as before stated, the principal form of relief-work.

Bengal system of task-work.

4. It will be seen from Mr. Bourdillon's note that in Bengal, as in the Central Provinces, the North-West provinces Circular No. 18-P. W., dated 1st December 1896, has been accepted almost in its entirety as the basis of the system of task-work, and incorporated, with a few modifications, in the instructions issued by the Government of Bengal with its Resolution No. 420-M. P. I., dated 25th January 1897. The principal difference is in paragraph 40 of the instructions, in which it is pointed out that in Bengal the women and children do not greatly out-number the men as in the North-West Provinces, and that under such conditions it will not be sufficient to task the digger, but that the task should be exacted from the gang as a whole. Task tables were accordingly prepared showing the average daily outturn of work that might be expected from every member of a gang in which care had been taken to establish a correct proportion between the numbers of carriers and diggers. Subsequently these task tables were supplemented by a very helpful set of instructions contained in a note, dated the 15th March 1897, by the Chief Engineer of Bengal :—

"On the manner of laying out tanks for famine relief works, and on the method of determining the proportion of carriers to diggers under the varying conditions of lead and lift in the construction of tanks and roads."

In this note the system of fixing the task according to the number of male units in the gang was given up, and it was directed that the task should, in the first place, be exacted from the diggers, but that the number of carriers in the gang should be strictly limited, according to the rules given, to what was necessary for carrying away the earth excavated by the diggers. It was also directed that the task should not be fixed for the whole gang as had been proposed in the orders issued with the Resolution of the 25th January, but that the gang should be subdivided into separate pit gangs who are willing to work together, the wages and fines of each pit gang being separately calculated and made over for disbursement to the headman nominated by the gang. The number of diggers in a pit on tank work is usually four, the number of carriers depending on the lift and lead, but the average number of diggers and carriers in a pit gang may be taken at 20, three gangs being under the charge of one mate.

Difference between the Bengal and North-West Provinces system of task-work.

5. The essential difference between the systems of task-work obtaining in Bengal and in the North-West Provinces is that in the latter, owing to the normal excess of carriers, the people are taken as they come, and the carriers are distributed in the proportions they happen to bear to the diggers, and so have often but a nominal task to perform, whereas in the former it has generally been found possible to adapt the number of carriers to the outturn of work by the diggers, and to give every carrier as well as every digger a full task. In this respect the Bengal practice resembles that in force in the Bombay Presidency, where no great difficulty has been experienced in finding a full task for all carriers.

It will also be noted that in Bengal the unit of tasking is the pit gang or a sub-division or section of a full mate's gang, and is thus intermediate between the

unit adopted in the Central Provinces and Bombay, which is the full gang, and that in some parts of the North-West Provinces, which is the individual digger.

Classification of labourers.

6. There is also a slight difference on some works between the methods of classifying the workers in Bengal and the North-West Provinces. In the latter all adult carriers, whether men or women, receive normally the D wage, diggers only receiving the B wage In Bengal all women and the men who are weakly are paid the D wage, but in some cases strong adult males receive the B wage whether actually employed on digging or not. The B class therefore often includes diggers and able-bodied carriers. The reason for this is that under the strict system of proportioning the carriers to the diggers that is followed in Bengal, it is often necessary to take off a digger and turn him into a carrier, and *vice versâ*, so that an able-bodied male may be employed at one time as a digger and at another as a carrier. Thus the B class in Bengal includes actual and potential diggers, whereas in the North-West Provinces it consists of actual diggers only.

I have said that all women, being but carriers only, receive the D wage, but they are not all returned as in the D class. In paragraph 4 of my notes on the Central Provinces it has been shown that the classification of workers adopted for the daily and monthly returns is not that upon which wages depend; the same practice obtains in Bengal and is due in both Provinces to the distinction that has been drawn in paragraph 35 of the North-West Provinces Circular No. 18-P. W. D., dated 1st December 1896, between a classification by capacity and a classification by wages. The famine returns of the North-West Provinces do not show the classification of workers, but in the Bengal returns three classes have been regularly shown—Class B, Class D, and Special. The last class includes those who receive a daily wage irrespective of task, because the work on which they may be employed cannot be conveniently tasked. From the appended abstract of Famine Statement D for the five districts in the Patna Division in which relief works are in progress during the week ending 15th May, it appears that the average wage per male unit in the special gang amounted to 1·566 annas against 1·534 annas, the average wage per male unit of the task gangs, and these rates agree so closely that the gangs are probably similarly constituted as regards the proportions in each in receipt of the B and the D wage.

It will be seen from the same statement that children have also been classed in B and D, though such a classification of children is unnecessary where there is no gradation of wages. The classification shown in the famine returns for the week referred to for these five districts is compared in the table below with what is approximately a true classification in accordance with the wages normally payable :—

Sex, etc.	Classification in Famine Returns.			Wage Classification.	
	Class B.	Class D.	Special.	Class B.	Class D.
Men	546,008	59,564	257,689	803,697	59,564
Women	533,426	105,371	171,150	...	809,947
Total adults ...	1,097,434	164,935	428,839	803,697	869,511
Children	211,281	52,035	61,691	Unclassed. 325,007	
Grand Total ...	1,290,715	216,970	490,530	1,998,215	

According to the wage classification it appears that out of 1,673,208 adults, not less than 869,511, or 52 per cent., were in the D class—a fact which is not brought out by the famine returns. The percentage was probably higher than this, for in the table it has been assumed that all men in the special gangs were in the B class, whereas it is probable from what has been said above that no inconsiderable number of them were paid the D wage.

7. From the table in the foregoing paragraph it will also be seen that the proportion of men to the total number of adults is about 52 per cent., so that they out-number the women, and it is this favourable condition that renders it possible to give every carrier a full task. On tank work, too, it is possible to adjust the task pit gang to the constitution of the gang, as different pits require different proportions of carriers to diggers. Thus in a typical tank of 300 by 200 feet, and 12 feet deep, divided into pits 20 by 20 feet, if it be assumed that 4 diggers are required in each pit, the number of carriers required, according to Mr. Glass's instructions and diagrams, will vary from 12 to 28, according to the position of the pit, *i.e.*, the number of carriers required for each digger will vary from 3 to 7. When it is necessary to put a gang containing say 4 diggers and 12 carriers into a pit for which a larger proportion of carriers are required, say 7 to 1, this is accomplished by taking off 2 diggers and making them carry, and it is for this reason that all able-bodied males who can dig, whether actually employed on digging or not, receive the B wage. It is thus partly in consequence of the higher proportion of males, and partly on account of the number of tank works, that such full tasks can be set in Bengal, and that a far more elastic system of tasking, which will adapt itself to the constitution of the family gangs, is possible than elsewhere.

Proportion of men to women and interchange of diggers and carriers.

8. The full task set for diggers in Bengal is as follows :—

Earthwork tasks.

Soft soil	200 cubic feet.
Medium soil...	125 „ „
Hard „	83 „ „

The average task for a carrier is 75 cubic feet over a lead of 100 feet. The soil in Bengal is very soft, and it may perhaps be considered that a task of 200 cubic feet is not higher here than one of 100 cubic feet in the North-West Provinces, but however this may be there is no doubt that the carriers are much more heavily tasked here than elsewhere, and that they have to work as hard as the diggers, though it may be right that they should not be paid as well, as all can carry but only a few can dig. It will be noted, therefore, that although Bengal has followed the North-West Provinces in paying a D wage only to the carriers (excluding the stronger men who can dig on occasion) a much fuller task is exacted from them, and it cannot be said in favour of the low wage that the carriers, being taken as they come, do only a nominal task.

9. Of course these full tasks have not always been realised. There are three ways by which they are reduced. Sometimes the full task is not exacted from motives of leniency, sometimes the work is overmeasured, and sometimes carriers are distributed in excess of requirements. In works conducted under civil agency it might be expected that at first all these causes would come into play, the works being so numerous and the staff at the disposal of the Civil Officers so untrained and inexperienced. There is no doubt that this was the case, and that the work was often overmeasured or the men undertasked, but the results attained have been so closely scrutinised by the Collectors and the Commissioner that defects were remedied and a rapid improvement effected. In the case of works under the Public Works Department, after initial difficulties had been surmounted, very nearly full tasks have been realised. In illustration of these remarks I will now refer to a few works on the task-work system that I inspected.

Reasons for short tasks.

10. The first of these was the Belra tank, in Champaran district, which I visited on the 23rd June and on which work was being carried out by the Civil Department. Owing to the rain and Jubilee holidays the attendance on the work was small, but on the 19th there had been 1,843 workers. The full task for diggers was 200 feet, but on this and I believe other civil works full rates are paid if the deficiency is not more than 12½ per cent., that is, full rates are paid for a task of not less than 175 cubic feet and in the case of new comers 150 cubic feet are accepted as a full task for the first week.

Belra tank.

The wage scale was as follows :—

Task in cubic feet.	Diggers and strong carriers.	Weak male carriers.	Women.	Children.	
				12—16.	10—12.
		Pice.	Pice.	Pice.	Pice.
175 or over	7	6	5	4	2
Less than 175, but not less than 125	5	5	4	3	2
Less than 125	3	3	3	3	2

The grain rate was not noted, but these wages correspond to a rate of 10½ seers to the rupee.

Males who are not strong carriers and cannot dig received 6 pice for a full task.

Mates receive 10 pice a day, and there is one for every four gangs, and they are fined when the gangs do short work.

Lieutenant Kaye told me that on road work, where it was necessary to encourage diggers, 8 pice were paid for a full task to all actual diggers, the male carriers receiving 6 pice, but on tank work 7 pice were paid to all diggers and strong carriers.

Dependants were paid as follows :—

	Pice.
Adult males	5
,, women	4
Children under 10...	1

but adults were only allowed to remain on the work pending their transfer to the gratuitous list, except in the case of women required to look after children.

The Sunday wages are—

	Pice.
Adult males	6
,, women	5
Big child	4
Small child	2

It will be seen that the wage for a full task for all but diggers and able-bodied carriers is the same as the Sunday wage, and that all adult workers receive less than the dependant's wage when they do a very short task.

As far as I could ascertain the diggers had done their full task of 200 cubic feet during the day, but the carriers were greatly in excess, being nearly 12 to 1 instead of 7 to 1 as required by the tables.

The officer in charge was a native non-commissioned officer who was quite new to the work, and not very intelligent. Lieutenant Kaye has, however, supplied me with particulars of this work from the commencement, from which it appeared that while the reported outturn per digger had been 183 cubic feet, the true outturn according to final measurements had been only 147 cubic feet. This difference is no greater than might be expected when the aggregates of small measurements were not properly checked, but a real task of 147 cubic feet cannot be considered a very light one, and as full wages were paid for 175 cubic feet the tasks were not very short. As to carriers I found that the average proportion throughout the work had been 9·6 to 1, whereas under Mr. Glass's table 6 should have sufficed. The 200-foot task should therefore have been carried out by 1 digger and 6 carriers, giving an average of 28·6 cubic feet per worker, whereas the actual average had been 18·2. The mean lead was 180 and mean lift 10 feet. The actual cost per 1,000 cubic feet worked out to Rs. 5-2-7, and the average

wage per male unit to 1 anna 7 pie. If full tasks had been executed throughout from both diggers and carriers the cost would have been about Rs. 3-4-6 per 1,000.

In this work therefore something less than two-thirds of a full task had been attained, but the actual task was still a very fair one, as the people were not a very sturdy lot, and there appeared to be no professional earth-workers among them.

I inspected another tank work under civil agency at Malaya Tola on the 26th. Here the full digger's task had been reduced from 200 to 150 cubic feet on account of the soil being hard, but at time of my visit sand had been cut into and the soil appeared no harder than at Belra tank. The diggers were paid 8 pice, and *all* male carriers 6 pice, other wages being as before, but it was a small work employing only about 400 workers. The wages for 19th at full rates would have amounted to Rs. 327-3, but the payments amounted only to Rs. 26-5-6, so there had been a good deal of short work, even with the task reduced as above. There were five carriers (four women and a boy) to each digger, which was right according to the tables, but with the digging task reduced to 150 cubic feet the proportion should have been reduced to four to one to ensure a full carrying task.

Dhaka Canal.

11. The Dhaka Canal is being carried out by task-work under the Public Works Department, Lieutenant Biddulph, R.E., being the Sub-divisional Officer in charge. This work is interesting, because in the section inspected by me the lead was under a 100 feet, with a lift of about 5 feet, for which two carriers per digger would have fully sufficed, but it had here been necessary to put on three owing to an excess of carriers, and not to insist on a full carrier's tank as on the tank work. The wage scale was as below on a 9½ *seer* basis :—

Task per digger in cubic feet.	Diggers.	Men carriers.	Women carriers.	Children.	
				12—16.	10—12.
190 cubic feet or over	8	6	5	4	2
Less than 190	5	5	4	3	2
Less than 170	3	3	3	2	2

The full task is 200 feet, but a margin of five per cent. only is allowed. Here the digger gets the B wage and the male carrier the D wage, all women getting D wage as usual. The fine on the digger for a short task is very heavy. It will also be seen that the big children are fined down to 2 pice, and that as at Belra all are fined below the penal wage for a very short task, but at Belra a very short task was less than 125 cubic feet, whereas at Dhaka it was anything below 170 cubic feet. The tasks appear therefore to be much more stringently enforced than on the civil works, or at least less margin is given, and there is of course less chance of over-measurement.

The Collector told me that the Sub-divisional Officer had objected to putting a number of famine labourers that had been sent to him on to this work, as to do so would cause an increase in his earthwork rates, but that he found work for them on a tank close by. The question was discussed during my visit. Lieutenant Biddulph was evidently very unwilling to still further increase the proportion of carriers to diggers, or to take on those who could not do an average task, but he promised to make special gangs, and get what work he could out of them. It was evident, however, that the carrier difficulty is sometimes felt, even in Bengal, and except that the very short task was fixed at a higher percentage of the full task the system in force on the Dhaka Canal differed in no respects from the North-West Provinces system of task-work.

The Blackwood system of task-work.

12. I visited two more Public Works Department works which were nominally on the task-work system, *viz.*, the Chakla and Hira Patti tanks. In both of them, however, a variation of pure task-work has been introduced which has the effect of converting it into piece-work, or payment in direct proportion to the outturn. A task is given to each gang according to the number of diggers, at the rate of 200 cubic feet per digger, and if completed during the day is measured up and paid for the following morning. If not completed it is not measured up until the following day. Any work done on the second day in excess of the original task is not measured unless sufficient to complete the second day's task, in which case the two days' full tasks are paid for, and there is no fine, the deficiency in the first day's task being made good by the extra work done on the second. If, however, a gang took five days to complete three daily tasks the members would only receive payment at the wage fixed for each for three days, though it might be employed for five days, and an automatic system of fining according to the deficiency of the outturn is thus established. I was told that this system was in force throughout the Darbhanga district, both in the works under Public Works Department and those under civil agency, and that it was in fact first introduced on the former by Mr. Blackwood, the system being called by his name. At Chakla tank a gang included about six pits. I found that here the payments were made to the gang through the mate, and not to each pit gang separately, though the pit measurements are separately recorded, but the officer in charge does not go beyond the gang in distributing payments. Fines are therefore made on the gang and not on the pit, but this was almost immaterial, as it was said that in practice the daily tasks were always completed and every one paid in full, and that if the work in any pit was not completed the whole of the gang combined in clearing it off. As far as I could judge from an examination of the accounts on the work this was the case, and the total of the daily payments corresponded very closely to the full wages of the number of men employed. The workers on this tank were distributed in close accordance with Mr. Glass's tables, and the tasks done by the carriers were very high. In one average pit taken at random I found 22 carriers to 3 diggers, and 600 cubic feet was carried by them for a horizontal lead of about 200 feet and a lift of 20 feet.

In working under the system described a difficulty may occur when the strength of the gang varies on two consecutive days and payment is only made for one day. No one could tell me on which day's muster payment would be made in such a case, but the tasks are so generally completed that the difficulty does not appear to have arisen in practice.

Hira Patti tank.

13. The occasional variations in the strength of a pit gang sometimes disturbs the adjustment of the task, though when payment is made on the full gang, and not on the pit, this difficulty is not very serious. On the Hira Patti tank I found, however, that it was the custom to vary the task daily according to the actual number of people in the pit, as a table had been made out by the Executive Engineer, Mr. Banerji, showing the outturn due from each worker on the assumption that the prescribed proportions of carriers to diggers was observed. Thus, if one man out of a gang of 25 were absent, the task for the pit was reduced by 4 per cent., and it was left to the diggers and carriers to arrange details between themselves. As there were generally two or three male carriers in the pit, who were able to dig on occasion, this arrangement worked very satisfactorily. The task was fixed daily in terms of the depth to be excavated, the area of a horizontal section through the pit being constant, and a length of bamboo was given to the headman in the morning showing the depth to be excavated.

At this tank I found the attendance on 29th May to be as follows:—

100	diggers.
165	male carriers.
493	women.
17	big children.
6	small children.
721	

Counting the children as half adults there were thus 670 carriers to 100 diggers, or 6·7 carriers per digger, which was no higher than allowed by the tables. The carrying tasks here were very full. At one pit I found seven women who had to carry 200 cubic feet for a horizontal lead of 140 feet with a lift of 20 feet, and here as at Chakla tank it was the regular thing for the full task to be accomplished.

Task-work accounts in Darbhanga.

13. Before leaving the subject of tank task-work in Darbhanga reference may be made to the abstract of Famine Relief Statement D which is appended, in which the figures for the week ending 15th May relating to tank work only have been given. From these figures it would appear that 11,912,000 cubic feet of earth-work were completed by 357,035 male units, giving an average task of 33·36 cubic feet per male unit per diem, at an average rate of Rs. 3·05 per 1,000. This is the way that rates are generally reckoned in Bengal, where the work done by all the tasked workers is rigorously scrutinised; but it will be seen from the statement that no less than 114,759 male units were employed on daily wage irrespective of task. These include all the recipients of the Sunday wage which will probably account for over 60 per cent. of the whole. Of the balance some were employed in water carrying, others in dressing and other miscellaneous work that could not be tasked, but it is obvious that these gangs should be included in considering the actual cost of work done. Including them the total number of male units becomes 471,494, and the outturn of work per male unit 25·25 cubic feet, which is still a very high outturn for tank work. The rate becomes Rs. 3·89 per thousand, and the average payment to each male unit 1·57 annas, or little more than the wage of a male of class D.

These figures include works under both Civil and Public Works agency. For the week in question the outturn per male unit was considerably higher on the former than the latter, but this is probably due to the Public Works tanks being generally larger than the others. Unless all particulars of lift and lead are given it is impossible to compare the outturn per male unit, but the figures that I have analysed indicate that as full tasks are exacted on the Civil as on the Public Works tanks in Darbhanga.

Close attention paid to the outturn of work per male unit.

14. It will thus be seen that full tasks are very rigorously exacted in Bengal, and that wherever possible, as on tank work, the greatest care is taken to fully task the carriers, and to restrict the proportion of carriers to diggers to a minimum, so as to make the average outturn per male unit as high as possible. Extraordinary attention is paid to this question of outturn per male unit. The Superintendent of Works, Darbhanga, prepares daily a table of all the works in progress in his circle, showing for each all the information given in the appended abstract of Famine Relief Statement, and something more. The outturn per tasked male unit and the cost per 1,000 cubic feet is shown for each work, and if the former is low or the latter high explanations are called for. This is prepared in duplicate daily, and one copy is forwarded to the Chief Engineer and a second to the Commissioner, and I understand that the figures are closely scrutinised by both officers, and explanations called for when necessary. I have one copy of this statement which includes 124 works and occupies six large sheets of paper. I presume that similar statements are sent by the Superintendent of Works, Champaran, but am not sure whether this is the case. In works under civil agency the same close scrutiny is exercised, and I was told by the Collector of a civil work in Darbhanga where bogus entries in the muster rolls were detected owing to the strict scrutiny exercised on the outturn rates per male unit, with the result that the official concerned was dismissed. I doubt whether fraud of this kind could have been detected by this scrutiny in any other Province that I have visited, and in all others I have found the greatest difficulty in readily obtaining such figures as I have given in the appended statement. The half monthly famine returns in the Calcutta Gazettes give this and much other information, and the narrative reports afford evidence of the close attention paid by all officers to the tasking and outturn of work. I believe it may safely be said

that in no other Province are the full tasks for a minimum wage as heavy or as fully worked up to as they have been in Behar. This is partly due to the high proportion of men to other workers and to the character of the works, which, as a rule, permit the employment of a high proportion of carriers, but a great deal is undoubtedly due to the vigilant attention paid to the daily outturn from each male unit.

Average wage per male unit.

15. Nor can it be said that the task-workers receive a higher wage than elsewhere. The appended statement shows that the total wages paid during the week ending 15th May to the tasked and special gangs amounted to Rs. 1,54,358, or 1·54 annas per male unit, the rate for each individual worker being 1·24 annas. In paragraph 28 of my notes on the North-West Provinces it was shown that the average wage paid to 71,289,165 workers had amounted to 1·17 annas, and if we assume that the average daily wages of men, women and children were in the proportions of 6, 4, and 2½ respectively, the corresponding number of male units will have been 49,734,984, and the average rate *per male unit* 1·68 annas. The actual rates of course depend partly on rates in force for the conversion of grain equivalents, and this must be borne in mind in all comparisons, but I do not think it will greatly affect that now made, and it may be said that in both Provinces the average pay of the male unit has been between six and seven pice with the conversion rate varying from 9 to 12 seers to the rupee.

Effect of high tasks in restricting the numbers on the works.

16. The high tasks and low wage in Bengal have probably kept away from the relief works all who were able to support themselves by other means, but it may be thought that they have also tended to exclude those who were physically too weak to carry out the task demanded, though not helpless enough to be made recipients of gratuitous relief. There is no doubt that such persons are unwelcome on the Bengal relief works. Almost all the officers that I met, both Civil and Public Works, expressed very freely the opinion that they should not be allowed on the works, and that it would be far less demoralising to place them on the gratuitous relief list than to lower the task standard down to their incapacity. This was an abstract opinion only, for which there is a good deal to be said, but which it is unnecessary to discuss at present, for I was told that in practice no one was refused admission to the works, and that endeavours were made to provide light employment for weakly individuals, who were drafted into the special gangs in which there is no tasking. I think it probable, however, that the indirect effect of high and rigorous tasking is to prevent people of this class coming to the works. It may be that, when it is found that the weaker members of a family are unable to earn full wages on the works, the abler-bodied attend the works, and leave their weaker relatives to do the home work in the villages, and this would be a very desirable arrangement; but, on the other hand, it may be thought that these weak persons, finding no place for themselves on the works, are gradually forced on to the gratuitous relief list of the villages to which they belong, especially as the numbers of those on these lists have been in a much higher proportion to the numbers of those workers than in other Provinces. During my tour, therefore, I endeavoured to see as many as possible of the people on village relief, who were called in from the neighbouring villages for my inspection. I saw about 600 of these people at Bettiah, Dhaka and Motihari, and when at Darbhanga accompanied His Honour the Lieutenant-Governor in an inspection of other gangs in that district. I should have seen more, had not arrangements been altered owing to bad weather. I can, however, very confidently assert that among all those inspected by me there was not an individual who was fit to be sent to the works, or to be given only the most nominal task. There were indeed at each place visited a great number of applicants for gratuitous relief, equal to or exceeding the number of actual recipients, and among these I noticed several, principally women, who were quite capable of performing a moderate task on the works. But of these applicants only a very few, including only the worst cases, were accepted, and it must be supposed that the others eventually found their way to the works, or were supported by their relatives. I do not think that any persons had been brought on to the gratuitous relief lists who were able to work for some time pre-

vious to my visit, and believe that any who might have been so brought on at an earlier stage, before relief works had been opened in the neighbourhood (as had been the case at Dahka), had all been discharged and sent to works as soon as these were available. On the other hand I certainly formed an impression that there was a smaller proportion of weakly and feeble workers in the Bengal gangs than I had seen elsewhere, where the carriers were less rigorously tasked, and where the payments were not directly proportioned to the work done. This was perhaps to be expected, and it must always be difficult to fix the exact degree of incapacity which may be admitted to or ought to be excluded from the works. The great number of separate relief works in Bengal and their nearness to the villages from which the workers come constitute, I think, a strong and special reason for insisting on a high task with a low wage, as the valuable distance test is practically inoperative on all these small works. If the works had been further away from the homes of those attending them, it would perhaps have been advisable to lower the task entitling to the low wages actually paid, and to have provided a higher wage for the full tasks actually demanded on the principle followed in the North-West Provinces modified intermediate system and other forms of piece-work.

Piece-work in Bengal.

2. I have hitherto been considering the task-work system in force in Bengal, but piece-work had been introduced shortly before my visit on a more extensive and unrestricted scale than in other Provinces, and is in force on the works mentioned in paragraph 2 of these notes. The introduction of the system was authorised in Bengal Government Resolution No. 181-T.R./Famine, dated 6th May 1897, in which the advantages and disadvantages of piece-work and the precautions to be adopted in connection with it have been very clearly stated. It was proposed to pay a certain rate per 100 cubic feet of earthwork, irrespective of the constitution of the working party, which is the system in force in Gorakhpur, which has been described in paragraph 24 of my notes on the North-West Provinces. The only essential variation from that system is that no maximum task or limit to the daily earnings has been fixed. The object in view was to enable the working members of an ordinary family to earn as much between them as would suffice for the support of themselves and the non-working members, so that the latter might be kept away from the works, and it was thought better to fix low rates than to impose a maximum limit to the daily task, or to the amount that such a family could earn daily, and to rely on the low rate for preventing the works becoming unduly attractive to purely professional earthworkers. The initial rates proposed for a lead of 50 and lift of 3 feet were :—

	Rs.	A.	P.	
Soft earth	1	12	0	per 1,000 cubic feet.
Medium earth	2	4	0	,, ,,
Hard earth	2	12	0	,, ,,

These are the standard rates, with rice selling at nine seers to the rupee. Discretion was, however, left to local officers to increase or reduce them having regard to local conditions, and especially to rise and fall in prices. An additional 3 annas 1,000 cubic feet might be allowed for every additional 50 feet of lead or 3 feet of lift.

Piece-work on the Trebeni Canal.

18. The first-piece work that I visited was on the Trebeni Canal. The arrangements here for giving out piece-work on the pit gang system were as complete as could be desired. The canal in the section visited has a bed-width of 80 feet, which was marked out on the ground by two parallel lockspits, an intermediate lockspit marking the centre line. Cross lines were then laid down at intervals of 10 feet, and pits were thus formed on each side of the centre line, with an are in plan of 40 feet by 10 feet or 400 square feet. The cutting of the slopes was to be left to the last, but an outer lockspit was made on each side along the edge of the future 1 to 1 slope, so that the distance at any one point between the two outer lockspits for each half-width showed to the workers at once the depth to which they were to dig. The work done was measured daily. A line was stretched across the pit at ground level and the distance to the bottom of the pit measured. Every quarter of a foot so measured represented 100 cubic feet done up to date, and the difference between the total

thus measured, and the total recorded on the previous day, is the work done during the day, for which payment at the rate prescribed is made on the spot, it being the rule here as on most other works in Bengal to make daily payments. The rates paid were 4 annas per 100 cubic feet for the first 4 feet in depth, 4½ annas for the next 4 feet, 5 annas for depths between 8 and 12 feet, and so on. The initial rate was thus Rs. 2-8-0 per 1,000, or a little higher than the rate prescribed in the Resolution for medium soil, but the rate for rice was about 8 seers for the rupee. The surface soil was very hard, but the underlying soil in which most of the work was done appeared to me to be quite as soft as I had seen in works where the diggers were doing 200 cubic feet for them, and the rate given was, I think, somewhat more liberal than contemplated in the Resolution.

Analysis of the returns for Trebeni Canal.

19. The following figures have been abstracted from a very detailed record which had been maintained for one week in one section of the canal :—

Average daily attendance—

Men	841
Women	608
Children	364
Total ...	1,813

Number of dependants at home—

Men	293
Women	532
Children	554
Total dependants ...	1,379

Total number of workers employed for one day during week—

Diggers	2,990
Others	7,041
Total ...	10,031
Male units	8,188

	Cubic feet.
Work done	298,100
Average task per digger...	100
Ditto male unit	36

	Rs.
Total amount earned @ Rs. 2-8 per thousand... ...	745¼
Average earning per male unit	1·45 annas.
Average number of days in the week each worker was present = $\frac{10,031}{1,813}$	= 5½ days.
Average earning per male unit per week	8 annas.
Number of pits or working parties	504
Average number in party	3·6
Number of working parties with a Looniah gangsman...	172
Total number employed under Looniah gangsman ...	3,381
Male units in Looniah gangs	2,673

	Cubic feet.
Work done in Looniah gangs	125,800
Average task per male unit in Looniah gangs	47

	Rs.
Total amount earned in Looniah gangs	314½
Average earning per male unit...	1·88 annas.
Average number of days in week each worker was present...	6
Average earning per male unit per week	11¼ annas

The number of dependants said to have been left by the workers at their homes was obtained by actual enquiry in each pit, and must be taken for what it is worth. It may be noted, however, that no dependants received relief on the works.

The average task of the 100 cubic feet per digger and 36 cubic feet per male unit done during the week is very small and the earnings have been proportionally low. The week was not a typical one in this respect, either because work was interrupted by rainfall or because the greater part of the digging was in very hard soil. The Collector has supplied me with another statement showing the progress from the commencement, or for nine weeks ending 12th June, from which it appears that in all 392,354 had been employed for one day on the whole canal, equivalent to 323,680 male units, and that the work done amounted to 18,302,704 cubic feet, for which Rs. 47,429 had been paid. This gives an outturn of 53·45 cubic feet per male unit, and an average earning of 2·3 annas. If we assume that 30 per cent. of the workers were diggers, which is the proportion shown above, the outturn per digger will have been 155 cubic feet. The average lead is said to have been 68 feet with a virtual lift of 10 feet. It is difficult to say, however, what the exact task per digger has been, because on piece-work the diggers and carriers change about, and extra diggers are put on or taken off with every variation in the lead or in the hardness of the soil. The duty of the digger can hardly, however, have been less than 155 cubic feet, for if we assume that more diggers were employed the work done by the carriers will have been very excessive, if the average lead and lift given is correct.

In giving the figures for the selected week I have assumed that the work was all paid for at the rate of 4 annas per hundred, but it is probable that some was paid for at the 4½ or 5 annas rate, in which case the earnings per male unit will be somewhat higher than shown. But in the figures for the whole canal up to 12th June the actual payments have been taken, and it will be seen that the average earning per male unit has been 2·3 annas, which is the Code rate for a male in class B when the grain rate is 8 seers to the rupee, and as no dependants were on the works, it is presumed that the workers have been able to maintain them on this wage.

Looniah headmen.

20. Returning again to the detailed statement it will be seen that the work has been given out to small parties, containing on an average from 3 to 4 workers, similar to those working under the intermediate system in the Lucknow division, North-West Provinces. Out of these 504 parties, 172 or more than one-third had Looniah gangsmen or diggers. It does not follow that over one-third of the workers were Looniahs, but as it is only usual to take the names of the headmen of the pit the proportion is not given in the detailed statement. In going over the work I was struck by the number of Looniahs who were digging for carriers of other castes, and it appears that while Looniahs came forward in large numbers as headmen of the pits they associated with themselves women and children as carriers who belong to the ordinary cultivating classes. In one pit I saw two old women of the dhobi caste working alone, one of whom was digging and the other carrying. On enquiry it appeared that the headman of the pit was a Looniah who had not come to work that day, but these two women were earning what little they could in his absence. I saw many other cases in which the only Looniahs in the gang were the headmen.

Some of the working parties performed phenomenal tasks, but as a general rule they only worked for two or three days, and then went away. It is said that

such parties used to work by moonlight. The most noteworthy tasks are the following, which I have extracted from the detailed statement :—

Caste.	Party.			Total work done.	Days at work during week.	Task per diem.
	Men.	Women.	Children.			
				Cubic ft.		
Looniah	1	2	...	900	2	450
Do.	1	3	...	900	2	450
Rajput	1	1	1	1,400	4	350
Not stated	1	2	...	1,300	3	433
Looniah	2	...	...	1,800	6	300

These tasks are very high, but only in one case did the party work for six days in the week, and it is probably true that when a family has earned enough to keep itself for two or three days it keeps away from the works. I find, moreover, that out of the 504 parties of which a detailed record has been maintained, there were only 22 in which the average daily earnings exceeded three annas per worker, and out of these only 11 were Looniahs. In the preceding paragraph it has also been shown that the outturn per male unit of all the 172 gangs which had Looniah headmen amounted to 47 cubic feet, the general average for the week being 36 cubic feet, while the general average for all workers up to 12th June has been 53 cubic feet. It was stated that the percentage of Looniahs was unusually high at the time of my visit, as many of the ordinary cultivators had returned to their fields on account of the rain, which, on the other hand, had been so heavy as to prevent the Looniahs from digging for saltpetre, upon which industry many of them had up till then been engaged. Allowing, however, for a few exceptional cases, I do not think that professional earthworkers have taken undue advantage or received an excessive wage on these works, though there is probably a higher proportion of them on ordinary task work.

Special arrangements for feeble workers.

21. Up to the time of my visit it had not been found necessary to make special arrangements for women and children and weakly men who could not find a place in the piece-work gangs, but the possibility of finding employment for any that could be struck off the gratuitous relief lists was discussed. At my suggestion the Executive Engineer, Mr. Sealy, agreed to try the experiment of putting them on to a separate section of the work, upon which diggers would be employed at suitable piece-work rates for digging only, as many carriers being told off to each digger as may be considered sufficient for the carrying to be done, due regard being paid to the capacity and condition of those thus awaiting employment. These carriers would receive the ordinary carrier's or D wage, and be subject to fine if they did not do all the work required of them. All the incentives of piece-work will thus be held out to the diggers, but they will have nothing to do with the carriers, who will be paid independently. It remains to be seen whether such an arrangement will work satisfactorily in practice. I observe from the famine report of the Collector of Saran for the fortnight ending 26th June, that a similar system had been introduced in that district by Mr. Twidell, on the Masrakh-Nagara road. The diggers were paid at the rate of Re. 1 per thousand cubic feet, the number of carriers was not limited, and each received fixed daily wage, a man getting one anna, a woman three pice, and a child two pice. These are considerably below the Code minimum rates or D wage, but the Collector (Mr. Chapman) remarked that he was insisting on the famine wage being paid and on the number of carriers being restricted to three for each digger. As regards the latter point it is not, however, very clear how the number of carriers can be limited, if a sufficient complement of diggers be not forthcoming, though the plan is perhaps the best that can be suggested for attracting a sufficient proportion of adult males, and may perhaps induce some of the women to dig, as they do very frequently on piece-work.

22. I visited another example of piece-work on the first section of the Sakri-Jainagar Railway. This differed from the work on the Trebeni Canal inasmuch as the work was not given out to single diggers, or parties of three or four individuals, but to gangs, containing from 60 to 200 workers. The work was set out in lengths of ten chains, a length on each side of the centre line being given out to one gang. Payments are not made on the pits or to section of a gang, but on the measurements for a whole length, and to the headman who is chosen by the gang. The officer in charge has thus no concern with the payments made to individual workers. It is said that this system works satisfactorily, and that the workers are all content and make no complaints, the distribution of the total payment being arranged among themselves. This may be true, but if so, the fact indicates a power of combination which is not generally found among famine-relief workers, and it may be inferred that the work is largely in the hands of professional diggers. This was undoubtedly the case in the first section when I found that between the 11th May and 15th June the number of men employed for one day was 27,760, with only 13,440 women and 2,478 children, so that there were more than twice as many men as women and children, which is a pretty sure indication of a high proportion of professional labourers. The average earnings were 2·6 annas per male unit, whereas the average on task-work does not exceed 1·6 annas, but the outturn of work was 70 cubic feet per male unit.

Piecework on the Sakri-Jainagar Railway.

In the third section I ascertained that the proportion of men was less, being only 56·3 per cent. on the whole number of workers, the figures for the same period being 14,274 men, 10,242 women and 847 children; the average earnings per male unit amounted to 1·75 annas, and the outturn of work about 58 cubic feet. In the 2nd section the proportion of men to other workers and the average earnings and outturn per male unit were intermediate between those given for the 1st and 3rd sections. In the 4th section the women and children out-numbered the men, the figures being 31,136 men, 28,334 women and 5,919 children, so that the men formed only 47·6 per cent. of the whole. Unfortunately the earnings per male unit in this section cannot be stated accurately, as there was a serious mistake in the figures supplied to me, in consequence of which the average earnings worked out to 0·96 annas only. I asked that further enquiry should be made, the result of which has been since communicated to me, and I find that the average earning per male unit was about 1·3 annas, and the daily outturn 43 cubic feet. As the corrected figures have not been supplied in full detail, the true rates may be a little more or less than these, but the error will be small.

23. The inference from these figures is that the professional element was strong in the first section, but less and less in the succeeding sections, in two last of which the workers were probably all of the ordinary famine type. In the 1st section the workers earned a high wage, but full work was done for it, there were no dependants' or Sunday wage, and the proportion of working children was small. The papers given me do not show whether the men who performed the highest task worked continuously or only for a few days at a time, a point which must always be considered in connection with piece-work earnings. It is probable, moreover, that these workers had the usual proportion of women and children dependent on them, who did not come to the works as they might have done under the task-work system, and that the real cost per unit relieved was, like the cost of unit per work done, not excessive. The advocates of piece-work must have the courage of their convictions and be prepared to pay a higher rate of wage *per unit on the works* than under the task-work system, and it may be considered that the average rate earned in the 1st section was not very excessive, it being remembered that there was no maximum limit to the task. It should be added that the rate per hundred cubic feet was 3½ annas in this section, and only 3 annas in the others, and it is possible that this extra rate was not very closely adjusted to the conditions of the work, so that the 1st section was unduly favoured in this respect.

Further remarks on the Sakri-Jaingar Railway piece-work.

Another conclusion that may be drawn from the figures given is that the higher the proportion of men on the work the higher is the daily earning per male unit. The number of male units is calculated as explained in paragraph 3 with reference to the wages normally paid to men, women and children, which in this case were taken as 7, 5 and 3 pice, respectively. Thus a man counts as one unit, a woman $\frac{5}{7}$ths and a child as $\frac{3}{7}$ths of a unit, and within certain limits these proportions are probably in approximate accordance with the working capacity of each class, so that within these limits the work done per male unit should be the same, whatever the proportions of men, women and children. The higher outturn shown per male unit when the proportion of men is high is probably not due so much to this limit being exceeded as to the fact that the higher the proportion of men the stronger is the infusion of a professional element, that is to say, the workers of a more expert class. Be this as it may it will be seen that in in the 3rd section the average wage was 1·75 annas and the male percentage 56·3, whereas in the 4th it was only 1·3 annas with a male percentage of 47·6. In this section the workers did not earn the average wage, 1·6 annas per male unit, which has been paid on task-work in the Darbhanga district (where the average male percentage is about 46·4), and if this is not due to the rate per 100 cubic feet being too low, with reference to local conditions, it may be inferred that under the rates given for piece-work on this railway the earnings per male unit are less than under the task-work system whenever the males form much less than 50 per cent. of the number of workers.

Piece-work in the Darbhanga Raj.

24. Piece-work has also been introduced in the Darbhanga Raj, all the relief works in which are conducted on this system. The people are allowed to form their own gangs, the numbers in which range from about 15 to 40. The initial rate paid is $2\frac{1}{2}$ annas per 100 cubic feet, and it is found that the daily earnings vary from 1 anna 4 pie to 1 anna 9 pie per head, and that the numbers of men and women are about equal. I visited one small tank at Kamtoul which was just being completed, a few labourers only being employed in dressing on a daily wage, the men receiving $2\frac{1}{2}$ and the women $1\frac{1}{2}$ annas each. Mr. King, the Manager, told me that even at these rates people preferred piece-work to a daily wage.

General remarks on piece-work in Bengal.

25. Bengal is the only province in which I have seen true piece-work, in which no maximum limit has been fixed for the daily task. Although it has been adopted at many works, it has not been long enough in force to enable a certain conclusion to be formed as to the extent to which it may be resorted to for famine relief works, or as to whether it is really necessary to impose a maximum limit to the task. The objection to a maximum limit is that in practice it is very difficult to impose one without maintaining as complete and full a record of the attendance as is necessary in task-work, and if it be assumed that the working members of a family are to be allowed to earn enough for the support of those that do not come to the works, their earnings should be limited only by the amount of work they can turn out, and experience appears to indicate that however great this may be for a particular day or two, it will not in the long run pass a certain limit. On the other hand, it may be said that if the rates are so adjusted as to allow an ordinary relief worker to earn as much as or a little more than can be earned on task-work, professional workers will be able to earn more than they can on railways or other works which are not being carried out by Government. When such works exist within a reasonable distance this point certainly requires consideration, but if a limit is ever imposed it should not be on the daily task, but on that for a week, or other suitable period. Thus, if a seven days' task is given out, the workers should be free to complete it in five and go away for two days, but new work should not be given out to them until after the seventh day.

Even in Bengal piece-work has not been introduced under the circumstances most favourable to its success, for it has followed, instead of preceding, task-work. If piece-work is to be fairly tried it should be in the earlier and not in the later stages of distress, and it will always be far easier to change from piece-work to task-work than *vice versâ*. In spite of this difficulty I think there are indications

that in Bengal piece-work has proved as attractive as task-work, though with the full tasks executed on the latter the difference has been more in name than in anything else.

It must, I think, also be admitted that, although piece-work may give all the relief wanted, it will frequently be found that it is itself insufficient as distress deepens, and an excessive proportion of women, children and feeble men come to the work. In such cases piece-work must be converted into task-work or must be supplemented by task-work for the feeble gangs, some such arrangement being made as that referred to in paragraph 21, *ante*.

Other details of management of relief works.

26. I have now described the task-work and piece-work systems which I saw in Bengal. In other matters the procedure on relief works follows very closely that laid down in North-West Provinces Circular No. 18:P. W., dated 1st December 1896. In particular the system of daily payments and pice wages obtains, and all officers in Bengal are as much impressed with the importance of daily payments as are those in the North-West Provinces. I understood that on the Sakri-Jainagar railway bi-weekly payments are made, and it is possible that this is the case on some other piece-works, where daily payments are less necessary (though they are made on the Trebeni Canal), but on task-work daily payments are universal.

The form of gang register originally in use was that prescribed in North-Western Provinces Circular No. 18-P. W., dated 1st December 1896, to which reference has been made in my notes on relief works in those Provinces. It was soon found out however that a daily muster roll was necessary, and this has been added, resembling that in use in the Lucknow division. But the register is still kept in duplicate, one copy being used on each alternate day, so that the record is not continuous, which is I think an unnecessary and very inconvenient arrangement.

Fines are not brought to account as such, effect being given them by reducing the wage, or in the case of task-work on the Blackwood system by withholding payments until tasks are completed. I found, however, on analysing the accounts for 10 days ending 10th June in the two Darbhanga and Muzaffarpur divisions that the full payment to workers at normal rates amounted to Rs. 43,487, while the amount paid was Rs. 40,851, so that the actual amount of fines or deductions was Rs. 2,636, or a little over 6 per cent. only, which indicates how fully tasks are worked up to.

Dependants receive cash wages in almost all cases, the rates being 5 pice for men, 4 pice for women, 2 pice for children under 10 years of age, and 1 pice for children in arms. It may be noted children are not classed as workers unless over 10 years of age, the limit in all other provinces that I have visited being 7 years. As observed in paragraph 6 of my notes on relief works in the Bombay Presidency, this limit is there considered too low, and it has been suggested either that the Bengal limit should be adopted, or that it should be left to the discretion of the officer in charge to decide what children should be admitted as workers between the ages of 7 and 12.

In spite of this high limit of age the number of children-dependants on the Bengal relief works is very small, compared with other provinces, though the works are generally so close to the villages that they could be brought to and fro without difficulty. From the appended statement it will be seen that the number of dependants on the works for the districts and week therein noted was 173,193 only, of whom 160,163 were children, the number of workers being 1,998,215, so that the proportion of dependants was little over 8 per cent. of the workers. The average payment to each child was 3·7 pie and to each adult 10 pie.

Officers in charge.

27. One of the great difficulties in Bengal has been that of finding suitable men for the charge of works. In other provinces, except Madras, the officers in charge are usually men of the Naib-Tahsildar and Kanungo class, nominated by the Civil Officers, but in Behar, where there is a permanent settlement, there were not many men of this class forthcoming. The difficulty is increased by the great number of the charges, though many of them

are so small that they can be very easily supervised. The services of a number of European non-commissioned officers have been placed at the disposal of the Government of Bengal, and they have been employed as officers in charge. Many of these have done well, but it would be preferable to have men better acquainted with the language and people. In some cases native non-commissioned officers have been employed, but great difficulty has been found in getting suitable men for the supervision of so many separate works.

Interference with supply of labour to private employers.

28. I heard no complaints when in Bengal of the interference of the relief works with the supply of labour to private employers. The planters are not in a position in a year like this to employ much outside labour. Complaints were, I believe, made when the relief works were first opened that they drew off men from the railways, such as the Hajipur-Katihar and the Mogulserai-Gya lines. The former I have referred to in paragraph 30 of my notes on the relief works in the North-West Provinces, and I understand that in the latter all difficulty ceased with a slight enhancement of the railway rates, and a lowering of those paid on the relief works. The Sakri-Jainagar branch and Bettiah-Bagaha extensions are being carried out by the Public Works Department as relief works, so that all difficulty is respect of them has been avoided. I venture to think that whatever may have been the case when relief operations were first started, they cannot have seriously affected the supply of labour to the railways since full tasks have been so rigorously enforced. The daily wages are, moreover, so low that if labourers have been attracted from the railways it can only have been because the rates paid on the latter were too low for a season of famine prices.

Relation of Civil and Public Works Officers in respect of relief works.

29. It has already been stated in paragraph 3 that the majority of the relief works have been carried out by Civil Officers, and that the Public Works Department came later into the field, and had to be to a considerable extent reorganized for the purpose. Mr. Bourdillon has explained in the appended note how the organization of relief works fell in the first instance almost entirely on the Civil Officers, and how difficult it was even at a later stage to transfer much of the burden to the officers of the Public Works Department, and it has been inevitable that even in the case of the works so transferred, the Civil Officers have concerned themselves more with the control and scrutiny of details than has been necessary in other Provinces in which the management of relief works has from the first been left mainly in the hands of the Public Works Officers. The Civil Officers started under great disadvantages, but they were assisted in laying down the lines of relief operations by Mr. Glass, the Chief Engineer, who devoted considerable time to drawing task tables and detailed instructions for giving out task-work, which have been very useful.

Many mistakes were no doubt made at first, but, as stated in paragraph 9 of these notes, unsparing efforts were made to detect and rectify them, and as far as I have been able to form an opinion, the works latterly carried out under Civil Officers will compare not unfavourably with those which have been entrusted to professional agency. The officers in both departments have been working almost side by side, and although this has involved some overlapping of duties they have been able to compare notes and to secure a tolerably uniform standard of tasking, while in the management of the works under them they have been engaged in a friendly rivalry. Under the special circumstances of the case no better arrangement was possible, but if relief operations of such magnitude should ever again be necessary, I cannot but think that here as elsewhere it would be better that the Civil Officers should be as far as possible relieved of all responsibility for the details of the management of relief works, if the Public Works Department should then be in a position to assume it. It might then be found possible to do at the beginning what has now been done near the final stage of operations, and start a few large and useful public works at a few centres to which distressed labourers could be drafted, and on which piece-work could probably at first be successfully introduced, leaving village tanks and other petty works in the neighbourhood of the labourers' homes to be undertaken, if necessary, later on. This would relieve the Civil Officers of a mass of petty details in connection with the management of

the relief works, which would be relegated entirely to professional officers, and would leave the former more time for the other important duties which are so pressing in time of famine, especially that of village inspections, the results of which will probably always furnish a more reliable indication of the extent to which the relief works are fulfilling their main object than can be gained by the superintendence of the works themselves. All this, however, depends upon the Public Works Department being in a position to assume their duties at the outset, and this will involve a reorganization of the Department as at present constituted in Bengal which it may be undesirable on other grounds to carry out. The present arrangements were deliberately introduced a few years ago as the most suitable for Bengal, and it is not my intention to criticise them, or to say more than that even if well adapted for ordinary times they have placed the Province at a certain disadvantage where extensive famine relief operations were required, however successful may have been the efforts made to minimise it.

Establishment.

30. As regards establishment I have already explained in paragraph 3 of these notes how two temporary Public Works Circles were formed for the superintendence and charge of relief operations, and how officers were drafted from the Irrigation Branch and District Engineers temporarily transferred to the Public Works Department for employment in the new circles. In addition to this seven Royal Engineer officers were temporarily transferred from the Military Works Department for employment in the relief works, as in other Provinces the want of a strong staff of Upper Subordinates was much felt. The services of sixteen Military Officers were placed at the disposal of the Government of Bengal, and they were employed under the Civil Officers in the supervision of the civil relief works and in other relief operations. As far as I could ascertain these officers have been found as useful in Bengal as they have been in the North-West Provinces, and their services have been as fully appreciated. I have already mentioned that non-commissioned European officers have been largely employed as officers in charge of relief works, but I have not been able to ascertain the number.

Famine Returns.

31. I was struck more in Bengal than in any other Province with the number of different famine returns which were required from both Public Works and Civil Officers. They are undoubtedly very useful and I found them more informing than most of those that I was able to obtain elsewhere, but their preparation must have been a very serious tax on the establishment and on the time of the superior officers. Many of them overlap the district returns which are published in the Calcutta Gazette, being all weekly, whereas the Public Works accounts are made out for 10 days' intervals. I cannot but think that it would be possible to give all essential information in fewer returns, not only here, but in other Provinces.

Concluding remarks.

32. The relief works in Behar present several points of interest. Owing to the inadequate strength of the Public Works Department the relief works directly under Civil Officers were more numerous and in the aggregate much more extensive than in other Provinces, especially in the earlier stages of operations, and it was necessary for this and other reasons stated in paragraph 2 to rely principally on small village works, generally tanks. These are admirably suited for task workers in one way, as the great variations in the lift and lead render it possible in adopting the pit or family gang system to adapt the task for each working party to the proportions of the diggers and carriers constituting it. These small works have, however, great disadvantages of their own, as more establishment is required, supervision of numerous and scattered works is more difficult, discipline is less easy to enforce, and the works are so close to the villages that the useful distance test is practically inoperative. Moreover, the real value and utility of these works is very small, if considered with reference to the great expenditure incurred on them.

The task-work system in Bengal is based upon that which has been introduced in the North-West Provinces, under which all carriers receive the minimum or

D wage, but local conditions have led to a few modifications, so that on some works able-bodied men who, though capable of digging, are employed as carriers, receive the digger's wage, and on most an effort is made to give the carriers as full a task as the diggers, as it is found unnecessary to take the former as they come without reference to the conditions of lift and lead. Another important variation is that the unit of task is the pit gang or section of a full gang, consisting generally of 4 diggers with the proper complement of carriers, and is thus intermediate between the whole gang unit in the Central Provinces and in some parts of the North-West Provinces, and the single digger parties, consisting of three or four workers only, which is the unit in the Lucknow division. The Blackwood system of task work in force in the Darbhanga district is a further modification which I have seen nowhere but in Bengal, though something of the same kind has been proposed for road metalling works in the North-West provinces to which allusion has been made in paragraph 27 of my Notes on the relief works in those Provinces. This system is practically equivalent to piece-work with a maximum limit to the amount that can be earned daily (which is no greater than that due to the "full task" under ordinary task work), and involves the abolition of a minimum wage.

The tasks executed in Bengal are generally heavier than elsewhere, though the wages paid to the workers are, under similar scales of grain prices, no higher than in the North-West Provinces. As regards the diggers the heavier tasks are in a great measure due to the greater softness of the soil, which renders comparison difficult, but as regards the carriers there is in my opinion no doubt that on most most works heavier tasks are taken from them than in other provinces. This is partly due to the fact that the proportion of male adults on the relief works is higher than in other provinces, and to the greater facilities for employing a high proportion of carriers afforded by the large tank works, but also to the extra-ordinary attention which is paid by all officers to the tasking and to the daily outturn of work per male unit.

A distinguishing feature of the relief operations in Bengal has been the high proportion of persons on gratuitous relief to the numbers on the works, and it has been supposed that this is in a measure due to the severity of the tasks exacted on the works. The subject has been discussed in paragraph 16 of these notes, but it may be added that as shown in paragraph 26 the number of dependants receiving relief on the works has been very small, the proportion being lower than in any other province except Madras.

Another interesting point in the relief works of Bengal is the experiment that has been made in unlimited piece-work. Although the system of payment by results has been introduced on a more extensive and unrestricted scale in Bengal than elsewhere, it has not been in force long enough to enable a definite conclusion to be drawn as to its value, especially as it has been tried under the disadvantage of succeeding the task-work system to which the people had been accustomed in this and the previous famine. In this and in other matters the Bengal Government has not hesitated to deviate from the strict letter of the Code and from the practice adopted in other provinces with the object of adapting the relief operations more closely to the exigencies of local conditions, and the variations thus introduced will be found of great interest in the consideration of future policy for famine relief works.

T. HIGHAM.

Simla, dated 4th September 1897.

APPENDIX I.

Notes on the Evolution of Relief Works in the Patna Division, 1896-97.

Test works were first undertaken in the Bhabhua sub-division of the Shahabad district on the 22nd October 1896, and in Darbhanga during the last week of that month. Others were opened in Patna in the first week of November. In Champaran and Muzaffarpur they commenced in the second and in Saran in the last week of November.

2. At first no tables were available for fixing tasks or calculating the grain equivalent, and district officers used those given in Appendices IV. to VII. of the Bengal Famine Code.

3. At the Sonepur Conference on the 20th November, presided over by the Lieutenant-Governor, Mr. Mills, then Inspector of Works, Behar Circle, was requested to draw up tables of tasks and wages, but the tables he produced were not sufficiently simple and were soon withdrawn.

4. On the 5th and 6th December another Conference of the local officers was held at Muzaffarpur, which was attended by Messrs. Finucane and Glass, and the latter was requested to draw up a scale of tasks. It was also decided that large works should be placed under the Public Works Department, smaller works being left to the district officers. Ten large schemes were noted as likely to be taken up by Public Works Department officers. Just at this time local officers were supplied with copies of North-West Provinces Government Resolution of the 20th October 1896 on the Bundelkhand famine.

5. Mr. Glass's tables were published by Revenue Department Circular No. 74 on the 31st December 1896, which also circulated the North-West Provinces Resolution No. 18-P.W. of the 1st December 1896. Mr. Glass and I made a tour together through Champaran, ending at Muzaffarpur, where on the 15th January I had summoned the Collectors of North Behar to meet us. The North-West Provinces Resolution just quoted, which advocates exacting the task from diggers only, was fully discussed and adopted by all. Mr. Glass on returning to Calcutta, prepared and published Government Resolution No. 420-M.P.I. of the 25th January which, with slight modifications, was a reproduction of the North-West Provinces Resolution of the 1st December, and advocated a task from diggers only. We considered that we had at last found ground, and effect was given to this system everywhere.

6. At this time, however, the Lieutenant-Governor was away on tour in Orissa, and on his return the resolution was partly revised and the "diggers only" system was abandoned in favour of large gangs. This was done on the 5th February, the same number and date of the Resolution being maintained. This change was coudemned by all local officers and by the Lieutentant-Governor himself after he had made a tour in North Behar (March 1st to 6th), and at the Darbhanga Conference it was decided to take a middle course and adopt the system of small gangs called the "pit gang system." These orders were promulgated by Mr. Glass's letter No. 1661-M.P.I. of the 16th March, and they have been in force ever since.

7. On the 22nd February Government circulated the correspondence between India and the North-West Provinces Government about the "petty piece-work" or "intermediate" system, and after the opinions of local officers had been taken a Resolution was issued in the Revenue Department, No. 181 of the 6th May, sanctioning a modified version of this system in certain cases. I had, however, obtained sanction before this, and piece-work started in this Division about the 1st May.

8. There are now therefore three systems of relief works under Government now going on, *viz.* :—

(1) *Civil Agency Works* under the Collector and his Charge Superintendents. There being an officer in charge at each work with agents and some sorts of sub-overseers under him. These are all on the *task-work* system with "pit gangs."

(2) *Public Works Department* agency works also on the pit gang system. These are regularly supplied with complete Public Works Department establishment, and all are meant to be major works under the Code.

(3) *Public Works Department* agency works—*Piece-work*—

Besides all these, the Darbhanga Raj has relief works of its own on a system of piece-work very like that which we have now adopted.

9. The piece-work projects are as follows as far as my information goes :—

Champaran.—Trebeni Canal, 3 sections ; Dhaka Canal ; Bettiah-Bagaha railway.

Muzaffarpur.—Bhagmati Lakhandi Canal ; Baya Nullah Cut.

Darbhanga.—Sakri-Jainagar railway, 3 sections.

10. The number of civil agency works in the week ending 12th June, which is the latest for which I have complete information, the civil agency works were 328 to 113 under the Public Works Department, and the average number of male units employed daily was 197,907 to 77,621.

11. For this disproportion there are several reasons—

(*a*) The Public Works Department were not brought into the scheme of relief so early as the district officers with their civil agency works.

(*b*) The Public Works Department cadre in this province is starved, and subordinates are *not to be had*, so that it was quite impossible for the Department to take up the works they would otherwise have undertaken, except after great delay.

(*c*) Meanwhile civil agency works had grown up everywhere, and many had advanced very far, so that there were real difficulties in the way of taking over and giving over charge—one of which is the difference in the accounts and forms.

(*d*) It was found very difficult to find suitable works for the operations of the Public Works Department. Many of the works now open under them are really small enough to be under the Collector, and it was also found that several comparatively small works near their villages were more suitable than large works which necessitated people abandoning their houses and going some distance for labour.

J. A. BOURDILLON.
Commissioner.

Bankipur, 22nd June 1897.

APPENDIX II.

Famine Relief Statement D for Patna Division, week ending 15th May 1897.

District.	Number of Works open.		Aggregate Number of Persons on Task Work.									Aggregate Number of Persons on Daily Wage irrespective of Task.					Dependants.		
			Class B.			Class D.			Total number of male units.	Total work done in thousand cubic feet.	Total amount paid in rupees.								
	Tanks.	Other works.	Men.	Women.	Children.	Men.	Women.	Children.				Men.	Women.	Children.	Male units.	Amount paid in rupees.	Adults.	Non-working children.	Amount paid in rupees.
Shahabad ...	2	7	11,870	16,354	9,551	...	...	...	28,828	1,222	2,717	4,366	2,292	1,096	6,562	757	12	10,425	159
Saran	40		(a) 21,779	(a) 47,682	41,599	466	1,862	208	(a) 75,817	2,094	6,184	12,735	7,270	15,989	20,534	1,938	7	10,242	160
			193	*164*	...	..	...	...	*316*	...	...	...	...	...	...	...	...	...	...
Champaran (*b*)	39	39	117,865	100,333	53,099	48,586	86,788	41,526	347,122	11,973	35,073	46,990	34,300	14,898	79,137	8,353	4,685	48,266	1,107
			15,637	*15,391*	*6,035*	...	...	...	*29,699*	*1,712*	*4,105*	*1,219*	*317*	*224*	*1,538*	*219*	*Nil.*	*Nil.*	...
Muzaffarpur (*c*)	117		105,928	78,315	35,618	3,151	4,453	1,507	187,410	10,068	15,895	59,126	24,250	9,645	81,308	8,276	2,205	24,705	826
			5,478	*2,240*	*228*	*149*	*8*	...	*7,420*	...	...	*966*	...	...	*966*	...	...	...	...
Darbhanga (*d*) .	110	65	288,566	290,742	71,414	7,361	12,268	8,794	555,210	21,154	54,613	134,472	103,038	20,063	219,651	20,552	6,121	66,525	1,443
	110		*185,771*	*190,619*	*51,681*	*4,187*	*3,187*	*4,554*	*357,035*	*11,912*	*36,323*	*69,723*	*54,822*	*9,823*	*114,759*	*10,064*	*5,856*	*48,788*	*1,156*
Total ...	319		546,008	533,426	211,281	59,564	105,371	52,035	1,194,387	46,511	114,482	257,689	171,150	61,691	407,192	39,876	3,030	160,163	3,695

(*a*) Includes a few class A workers as shown by figures in italics below.
(*b*) The figures given *include* labourers, &c., on piece-work, as shown by figures in italics below.
(*c*) The figures given *exclude* labourers, &c., on piece-work, shown separately by figures in italics below.
(*d*) The figures in italics below relate entirely to tank work, and are included in the main figures.

No. 876 T.R./(Faminè), dated Darjeeling, the 26th October 1897.

From M. Finucane, Esq., Secretary to the Government of Bengal, to the Secretary to the Government of India, Revenue and Agricultural Department.

SIR,

IN continuation of this Government's letter No. 751 T.R./(Famine), dated the 17th September 1897, I am directed to submit, under section 29 of the Bengal Famine Code, the following report on relief operations and the condition of affected tracts in this province during the four weeks ending the 25th September 1897. A statement of rainfall and the usual Famine statements A and B are hereto appended. I am also to submit copies of the two half-monthly reports* of the Commissioner of the Patna division for the period above-mentioned. Famine maps of the districts noted on the margin† are also enclosed. As relief works were open at the end of the period embraced by this report in the district of Champaran only, a map of that district is submitted, and it is not considered necessary to submit the maps of the other districts of the Patna division in which all relief operations have been closed.

† Bankura, Khulna, and Champaran.

PATNA DIVISION.

2. *Rainfall, prospect of crops, prices, &c.*—Copious rain fell at the beginning of September, and enabled the transplantation of winter rice to be completed throughout the division. It was followed by fine weather, varied by occasional showers. This weather, which continued till about the end of the period under report, was exactly what was required for the growth of the winter rice and the maturing and harvesting of the *bhadoi* crops. The rainfall was heavier in those parts of Champaran (western part of the Bettiah sub-division), Muzaffarpur (Sitamarhi subdivision), and Darbhanga (Madhubani sub-division) in which the previous rainfall had been insufficient. The heavy rain of the first week of September was followed by floods in the northern part of the trans-Gangetic districts, but they did much less harm to the *bhadoi* than good to the winter rice. The *Hathiya* asterism, which is the critical period for the great winter rice crop, commenced on the 25th September and closed on the 7th October. Towards the latter end of this period, from the 2nd to the 6th October, copious rain fell all over the division in varying but sufficient volume. The Commissioner, writing on 14th October, says :—

"In these circumstances nothing could be more prosperous than the present agricultural outlook. The *bhadoi* crop has proved more than an average all over the division (except perhaps in the district of Patna), even though it was damaged by floods in South Bihar; the *aghani* rice bids fair to be well above the average, if not a bumper crop, everywhere, and the moisture for the *rabi* is everywhere ample, and sowings have already begun."

The heavy rain which has fallen since Mr. Bourdillon wrote may, however, have the effect of delaying the *rabi* sowings to some extent. On the whole the climatic conditions and prospects of the crops are as good as they can well be, and far better than could have been reasonably anticipated.

Prices fell steadily, and on the 14th October the Commissioner wrote :—

"Instead of being from 85 to 100 per cent. above the normal rate, they are now from 25 to 35 per cent. above the average. The coarser grains are cheap and plentiful, and the rise in exports in many districts shows that the *bhadoi* has been more than the people require for present consumption."

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* Not reprinted.

The following table shows the improvement in prices since the second half of August, the figures shown representing the quantity obtainable for a rupee :—

District and Recording station.	28th August.		11th September.		25th September.	
	Indian corn.	Marua.	Indian corn.	Marua.	Indian corn.	Marua.
1	2	3	4	5	6	7
Patna—						
City	Seers. 10 to 11	Seers. 14 to 15	Seers. 10 to 12	Seers. 14½ to 16	Seers. 12 to 14	Seers. 16 to 17
Barh	8½ to 9½	12	9½ to 11	10 to 15	10 to 12½	15 to 16
Bihar	5 to 8	8 to 13	8 to 11	8 to 13	8 to 12	10 to 13
Gaya—	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.	S. ch.
Sadar	9 4	13 0	11 8	11 0	13 0	13 8
Jahanabad	8 12	...	10 2	12 8	11 7	13 3
Aurangabad ...	...	...	...	...	13 4	13 4
Nawada	...	12 8	12 4	14 0	11 8	13 0
Shahabad—						
Arrah	10 8	...	12 0	...	12 0	...
Buxar	...	...	10 0	...	10 0	...
Sasaram	...	...	...	...	...	...
Bhabhua	...	...	...	...	...	...
Saran—						
Chapra	10 0	13 0	12 0	13 0	15 8	19 0
Siwan	11 7	13 2	15 8	16 3	15 10	18 0
Gopalganj	13 3	15 6	19 5	17 8	18 2	18 2
Champaran—						
Motihari	10 8	...	13 0	...	19 4	...
Bettiah	12 8	13 8	12 8	...	19 0	...
Ramnagar	...	13 0	10 0	15 8	13 0	...
Bagaha	...	...	17 0	...	17 0	...
Muzaffarpur—						
Sadar	13 8	17 0	14 0	19 0	16 0	19 0
Hajipur	10 8	14 0	12 0	18 8	13 12	17 4
Sitamarhi	13 0	13 0	16 0	19 0	16 0	19 0
Darbhanga—						
Sadar	14 4	18 0	14 0	18 0	14 0	18 8
Samastipur ...	12 0	16 0	16 0	21 0	...	...
Madhubani ...	16 15	17 8	17 8	19 8	16 4	17 8

3. The figures in the above statement show that except in a few places prices fell considerably, and since the rainfall during the Hathiya asterism there has been a further improvement in certain parts of the division. The figures as to imports and exports for the two half months, including the districts of Patna and Gaya, are given on the margin. Imports have fallen off, while exports from every district except Saran have begun to increase. This turn of affairs was most marked in the district of Champaran, which has at last resumed its normal state of being an exporting district, having imported only 504 maunds in the first half of the month and nothing in the second half, while it exported 1,992 maunds during the former and 4,969 maunds during the latter period.

—	Imports.	Exports.
	Mds.	Mds.
First half month ...	2,54,165	67,054
Second „	2,24,401	87,001
Total	4,78,566	1,54,055

The figures for July and August are—

—	Imports.	Exports.
July	9,79,105	3,01,628
August	7,82,602	1,47,270

4. *Area and population affected, and numbers on relief.*—During the period under report Government relief operations were at first contracted and afterwards finally closed throughout the division except in certain parts of Saran and in the western part of the Bettiah sub-division of Champaran, where four sections of the Tribeni Canal were kept open for a few days. In this tract the crops were very backward. The Commissioner, who visited it recently, writes that he saw winter rice being transplanted there as late as the 12th September, and that what *bhadoi* there was, other than *bhadoi* rice, was at least a fortnight behind that in the south of the district.

The following table shows the numbers in receipt of relief on the 11th and 25th September in comparison with previous figures—

District.	29th May.		12th June.		26th June.		10th July.		31st July.		14th August.		28th August.		11th September.		25th Septemb	
	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area.	Numbers on relief.	Percentage on population of affected area
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Shahabad ..	33,488	8·76	30,801	8·06	22,094	5·72	23,347	6·11	23,861	6·24	21,163	5·54	17,518	4·58	4,394	1·15	564	·14
Saran	89,220	6·29	84,813	5·98	68,879	4·86	67,003	4·73	79,327	5·6	75,601	5·33	53,616	5·00	22,844	1·61	3,490	·24
Champaran..	192,975	10·37	194,927	10·47	142,283	7·64	110,253	5·92	65,989	3·54	48,839	2·62	41,449	2·22	20,685	1·11	2,608	·14
Muzaffarpur	124,415	7·49	116,137	7·00	104,064	6·26	113,273	6·82	101,938	6·14	95,316	5·74	68,208	4·10	20,065	1·20	41	·002
Darbhanga ..	270,961	12·12	279,354	11·56	234,623	9·70	245,266	10·97	174,521	7·81	129,525	5·79	105,480	5·14	61,242	2·84	732	·03
Total ..	711,059	9·41	706,032	9·3	571,943	7·6	559,142	7·4	445,636	5·9	370,444	4·90	286,271	4·2	129,230	1·73	7,435	·09

The percentages for the period now under report have been calculated on the population of the area previously shown as affected.

5. *Relief Works.*—Relief works in the district of Shahabad had been closed before the commencement of the period now under report. The following table

shows the number of works open at the end of August in the four northern districts, and the dates when they were closed :—

District.	Total number of Works open on 28th August.	When the Works were closed.	Number of Works left open.
1	2	3	4
Saran	29	Closed during first half of the month ... 23 18th September 6	Nil.
Champaran	35	Closed during first half of the month ... 20 Closed during second half of the month 11	4
Muzaffarpur... ...	43	Closed during first half of the month ... 42 19th September 1	Nil.
Darbhanga	53	Closed during the first half of the month 19 Closed during second half of the month 34	Nil.
Total ...	160	156	4

As already stated, the four works kept open in Champaran consisted of four sections of the Tribeni Canal intended to afford relief to the needy in a backward tract in the Bettiah sub-division, from which distress had not yet disappeared. In order, however, to accelerate the departure of relief workers, the rate was reduced from Rs. 2-8 per 1,000 cubic feet to Rs. 2-3 from the 15th September. A further reduction of 5 annas was made with effect from the 1st instant. As is shown by the telegraphic report for the week ending 11th October, all Government relief operations have since been closed in this division.

6. *Piece-work system.*—With regard to the Tribeni Canal in Champaran, recently visited by him, Mr. Bourdillon writes :—

"I found the piece-work system on the Tribeni Canal working admirably, whether among the full task people, the weakly gangs, or the intermediates. All were satisfied, the work was easily controlled and checked, and the cost is less than it would have been under similar conditions by the task work system."

7. *Private relief works.*—The two Hatwa Raj works in Saran were closed on the 3rd September. The Darbhanga Raj relief works in the district of Darbhanga employed a daily average of 670 persons in the first week of the period under report, and 149 persons in the second: by that time in four of the seven circles of the Raj, works had been closed; and the remaining circles have since been closed. Although there have been no relief works in the district of Shahabad since the week ending 7th August, the numbers* employed on the Moghalsarai Railway have not risen considerably.

*31st July	6,918
7th August	5,183
14th „	5,461
21st „	3,527
28th „	3,654
4th September	4,526
11th „	5,000

(No later information has been furnished.)

8. *Poor-houses and kitchens.*—The following table shows the number of poor-houses open at the end of August, with the dates on which they were closed :—

District.	Number of Poor-houses open at the end of August.	Dates of Closure.
1	2	4
Shahabad	2	Sasaram poor-house closed on 11th September. Bhabhua poor-house transferred to the Charitable Fund on 22nd September.
Saran	2	One in the first half of the month and the other on 21st September.
Champaran	7	Three on 15th and four on the 25th September.
Muzaffarpur	6	One in the first half of the month, four in the beginning of the second half, and one on 26th September.
Darbhanga	8	Four at the end of the first half of the month, three by 18th September, and one on 25th September.
Total	25	...

The numbers of inmates had gradually dwindled and were very small when the poor-houses were closed. Those who remained up to the last moment received valedictory donations from the Charitable Relief Fund generally at Rs. 2 per adult and Re. 1 per child.

The following statement gives the figures of kitchen relief, and the numbers who received gratuitous relief in other ways :—

District.	Number of kitchens open.			Average daily number of persons relieved gratuitously in each fortnight.						Percentages—					
				At kitchens.			In all ways.			Of total relieved at kitchens to total relieved.			Of children to total relieved at kitchens.		
	28th August.	11th September.	25th September.	28th August.	11th September.	25th September.	28th August.	11th September.	25th September.	28th August.	11th September.	25th September.	28th August.	11th September.	25th September.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Shahabad	4	14	12	408	697	295	17,379	4,397	564	2·2	15·8	52·3	37·0	60·2	43·7
Saran	48	41	29	8,435	6,523	3,414	43,864	20,854	4,485	19·2	31·2	76·12	98·2	95·9	92·41
Champaran	99	87	10	10,584	8,945	624	29,175	16,252	1,239	36·2	55·02	50·4	53·3	52·4	48·4
Muzaffarpur ..	73	43	2	13,273	5,089	108	47,971	19,790	282	27·6	25·7	38·2	88·1	86·1	38·3
Darbhanga	53	73	5	15,451	15,444	1,702	65,478	48,843	1,753	23·6	31·6	97·09	88·2	81·2	77·02
Total	277	258	58	48,151	36,696	6,143	204,367	110,136	8,323	..	..	..	..	..	..

Kitchen relief was finally closed in all the districts in the last week of the period under report.

9. *Gratuitous relief.*—The average daily numbers gratuitously relieved during the week ending 25th September have been shown in column 10 of the table given in the preceding paragraph. Most of them were persons relieved in kitchens. The distribution of dry doles was practically closed in Shahabad before the commencement of the period under report, while in Darbhanga no relief of this kind was given after the 18th September. In Champaran and Muzaffarpur all gratuitous relief ceased on the 25th idem. The only tracts in which the distribution of doles continued beyond that date are two circles near Darauli in the Siwan sub-division,

and in the flooded tract and the Narwar circle in the Gopalganj sub-division of the district of Saran. All relief operations in this district were closed at the end of September.

10. *Public health and condition of cattle.*—Public health during August was not so good as in previous months. In the Bhabhu subdivision of Shahabad fever prevailed in a severe form. In Champaran a bad type of diarrhœa was prevalent, as well as dysentery reported to be due to the consumption of unripe fruit and raw grain. In Darbhanga fever prevailed in the south of the district. The condition of cattle was normal.

11. *Closing of relief operations.*—With the close of active relief operations, the special establishments entertained for famine relief have been for the most part discharged. The only work now in progress is that of adjusting the accounts and of preparing final reports for the preparation and submission of which full instructions have been issued by the Lieutenant-Governor. With regard to the work of the Charitable Relief Committees, Mr. Bourdillon writes :—

"The operations of the District and Local Committees of the Charitable Relief Fund are almost complete, and they have been specially busy during the past fortnight in distributing valedictory doles, in the shape of money, clothing and blankets, to those who were the very latest recipients of Government relief at kitchens and poor-houses, &c. This work is now almost done, and their accounts will soon be closed.

12. *General remarks by the Lieutenant-Governor on administration of famine relief in the Patna Division.*—As the Commissioner, with the Lieutenant-Governor's consent, does not intend to submit any more fortnightly famine reports, and his final report will probably not be completed before the end of December, Mr. Stevens takes this opportunity to express his concurrence in the opinion already expressed on more than one occasion by Sir Alexander Mackenzie, namely, that the administration of famine relief in the Patna Division (which is in this respect out of all comparison the most important of all the divisions in these Provinces) has been eminently satisfactory.

The salient points of the present famine relief administration and the more important conclusions suggested by it may be summed up here. They are—

(1) That while it was made cause for reproach to this Government by the Famine Commissioners that the extent and intensity of distress were not gauged or foreseen with anything like approximate accuracy in the previous famines of 1866 and 1874, on the present occasion the areas likely to be affected, the extent and intensity of distress, were all forecasted with a very near approach to correctness. The cost of alleviating the distress has been well within the estimates.

Vide paragraphs 92 and 94 of the Report of the Indian Famine Commissioners, Part I.

The following table compares the forecasts of the numbers likely to require Government relief in the Patna Division, submitted to the Government of India in my letter No. 447Agri.(Fam.), dated the 16th February 1897, with the actuals so far as now known :—

Month.	Probable daily numbers likely to require relief by Government according to estimates in round numbers.	Actual maximum number in round numbers relieved in any one day.
1	2	3
December 1896	Actuals were given.	69,000
January 1897		333,000
February „	400,000	415,000
March „	500,000	496,000

Month.	Probable daily numbers likely to require relief by Government according to estimates in round numbers.	Actual maximum number in round numbers relieved in any one day.
1	2	3
April 1897	600,000	597,000
May „	750,000	711,000
June „	600,000	706,000
July „	400,000	559,000
August „	300,000	370,000
September „	200,000	139,000

N.B.—The figures in column 3 are taken from the Commissioner's fortnightly reports and those in column 2 from paragraph 6 of my letter No. 447 Agri., dated the 16th February 1897.

(2) That though the rainfall was very nearly as short in 1895-96, and even worse distributed than in 1873-74, and though the failure of crops was consequently as great as in that year, yet the total cost of relief operations in the whole Province to Government to the end of September, as reported by the Accountant-General and the Examiner of Public Works Accounts, Bengal, has been less than $\frac{1}{6}$th part of that incurred in the famine of 1873-74.

(3) That there has been no mortality from starvation, and the people have been kept in such good case that they were able to return, and did return, to their normal pursuits of their own accord, and without compulsory closing of works, as soon as the *bhadoi* harvest was reaped, and the prospects of the coming winter rice harvest were assured.

(4) That the greatly reduced cost of the present famine relief operations compared with that of the operations of 1874 is due primarily to the policy wisely adopted, and courageously persevered in, of absolute non-interference with private trade (which has thus been proved for the first time and beyond question to be capable of meeting any emergency that is ever likely to arise), and in a secondary degree to greatly improved methods and knowledge of famine relief administration, both in the exaction of adequate tasks on relief works as tests of distress, and in the careful selection of fit objects of gratuitous relief.

(5) That it has also been shown as one of the results of the operations now brought to a close, that by the extension of railways and the general advance in material prosperity during the past quarter of a century, the power of the people, even in Bihar, to resist calamities of season has greatly increased since 1874-75. Not only was the failure of local crops as great as any on record, but the general distress throughout India was unprecedentedly extensive, and prices were higher than had ever previously been known. The power of resistance in these unfavourable conditions was surprising to those who knew the people best.

(6) That the zamindars of Bihar, the indigo-planters and other persons of affluence, and especially the Maharaja of Darbhanga, have been conspicuous for their unbounded liberality and charity, and willing co-operation with the officers of Government in meeting distress.

13. There has necessarily been much suffering among the people during the past year, which they have borne with most praiseworthy patience, but they have now emerged from the battle against starvation, if not without wounds, at least without deaths, and returned to their normal pursuits. They have the

prospects of a bumper harvest before them, and, as the Commissioner of Patna remarks :—

"The strain, stress and anxiety of the last year will very soon be (if it is not already) no more than a dark dream almost obliterated by the pleasanter recollection of an ideal monsoon closed by a magnificent final downpour."

14. The hearty thanks of the Bengal Government are due to the Commissioner of Patna, to each and every one of the District Officers of the famine districts, to their subordinates, to the officers of the Public Works and Medical Departments and of the District Boards, to the indigo-planters and zamindars and other men of affluence in Bihar, who have all in their several degrees performed their duties under trying circumstances to the entire satisfaction of Government.

Chota Nagpur Division.

15. During the whole of the period under report the weather throughout the Chota Nagpur Division was all that could be desired, except that the rain which fell in the week ending 25th September was insufficient in Palamau and Singhbhum. In the rest of the division the fall during that week was exactly what was wanted for the winter rice. In the two districts mentioned, however, there were heavy* falls of rain during the weeks ending 2nd and 9th October, and the prospects of the winter rice are now everywhere favourable. The *bhadoi* has been a full crop in all the districts of the division except Manbhum, where breaks in the rains in June and July had a very injurious effect, and some damage is also reported to have been done by insects in certain parts of the district. The Deputy Commissioner, Mr. Maguire, is of opinion that the outturn of the *bhadoi* harvest has been generally good, and estimates the outturn of early rice at 15 annas over an area of 149,400 acres out of a total cultivable area of 1,347,118 acres in the district. The outturn of the ordinary *bhadoi* crops is estimated by him at 14⅔ annas over an area of 198,800 acres. The Commissioner doubts the correctness of these estimates, which he thinks to be far above the truth. Mr. Forbes, the Commissioner, draws attention to the fact that the *bhadoi* crop represents but a comparatively small portion of the total food-supply of the Manbhum district. While in the Hazaribagh and Lohardaga districts, the areas under *bhadoi* crops were approximately 4·5 and 6·1 annas of the whole cultivated area, in Manbhum the *bhadoi* area came to only 2 annas.

—	Week ending	
	2nd October	9th October.
	Inches.	Inches.
*Palamau—		
Sadar	·54	2·40
Balumath ...	3·70	2·03
Hussanabad ...	—	2·97
Garhwa	—	5·80
Singhbhum—		
Chaibassa ...	·01	1·90
Kalikapu ...	·16	3·20
Ghatsila	·10	1·82

There was a further steady improvement in prices throughout the division. According to the telegraphic report for the week ending 25th September, the price of rice was 6 to 10½ seers the rupee in Palamau, 8½ seers in Manbhum, 7 to 7½ seers in Hazaribagh, and 8 seers at Ranchi, and 5½ to 16 seers in the interior of the district of Lohardaga. The prices (in seers per rupee) of the new *bhadoi* food-grains quoted for the 25th September are :—

—	Indian-corn.	Marua (*Eleusive corocana.*)	Gundli (*Panicum miliare.*)	Sawan (*Panicum tormentaceum*).
	S. CH.	S. CH.	S. CH.	S. CH.
Manbhum	21 8	25 0	...	...
Palamau...	26 0	20 0	24 0	28 0
Hazaribagh	17 0	18 0	...	...
Lohardaga (for 15th September) ...	16 8	11 7	21 4	...

There was a very heavy increase in the death-rate in all the districts in the month of August, especially in Hazaribagh and Loharadaga, as shown in the following table :—

Districts.	Total Deaths from Cholera.			Total Death-rate per 1,000 of the Districts.		
	June.	July.	August.	June.	July.	August.
1	2	3	4	5	6	7
Lohardaga	42	703	5,832	2·22	3·72	12·53
Hazaribagh	315	1,470	3,600	3·03	5·34	10·51
Manbhum	2,113	1,953	1,225	4·00	4·08	4·48
Palamau	749	1,088	1,314	3·59	4·17	6·43
Singbhum	112	146	380	2·00	2·6	6·62

The increased mortality was chiefly due to an epidemic of cholera which was very severe in the districts of Hazaribagh and Lohardaga. The Commissioner has reported by telegram that the epidemic and high mortality have now abated and that remedial measures have been duly taken by the deputation of special medical officers, by the disinfection of wells and by the distribution of medicines. Mr. Forbes writes : —

"Independently, however, of cholera there has been a marked increase, as in Manbhum, for instance, where, although the deaths from cholera have notably fallen off since June, the death-rate has still been increasing This is no doubt due in a great measure to the general lowering of system among the labouring classes owing to want of proper food, and the consequent diminished power of resistance against attacks of fever and other ordinary diseases. I fear that the effects of this will continue to be felt for some time to come."

Palamau, Hazaribagh and Lohardaga.

It was reported in paragraph 12 of my letter, No. 751 T.—R./Fam., dated the 17th September 1897, that Government relief operations in the district of Palamau had been closed on the 31st August. The Commissioner reports that no bad results ensued. In Lohardaga and Hazaribagh relief works and gratuitous relief by doles were closed on the 31st August and 4th September respectively. In the district of Hazaribagh two kitchens were kept open at Giridih and at Barhi on the Grand Trunk road, and a poor-house at Hazaribagh. The kitchen at Giridih has now been closed, some 165 persons still continuing to receive cooked food at the other two places. In Lohardaga some kitchens were likewise left open, of which eight supported by Government and four from charitable funds were still open on the 25th September, attended by 1,022 and 1,093 persons respectively ; but the Deputy Commissioner intended to close these on the 30th idem.

Manbhum.

Relief works in Manbhum were tentatively closed by the Deputy Commissioner on the 31st August, but the principal works had to be reopened under the orders of the Commissioner, On the 11th September 4,647 labourers (including 649 on daily wages) were employed on 26 works which had been reopened at reduced piece-work rates amounting to Re. 1-4 per 1,000 cubic feet for soft and medium soil, and Re. 1-9 for hard soil, in place of Re. 1-14 and Rs. 2-3 in force previously. On the 25th September there were altogether 36 works open with 13,891 labourers, and on 31 of these the lower rate of Re. 1-4 per 1,000 cubic feet was in force. The rates have since been further reduced at an initial rate of 15 annas per 1,000 cubic feet, and the Commissioner writes that he cannot conceive that the people will continue to take work in large numbers at this rate any longer than they are forced by urgent necessity to do so. It is stated that the reduced rate was in force

generally on the 29th September; the numbers on the works since that date have been :—

2nd October	8,804
9th October	7,347

Mr. Forbes has thought it necessary to keep the works open until the upland rice harvest is in full operation and new rice is available about the end of the third week of the present month. The distribution of doles of gratuitous relief was discontinued generally on the 31st August, but kitchens were kept open and were attended by 3,287 persons on the 25th September. The Lieutenant-Governor was at first doubtful regarding the necessity of keeping relief works open in Manbhum after they had been closed in other districts, and requested the Commissioner to visit the district and report on the subject after personal enquiry on the spot. The Commissioner accordingly reports thus :—

"There is the broad fact that the *bhadoi* crop represents but a comparatively small portion of the total food-supply of the Manbhum district. This was pointed out in paragraph 21 of my last Annual General Administration Report for the Chota Nagpur division, where I showed that while in the neighbouring districts of Hazaribagh and Lohardaga, the areas under *bhadoi* in 1896 were approximately 4·5 annas and 6·1 annas of the whole cultivated areas in those two districts, the *bhadoi* area in Manbhum came to only about 2 annas, and had been even less than this (*viz.*, 1·7 annas) during the three preceding years. In other words, the *bhadoi* in Manbhum, as a means of support to the people, goes less than one-half as far as in Hazaribagh, and not one-third as far as in Lohardaga.

"Taking these facts in conjunction with the shrinkage in the coal trade and the late great depression in the important lac industry in Manbhum (see paragraphs 46 and 49 of my last General Administration Report), I do not think that the large demand for work at this moment in that district is at all a matter for surprise ; and I cannot agree with Mr. Maguire's diagnosis of the present situation, nor do I think with him that the relief operations in that district can be peremptorily stopped with safety. As I have already informed Government, the rates have now been still further reduced to an initial rate of 15 annas per 1,000 cubic feet, and I cannot conceive that the people will continue to take work in large numbers at this rate any longer than they are forced by urgent necessity to do so. I may also mention that, in order to remove the possible expectation of a further grant of valedictory doles. I telegraphed to the Deputy Commissioner on the 30th ultimo to say that no more doles would be allowed (except to persons on the kitchen lists and in the Pokhria Circle, where none have yet been given).

"The latest detailed reports that I have received from the Deputy Commissioner are for Monday, the 27th ultimo. They show that the reduced rate (of 15 annas) was introduced on that date at 8 out of the 36 works. There were then 12,657 persons (=11,412 male units) at work, showing a falling off of 1,234 persons (=1,107 male units) since the 25th idem. The reduced rate was probably in force everywhere by the 29th ultimo, and the opinion to which I still hold is that we must await the further result of this practically starvation wage before deciding on what date all operations can safely be closed. * * * * To my mind the only reliable index to the necessities of the case is whether the people will accept work or not at a lower rate than has probably ever before been known in this district. I am fully aware of the desirability of not continuing relief measures a day longer than absolutely necessary, and of the responsibility I incur of now doing so in opposition to the expressed opinion of the District Officer, but I cannot shut my eyes to stubborn facts. What these during the past month have been is shown by the large attendance on the reduced rates which have been in force during that month. For the present we can only await the result of the still further reduction. It is possible that, as suggested by Mr. Maguire, the works will have to be kept open until the end of the third week of the current month. If I find that I can close them safely sooner, I will of course do so."

In view of the fact that large numbers have sought employment and remained on the works at the very low rate allowed of 15 annas per 1,000 cubic feet for earthwork, the Lieutenant-Governor cannot any longer doubt that Mr. Forbes was right in keeping them open as he did. As, however, the early rice is now being reaped, relief works are no longer required, and it has been ascertained by telegram they were closed on the 23rd instant.

Presidency Division.

16. Throughout the Presidency division the rainfall has been sufficient and well distributed, and the prospects of winter rice are excellent, while the outturn of the *bhadoi* has been generally good. New *aus* rice has come into the market

and prices have fallen. Public health was generally good. Relief operations were closed in the district of Murshidabad on the 31st August, and in Jessore on the 4th September.

Nadia.

In the district of Nadia, famine had practically disappeared at the end of August. Only one relief work was kept open after the beginning of September, and this was closed on the 11th of that month, when the number attending it had dwindled to 25. Except at four poor-houses, gratuitous relief was also closed on that date. It was considered safe not to close the poor-houses until it was certain that the stopping of the doles would not lead to cases of starvation. It was, however, soon found that there was no marked increase in the numbers in the poor-houses, and they were accordingly closed on the 18th September, when the total number of inmates was only 23.

Khulna.

The outturn of the *aus* and jute has been good, but, as stated in previous reports, these crops are not of much importance in this district. The price of new *aus* rice is reported to have been 10 to 11 seers the rupee. The importation of Burma rice decreased, but there was no want of food-grains in the affected area, which at the close of the period under report stood at 367 square miles with a population of 210,000. There were only two relief works open in the beginning of September, and these were not largely attended and were finally closed at the end of the first fortnight. Gratuitous relief was continued, the average daily number gratuitously relieved in the week ending 25th September being 2,879 ; this number includes the inmates of six poor-houses which were kept open during the month mentioned. On that date the number of inmates of the poor-houses was 46 men, 293 women, and 521 children. Poor-houses were closed on the 20th instant.

Bhagalpur Division.

17. The *bhadoi* has been a good crop in the Bhagalpur and Sonthal Parganas districts, and the rain which fell in September and in the beginning of October has rendered the prospects of the winter rice secure. Prices have fallen considerably. In Madhipura and Supaul in the district of Bhagalpur the price of *marua* on the 25th September was 25 seers the rupee, and the Deputy Commissioner of the Sonthal Parganas, reporting on the 29th idem, says that Indian corn is now selling at 24 seers the rupee at Dumka, 17 to 22 seers at Deoghur, and 14 to 16 seers at Jamtara. Government relief operations had been closed before the beginning of the period now under report commenced ; but during the period some relief from the Indian Famine Charitable Relief Fund was given in both districts.

Burdwan Division.

18. With good and general rainfall the prospects of the *aman* or winter rice in the district of Bankura were good, and the price of common rice fell from 8 seers 8 chitaks the rupee at the end of August to 10 seers 3 chitaks on the 25th September. Gratuitous relief from Government funds was closed in all the affected tracts on the 15th September, but relief works were continued in order to afford employment to needy labourers. Relief operations in the Sonamuckhi charge, with an area of 141 square miles and a population of 75,489 persons, were closed altogether on the 24th September, and all relief works in the remainder of the district were closed on the 29th idem. There was then still a large number (7,817) of labourers on the works, but a colliery proprietor, Babu Ram Bandhu

Chatterji of Kenchka in the Laltora outpost, who had spent over Rs. 5,000 upon works of relief, undertook to spend Rs. 6,000 more (either in cash or its value in rice) in carrying out further works during October and November, and thus rendered it possible for the Collector to close the Government relief works.

Orissa Division.

19. The prospects of winter rice in all the districts of the Orissa division are good, and prices have fallen. The telegraphic report for the week ending 18th October shows that the prices of common rice in that week were :—

	S.	CH.		S.	CH.	
Cuttack	13	13	to	15	12	per rupee.
Puri	9	0	to	13	0	,,
Balasore	12	0	to	17	0	,,
Angul	18	0	to	20	0	,,

Puri.

In Puri there was heavy and general rain, and crop prospects are excellent in all parts of the district. Eight relief works which were open in the beginning of the month were closed between the 10th and 13th September. On the 11th September the total number of relief workers was 2,082, but it appears that this comparatively large number was due to unnecessarily high rates of wages paid by the Collector, in spite of orders from the Commissioner and Government to reduce them. On that date the total number on gratuitous relief was 1,354. This form of relief was continued for another week, the number in receipt of doles on the 18th being 582, and was then stopped.

Rajshahi, Dacca and Chittagong Divisions.

20. There is nothing of importance to report with regard to these divisions. The rainfall has been generally sufficient, and prospects of winter rice are good.

21. *General remarks by the Lieutenant-Governor on administration of famine relief in Bengal, Bihar and Orissa.*—As famine relief operations are now everywhere closed, the Government of Bengal does not propose, unless the Government of India direct otherwise, to submit any more monthly reports. All the final reports reviewing famine operations for their several divisions are not expected from Commissioners before the end of the current calendar year, so that the final Provincial Report cannot in all probability be submitted to the Government of India before the end of January next.

By that time Mr. Stevens will have relinquished charge of the administration of these provinces to the permanent Lieutenant-Governor, Sir Alexander Mackenzie. He therefore deems it his duty to say here that as Member of the Board of Revenue he had no share in initiating the administration of famine relief by Government, which, under the Famine Code, lies outside of the Board's functions. The organisation was full and complete and the greater part of the work had been done when he assumed charge of the administration. He has at the same time had exceptional opportunities of forming an unbiassed judgment both before and after he assumed charge of the office of Lieutenant-Governor; and he has no hesitation in recording his emphatic and decided opinion that the administration of famine relief in these provinces has been eminently successful. In operations of such vast extent, and with an agency hurriedly got together to meet a widespread calamity of the kind, it was inevitable that mistakes should be made, but in Mr. Stevens' opinion the mistakes made in the operations now brought to a close

have been wonderfully few, and such as there have been were promptly rectified by the controlling authorities.

If the perfection of famine relief administration consists, as His Honour thinks it does, in saving life at a minimum of cost to the State, without demoralisation of the people, and without rendering them unwilling or unable to resume their normal occupations on the earliest advent of favourable seasons, Mr. Stevens believes that it has been attained in a high degree in the operations now brought to a close.

In paragraph 14 above the Lieutenant-Governor has specially recorded his high appreciation of the services rendered by the Commissioner of the Patna division and of the officers who served under him, because it was in that division that the calamity now tided over was most severely felt, and it was there that the strain of labour and anxiety was greatest; but His Honour desires me to say that the remarks made in that paragraph apply likewise to the other Commissioners and Collectors of districts in which relief operations were undertaken and to their subordinates, and that they too are entitled to the cordial thanks of Government for the ability, zeal and devotion with which they have performed their anxious duties in their respective charges. Sir Alexander Mackenzie, having laid down the general policy and plan of operations to be followed in meeting distress, left the execution in details largely to local officers, who reported progress in full fortnightly to Government. Their reports were carefully scrutinised by Government; when necessary, attention was promptly called to defects, and instructions were issued to meet various contingencies as they arose.

Much reliance, however, was necessarily placed on the local officers, since it is obviously impossible that the central authority of a province can adequately direct all the details of operations at once so vast and so minute as those of general famine relief. Under such circumstances it is inevitable that some allowances must be made for the idiosyncrasies of individual officers. Making such allowances the Lieutenant-Governor considers that the results have conclusively established the wisdom of the policy adopted by the Government. Zamindars and persons of wealth and influence in nearly all of the affected districts have been conspicuous by their charity and by their active co-operation with Government in meeting distress.

I have, &c.,

M. FINUCANE,

Secretary to the Government of Bengal.

Statement of Rainfall in the affected and threatened Districts in September 1897.

RAINFALL IN INCHES.

STATIONS.		1st.	2nd.	3rd.	4th.	5th.	6th.	7th.	8th.	9th.	10th.	11th.	12th.	13th.	14th.	15th.	16th.	17th.	18th.	19th.	20th.	21st.	22nd.	23rd.	24th.	25th.	26th.	27th.	28th.	29th.	30th.	Total.	Normal
1		2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33
BANKURA ..	Vishnupur	0·04	..	..	0·69	0·79	0·98	..	1·09	0·31	0·03	0·36	..	..	1·17	0·14	..	0·36	..	..	..	..	..	..	..	0·51	..	..	..	4·13	..	10·60	8·95
	Bankura	0·02	0·10	.	0·25	0·49	1·49	..	1·20	..	0·62	0·26	..	..	0·27	..	0·23	0·73	..	..	..	0·12	..	0·02	0·10	0·22	..	..	..	4·45	0·04	10·61	8·03
	Gangajalghati	..	1·15	..	0·32	1·39	..	0·34	0·47	0·22	0·52	..	..	..	0·23	0·21	1·44	0·51	..	..	..	1·52	..	..	0·17	0·34	..	..	1·02	2·19	..	12·04	8·54
	Raipur	..	..	..	0·18	4·08	0·47	0·45	..	0·15	0·11	0·31	..	..	1·05	..	..	0·45	..	..	..	..	..	..	..	0·26	0·36	..	0·10	0·07	..	8·04	8·80
	Sonamukhi	..	..	..	1·60	2·77	1·00	..	0·50	0·03	0·45	0·34	..	..	0·85	..	..	1·70	..	..	..	0·43	0·70	..	..	..	..	..	..	1·70	..	12·07	7·75
NADIA	Krishnagar	..	..	0·08	0·10	0·84	0·16	0·92	0·16	..	0·07	0·16	..	1·48	2·11	0·01	0·20	0·35	0·01	0·18	0·04	..	0·27	0·14	..	0·03	0·01	..	..	0·01	0·03	7·36	7·31
	Ranaghat	..	..	0·15	0·35	0·64	..	0·07	0·07	..	0·13	..	..	1·02	0·33	1·35	0·07	0·31	0·03	0·07	..	0·66	..	..	..	..	0·03	..	..	0·47	..	5·75	7·14
	Chuadanga	0·54	..	0·41	0·35	0·32	0·05	..	0·28	0·03	..	..	..	1·97	1·53	0·25	..	1·95	..	..	0·11	0·08	..	..	..	0·16	0·02	..	..	..	..	8·05	8·88
	Meherpur	0·58	..	..	0·22	1·02	0·07	..	0·07	9·01	0·02	..	..	0·52	3·60	0·11	..	2·63	..	..	2·23	0·23	..	..	..	0·86	0·04	..	..	0·25	..	12·46	7·86
	Kushtia	0·22	..	0·61	0·26	0·14	..	0·05	..	..	..	..	..	0·06	1·65	0·48	0·02	1·15	..	..	0·02	0·81	1·12	..	..	0·05	0·07	..	..	0·30	0·16	7·17	9·42
MURSHIDABAD	Berhampore	0·56	0·01	..	0·69	1·47	1·57	0·03	0·06	..	..	0·04	..	0·59	0·04	0·03	0·04	0·33	0·18	2·00	0·02	..	..	..	0·28	0·08	..	..	0·03	..	..	8·05	10·13
	Kandi	0·65	..	..	1·04	1·21	..	..	..	0·11	..	0·09	..	..	0·08	..	..	0·90	..	2·10	0·21	0·10	..	..	..	1·07	..	..	0·18	0·30	..	8·04	9·12
	Jangipur	0·66	0·36	..	0·48	0·40	0·15	..	..	..	..	..	..	..	1·45	..	..	1·41	1·24	..	0·34	0·23	1·58	..	..	0·84	..	..	1·40	..	..	10·54	10·04
JESSORE	Sadar	..	..	0·40	0·18	0·05	..	..	0·03	..	0·03	0·04	..	2·40	0·47	1·41	0·22	..	..	..	0·50	0·04	0·30	..	..	0·12	0·09	..	..	..	..	6·33	8·09
	Narail	..	..	0·14	0·30	0·40	..	..	0·06	..	..	..	..	0·85	0·97	2·20	2·35	0·41	..	..	..	..	0·03	..	0·02	..	0·05	..	..	..	..	7·78	6·39
	Jhenidah	0·57	..	..	0·22	0·04	..	0·21	0·05	..	..	0·02	..	2·08	0·88	0·29	..	0·19	..	..	1·61	0·80	0·91	..	..	1·91	0·09	..	..	0·25	..	9·10	9·58
	Magura	0·03	..	0·04	0·01	0·04	..	0·12	..	..	..	..	..	0·82	1·10	0·53	1·50	1·30	..	..	..	0·62	0·06	..	..	0·10	1·21	..	..	1·04	..	8·52	7·36
	Bangaon	..	..	0·04	0·12	0·12	..	0·03	..	..	0·06	..	..	1·86	0·31	1·63	0·34	0·50	..	..	0·49	0·39	..	..	..	0·03	0·01	..	..	..	..	5·93	8·05
KHULNA	Sadar	0·05	..	0·18	0·54	0·06	..	0·11	0·17	..	..	..	..	2·91	0·96	0·62	0·12	0·87	..	0·80	0·35	..	..	..	..	..	0·12	0·07	..	..	..	7·93	9·24
	Satkhira	..	..	0·30	0·78	0·07	..	..	0·30	..	0·16	..	..	1·45	0·75	0·92	..	0·20	..	..	..	..	..	0·30	..	0·08	..	..	0·26	..	..	5·57	8·0
	Bagirhat	0·01	0·08	0·26	1·06	3·26	0·01	..	0·10	..	..	..	..	2·75	0·69	0·26	0·43	0·90	0·16	..	0·08	0·62	0·04	..	..	..	0·15	..	..	..	0·02	10·86	9·11
RAJSHAHI ..	Boalia	0·47	..	0·11	1·24	..	0·70	0·11	..	..	..	0·02	..	..	0·30	0·32	0·15	0·54	0·26	0·10	1·06	0·59	0·03	0·05	0·54	0·07	0·02	..	0·03	..	..	6·71	10·38
	Nator	0·48	..	..	0·26	..	..	..	..	0·53	..	..	..	1·27	1·14	0·65	0·07	2·14	..	2·12	1·30	0·85	..	2·05	..	0·45	..	..	..	0·12	..	13·43	11·14
	Naugaon	0·20	1·66	..	4·44	..	0·17	..	..	..	..	..	..	..	1·04	0·30	0·72	..	0·19	1·54	1·61	1·02	0·35	..	..	2·33	0·26	..	0·61	0·09	..	16·53	11·13
DINAJPUR ..	Dinajpur	1·22	6·30	0·70	0·37	0·73	..	..	0·15	..	0·15	..	..	..	1·15	0·34	..	..	..	..	0·75	..	0·91	0·17	0·98	..	..	..	0·19	..	..	14·11	11·30
	Balughat	2·30	3·77	0·16	1·09	0·31	..	0·30	..	..	..	..	..	..	1·87	0·74	..	0·56	0·76	..	1·35	0·66	1·13	..	0·52	..	..	..	0·25	..	..	15·50	10·44
	Thakurgaon	3·18	5·54	5·50	0·80	0·55	..	..	..	..	1·20	..	..	..	0·08	..	..	1·96	0·96	..	..	0·20	3·00	..	0·35	..	..	1·14	1·44	..	..	25·90	..
BOGRA	Bogra	0·21	1·00	0·31	1·44	..	..	.	0·16	..	..	..	..	..	2·30	1·30	0·08	0·46	..	..	..	1·42	3·60	0·73	..	0·86	0·92	..	0·03	0·05	..	14·17	10·88
	Sherpur	0·20	0·50	0·45	1·50	0·17	0·20	..	..	..	..	..	..	..	6·50	1·25	..	0·45	..	0·80	0·15	2·87	2·45	0·10	..	0·61	..	..	..	..	..	18·20	10·07
	Naukhila	0·31	0·96	1·64	1·10	..	..	..	0·21	..	..	..	..	..	1·34	0·60	..	0·44	..	0·59	3·60	..	0·09	0·35	..	0·40	0·18	0·02	..	..	..	11·83	9·86
	Panchbibi	0·40	2·10	..	1·70	..	..	6·45	..	..	..	..	..	..	1·63	0·37	..	..	1·05	..	..	0·21	1·72	..	..	..	..	..	0·98	..	..	10·61	11·80
PABNA	Pabna	0·13	..	0·33	0·06	0·40	..	..	0·05	..	..	..	..	0·55	0·74	0·45	..	1·66	..	0·08	0·25	0·15	0·35	..	..	0·05	0·22	..	..	0·26	0·61	6·39	9·57
	Sirajganj	0·07	0·05	0·12	1·00	0·10	..	..	..	..	..	..	..	..	2·00	0·67	0·13	0·75	..	..	1·96	2·05	0·20	0·03	..	1·15	..	0·02	..	0·14	..	10·44	9·10
PATNA	Patna	0·06	0·24	0·98	0·66	0·28	..	..	..	..	..	..	..	..	0·08	..	0·15	0·34	..	0·19	..	..	..	..	0·23	..	..	..	0·04	..	..	3·25	7·40
	Dinapore	0·09	0·55	0·26	0·72	0·07	..	..	..	..	..	..	..	..	..	..	0·13	0·58	..	0·07	..	..	..	0·05	..	..	..	..	..	..	..	..	2·52	7·25
	Bihar	0·67	0·34	0·99	1·10	0·53	..	..	0·56	0·26	..	..	..	..	..	..	..	0·10	..	..	0·12	..	6·01	0·31	..	0·01	..	..	..	..	..	5·03	6·47
	Barh	0·62	1·45	0·45	..	..	..	..	..	..	..	..	..	..	..	..	0·92	..	..	..	..	..	0·45	..	..	..	..	..	..	..	..	3·89	7·51
SHAHABAD ..	Arrah	1·49	1·63	0·12	..	..	..	..	0·14	..	..	..	..	..	..	..	0·38	..	0·74	0·79	..	..	0·32	0·04	..	..	..	0·09	..	..	..	5·74	7·19
	Bhabua	0·13	1·52	..	0·65	0·03	..	..	0·05	0·58	..	..	..	..	..	0·05	..	..	..	..	..	0·15	..	0·74	..	0·40	..	..	0·24	..	..	4·54	6·91
	Sasaram	0·19	0·45	1·74	0·26	..	..	..	0·40	0·42	..	..	..	..	..	1·55	0·08	0·25	..	..	..	0·31	..	0·08	..	..	..	..	..	..	..	5·73	6·76

Statement of Rainfall in the affected and threatened Districts in September 1897—(concluded).

STATIONS.	1st.	2nd.	3rd.	4th.	5th.	6th.	7th.	8th.	9th.	10th.	11th.	12th.	13th.	14th.	15th.	16th.	17th.	18th.	19th.	20th.	21st.	22nd.	23rd.	24th.	25th.	26th.	27th.	28th.	29th.	30th.	31st.	Total.	Normal
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33
SARAN .. .. Chapra	0·09	0·39	0·31	0·13	0·10	..	..	..	0·14	..	..	..	..	..	..	0·05	..	0·03	0·01	..	0·47	0·02	0·02	..	0·04	..	..	0·71	..	..	2·51	6·94
Gopalganj ..	0·13	0·35	1·31	1·44	..	..	..	1·13	..	..	..	..	..	0·56	..	2·17	0·03	0·26	..	..	3·63	..	0·31	..	0·87	..	..	..	..	..	12·79	7·28
Siwan	0·35	1·15	4·10	..	..	..	..	..	0·60	..	..	..	..	1·00	0·40	..	0·67	..	..	..	0·25	0·22	..	1·35	..	..	0·18	..	..	..	10·27	8·57
CHAMPARAN .. Motihari ..	0·03	0·35	3·06	0·85	..	0·09	..	..	..	..	..	..	..	..	0·81	2·51	0·89	0·18	..	..	0·83	0·29	..	..	..	..	..	..	..	..	9·94	9·45
Bettiah ..	1·09	4·12	0·32	0·11	1·30	..	..	..	..	..	..	..	..	1·99	1·26	0·61	0·02	0·21	0·09	1·18	0·03	0·01	..	2·26	..	0·41	..	..	..	..	14·92	9·58
Bagaha	..	3·01	1·28	0·25	0·10	2·74	0·03	..	..	0·44	..	..	..	..	0·43	0·84	0·74	1·82	..	1·00	..	..	..	..	0·09	..	1·35	..	..	..	20·26	10·99
Ramnagar ..	0·03	2·76	3·00	0·04	0·10	1·42	..	..	..	..	..	..	..	3·09	1·03	2·27	0·57	0·05	..	3·41	..	..	0·11	..	..	..	0·15	..	..	..	21·02	..
MUZAFFARPUR Sadar	0·19	2·09	0·82	0·60	0·32	..	..	..	..	..	..	..	..	..	0·08	..	1·21	0·09	..	..	0·03	..	0·29	0·04	0·08	0·08	..	..	0·36	..	..	6·42	8·92
Sitamarhi ..	2·07	1·60	0·63	0·58	0·21	0·12	..	..	..	..	..	..	0·32	..	1·20	0·78	0·84	..	..	1·50	0·19	0·18	..	..	..	..	..	..	..	..	10·12	8·97
Hajipur	0·22	0·26	0·10	1·05	0·30	..	..	..	..	..	..	..	..	..	..	0·07	0·40	..	..	0·52	..	..	0·03	..	..	..	..	..	..	..	..	2·85	7·48
DARBHANGA .. Sadar	1·34	1·07	0·14	2·01	1·93	0·21	1·63	..	0·34	..	..	..	..	..	..	0·43	..	..	..	..	..	..	0·05	0·12	..	0·41	..	..	..	..	..	9·68	8·94
Samastipur ..	0·08	0·95	0·69	0·56	0·53	0·32	..	0·05	..	..	..	..	..	..	..	0·58	1·25	..	0·41	..	..	..	..	..	0·14	..	..	0·12	0·27	..	5·95	8·10
Madhubani ..	0·59	1·79	0·12	1·52	0·61	0·12	1·98	..	..	..	..	..	..	0·05	..	0·92	0·13	..	1·10	0·22	..	0·06	0·04	..	0·05	..	..	0·31	..	..	9·61	9·52
BHAGALPUR .. Madhipura ..	0·90	0·63	1·53	0·90	0·76	0·12	0·92	0·60	..	..	..	..	..	..	..	..	..	..	0·60	..	..	..	..	0·13	0·43	..	..	0·23	0·29	..	8·01	10·22
Supaul	0·18	0·83	0·54	2·09	1·61	0·07	1·01	..	..	..	..	..	..	0·45	..	0·07	0·56	..	..	..	..	0·02	0·02	0·80	..	..	0·15	0·81	..	..	9·12	9·59
Bhagalpur ..	0·95	2·71	1·28	0·96	0·01	..	..	..	0·03	0·02	0·03	..	..	0·01	0·03	..	0·04	0·82	0·01	4·20	..	0·06	1·91	0·01	..	..	..	..	0·02	..	13·10	7·37
Banka	0·15	4·15	0·40	0·95	...	0·40	0·35	..	..	..	..	..	..	0·40	..	..	..	0·40	..	..	..	0·23	0·40	0·23	..	..	0·15	..	..	..	8·21	8·36
SONTHAL PARGANAS. Dumka	1·28	0·75	..	0·66	1·74	..	..	0·03	..	0·59	0·30	..	..	0·12	0·10	..	1·79	..	2·29	..	0·76	..	0·24	0·36	0·10	..	..	..	0·03	..	11·19	9·53
Rajmahal ..	1·42	3·52	0·22	1·29	..	..	..	0·58	..	..	0·02	..	..	2·49	0·37	..	0·86	0·10	..	..	0·28	1·20	0·19	1·30	..	0·46	0·03	..	..	..	14·33	11·13
Godda	2·05	2·40	0·45	0·92	...	..	1·35	0·87	..	0·06	..	..	0·10	0·82	..	..	0·30	..	..	..	..	..	0·13	1·37	0·11	0·06	0·47	..	..	..	10·33	10·05
Pakaur	2·58	..	..	0·32	0·70	0·80	..	..	..	0·05	..	..	..	1·83	..	..	2·34	1·12	..	..	..	..	0·45	0·63	..	..	..	0·01	..	..	10·71	8·87
Deoghur ..	2·50	2·72	0·83	0·73	..	..	0·24	..	..	0·25	..	..	..	..	..	..	0·15	..	..	0·04	0·34	..	0·50	0·46	0·22	..	..	0·06	..	..	9·04	8·23
Jamtara	0·80	..	..	0·05	..	0·10	0·13	..	0·02	0·08	0·15	..	..	0·06	..	..	0·46	..	2·70	0·95	0·20	0·15	..	..	..	..	..	0·75	0·30	..	6·05	7·69
CUTTACK.. .. Sadar	..	..	..	0·02	1·50	0·07	0·65	0·70	0·60	0·50	0·25	..	..	..	..	..	0·03	0·13	..	0·15	0·10	..	0·86	0·43	0·31	..	0·70	..	..	..	7·00	11·07
Kendrapara ..	..	0·02	0·06	0·34	0·02	1·63	0·45	1·28	0·42	0·28	0·35	..	0·03	..	..	..	1·13	1·81	0·02	0·06	0·27	0·02	0·13	1·37	0·11	0·06	0·47	..	..	..	10·33	10·05
Jajpur	..	..	..	0·18	..	0·75	0·18	0·97	0·10	0·33	0·51	..	..	..	..	..	0·45	..	..	..	..	0·20	0·04	0·50	0·58	..	..	..	..	..	4·79	9·80
Banki	..	0·01	..	0·04	..	4·45	0·18	0·27	1·36	0·40	0·35	0·44	0·12	0·02	..	0·03	0·23	0·37	..	0·19	0·10	..	0·24	0·57	0·62	0·14	..	..	..	..	10·13	9·72
PURI .. .. Puri	..	0·01	0·14	0·72	0·95	0·07	0·04	0·33	0·17	0·12	0·10	0·56	0·67	..	..	..	0·86	..	0·03	..	0·35	0·01	0·09	1·10	0·04	0·20	..	..	..	..	6·59	10·36
Khurda ..	..	..	0·36	..	0·24	4·28	0·25	0·34	0·93	0·31	0·62	0·18	..	..	..	0·81	..	..	..	0·14	..	..	0·16	0·10	0·44	(Figures for these days not received.)					..	10·92
Bhanpur ..	0·15	0·09	0·43	0·54	0·14	0·16	0·19	0·30	2·85	1·21	0·20	0·58	0·02	0·20	0·13	0·54	..	..	0·01	0·03	..	0·53	0·08	1·00	1·22	0·97	0·07	..	..	..	11·64	10·16
HAZARIBAGH .. Sadar	2·62	0·11	0·55	0·15	0·50	..	..	0·19	0·06	0·10	0·06	0·02	..	..	..	0·39	0·02	0·06	0·60	0·01	0·87	0·60	0·35	0·34	..	0·07	..	..	0·03	..	8·10	8·76
Giridih	2·06	0·61	0·07	0·87	0·03	..	0·12	0·07	0·05	..	0·11	0·05	..	..	..	0·83	..	..	1·11	..	1·02	0·70	0·12	0·63	0·48	..	..	0·53	..	..	8·46	8·42
LOHARDAGA .. Ranchi	0·12	..	..	1·05	0·09	..	..	0·04	0·45	0·30	0·19	0·24	..	..	0·04	0·19	..	..	2·04	..	0·13	0·91	0·11	0·17	0·10	0·13	..	..	0·15	..	6·45	9·62
Lohardaga ..	2·30	0·08	0·10	0·58	0·27	0·30	..	0·10	0·16	0·40	0·05	..	..	..	0·07	0·37	0·02	..	..	..	0·47	1·25	1·84	1·53	0·44	0·04	..	..	0·20	2·20	12·86	9·45
PALAMAU .. Daltonganj ..	1·34	0·18	2·00	0·26	..	..	..	1·31	0·05	0·63	..	..	..	..	0·56	0·44	..	..	..	0·02	1·46	0·01	0·02	0·18	..	..	0·18	..	0·36	..	9·00	7·79
Balumath ..	0·10	..	0·10	..	2·00	..	..	..	..	0·50	..	..	..	..	..	1·30	0·05	..	..	..	..	..	..	1·00	..	..	..	..	..	2·45	7·50	9·48
MANBHUM .. Purulia	0·02	..	..	0·52	1·45	0·04	0·40	0·27	0·08	1·47	0·15	..	..	..	..	0·96	0·06	..	..	0·40	1·75	..	..	1·19	0·10	..	..	..	0·48	0·05	9·39	8·04
Gobindpur ..	0·75	..	..	0·62	0·50	0·30	0·06	0·10	..	0·28	..	..	..	..	..	0·24	0·65	..	2·93	..	1·11	..	..	..	..	..	..	0·27	..	..	7·81	7·42
Raghunathpur ..	..	..	..	0·18	0·20	0·20	0·05	..	0·10	0·05	0·02	0·04	..	..	..	..	0·07	..	..	..	0·15	..	..	..	0·10	..	..	..	0·33	..	1·49	7·74
SINGHBHUM .. Chaibassa ..	0·16	..	0·02	..	0·03	0·93	0·61	1·07	0·63	0·16	0·04	..	0·05	..	..	0·06	..	0·01	..	..	..	0·77	..	0·02	0·05	0·01	..	..	..	..	4·62	8·05
Chakradharpur ..	..	..	..	..	0·28	0·07	0·19	0·73	0·62	0·04	0·05	..	..	..	..	0·67	0·07	1·45	...	0·02	..	..	..	..	0·25	0·14	..	0·03	..	..	4·61	5·51
Ghatsila	..	..	..	0·33	0·38	..	0·68	0·58	0·12	0·32	0·50	..	..	0·53	0·46	0·07	..	..	..	..	..	..	..	..	0·21	..	..	..	..	..	4·18	8·61

Monthly Famine Statement A for the four weeks ending Saturday evening, the 25th September 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of area in column 4.	Numbers on Relief Works on last day of month.					Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.					Monthly death-rate.		Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Common rice.	Indian corn.	Marua.	Barley.	Peas.	In the district.	In the affected area.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
PATNA DIVISION.	Sq. miles.		Sq. miles.								S. CH.	S. CH.	S. CH.	S. CH.	S. CH.			
Shahabad	4,365	2,063	1,632	382	...	...	...	...	...	564	8 4	...	...	...	9 0	3·81	4·29	Nil.
Saran	2,651	2,466	49	43	...	...	...	...	...	4,485	10 0	16 6	18 4	...	...	3·89	3·89	Nil.
Champaran	3,531	1,860	700	275	...	1,328	...	41	1,369	1,239	10 4	19 4	...	...	...	4·50	4·50	Nil.
Muzaffarpur ...	3,005	2,713	1,851	1,660	...	...	...	34	34*	282	9 0	...	...	13 0	...	2·40	4·15	Nil.
Darbhanga	3,335	2,801	2,940	2,417	...	82	...	26	108	1,753	9 8	15 0	18 0	...	...	3·6	3·3	Nil.
Total for Division	16,887	11,903	7,172	4,777	...	1,410	...	101	1,511	8,323	...	...	...	...	...	...	...	...
CHOTA NAGPUR DIVISION.																		
Manbhum	4,147	1,193	3,373	991	...	13,891	...	...	13,891	3,460	8 0	16 0	...	...	...	4·48	4·78	Nil.
PRESIDENCY DIVISION.																		
Khulna	2,077	1,177	367	210	...	...	...	...	...	2,879	10 0 to 11 0	...	...	...	...	2·72	2·38	Nil.
BURDWAN DIVISION.																		
Bankura	2,621	1,070	1,053	413	7,817	...	...	...	7,817	...	10 3	...	...	...	...	1·92	1·87	Nil.
Grand Total	25,732	15,343	11,965	6,391	7,817	15,301	...	101	23,219	14,662	...	...	...	...	...	...	...	...

* The figure is for 19th September 1897, all works being closed.

Monthly Famine Statement B for the four weeks ending Saturday evening, the 25th September 1897.

District.	Maximum number for whom employment on relief works is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works.		Number for whom relief can be provided by works remaining on programme on date of report.		Expenditure since 1st April 1897.			Advances since 1st April 1897 up to end of month under—		Revenue suspended.
		On large works.	On small works.	On large works.	On small works.	Date up to which account is made up.	On relief works.	On gratuitous relief.	Land Improvement Loans Act.	Agriculturists' Loans Act.	
1	2	3	4	5	6	7	8	9	10	11	12
PATNA DIVISION.											
Shahabad	12,000	10,249	3,862	2,493	1,317	25th Sept.	Rs. 52,767	Rs. 1,62,322	Rs. 19,755	Rs. 51,267	Rs. Nil.
Saran	84,971	42,891	7,677	20,512	791	Ditto.	1,65,975	3,14,859	13,860	2,31,806	Nil.
Champaran	130,000	212,600*	87,700	108,000	37,000	Ditto.	7,22,774	5,26,415	5,869	1,92,395	Nil.
Muzaffarpur	300,000	79,906	95,919	66,280	39,340	Ditto.	4,70,105	4,57,497	10,159	1,76,624	Nil.
Darbhanga	351,964	138,478	213,486	46,552	77,486	Ditto.	17,78,660	8,28,173	18,448	Nil.	Nil.
Total for the Division ...	878,935	484,124	408,644	243,837	155,939	...	31,90,281	22,89,266	68,091	6,52,092	...
CHOTA NAGPUR DIVISION.											
Manbhum	120,000	52,379	69,325	(Not reported.)		25th Sept.	92,276	61,287	32,748	41,712	Nil.
PRESIDENCY DIVISION.											
Khulna	10,480	...	6,525	...	1,846	Ditto.	53,032	78,291	24,695	58,131	Nil.
BURDWAN DIVISION.											
Bankura	24,770	35,921	303,783	10,990	97,002	Ditto.	46,032	50,960	5,000	20,498	Nil.
Grand Total	1,034,185	572,424	788,277	254,827	254,787	...	33,81,621	24,79,804	1,30,534	7,72,733	...

* This includes about 20,000 persons on railway embankments.

PUNJAB.

Imperial Monthly Famine Statement A for the four weeks ending Saturday evening, the 29th May 1897.

District.	Area in square miles.	Population in thousands.	Affected area in square miles.	Estimated population in thousands of col. 4.	Numbers on Relief Works on last day of Month.					Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.						Monthly death-rate of district.		Deaths directly due to starvation.
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.	Wheat.	Gram.	Maize (Indian Corn).	Bajra (Bulrush Millet).	Jowar (Great Millet).	Barley.	Normal of month.	Actual of month.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	14*a*	14*b*	14*c*	15	16	17	18
Hissar ...	5,217	776	3,763	544	5,514	29,011	526	2,981	9,416	47,448	19,799	$10\frac{3}{8}$	$10\frac{3}{4}$	...	$9\frac{5}{16}$	$10\frac{3}{4}$	$13\frac{1}{4}$	*See* note on reverse of Statement.	*See* note on reverse of Statement.	*Nil.*
Rohtak ...	1,797	590	1,467	452	...	1,247	...	3,748	1,683	6,678	3,733	10 to 11	10 to $10\frac{1}{2}$	...	8	10 to 11	$13\frac{1}{2}$ to 14			*Nil.*
Gurgaon ...	1,984	669	558	198	...	...	...	...	...	...	...	11	$10\frac{14}{16}$	...	9	11	14			*Nil.*
Delhi ...	1,290	638	616	381	...	188	33	278	268	767	1,044	(Flour) 12	...	...	...	...	(Flour) 12			*Nil.*
Karnal ...	2,660	683	2,123	499	2,948	143	...	131	662	3,884	3,631	(Flour) 11	(Flour) 9	(Flour) $7\frac{1}{2}$	...	...	(Flour) $11\frac{1}{2}$			*Nil.*
Umballa ...	2,540	1,033	1,755	718	...	1,672	93	51	315	2,131	1,920	11 to $12\frac{1}{2}$	10 to 12	11 to 12	...	...	...			One.
Ferozepore.	4,302	886	3,375	732	...	113	...	173	74	360	2	...	$11\frac{1}{4}$	...	...	...	$11\frac{1}{2}$			*Nil.*
Gujrat ...	2,051	760	562	155	1,458	1,150	493	193	513	3,807	1,256	(Flour) 11·82	...	...	...	...	...			*Nil.*
Total ...	21,841	6,035	14,219	3,679	9,920	33,524	1,145	7,555	12,931	65,075	31,385	...	...	...	...	...	...			One.

Death-rate for April 1897.

—	Normal.	Actual.
Hissar	29	29
Rohtak	29	20
Gurgaon	35	22
Delhi	40	25
Karnal	35	24
Umballa	30	22
Ferozepore	28	24
Gujrat	20	19

REMARKS TO ACCOMPANY IMPERIAL FAMINE STATEMENT A FOR THE FOUR WEEKS ENDING SATURDAY EVENING, THE 29TH MAY 1897.

HISSAR.

CLIMATIC conditions were generally seasonable. The first halt of the month was distinguished by a rapidly increasing daily temperature and fine cool nights. During the second half of the month dust-storms have been constant. One of the most violent of these was followed by a little rain which did not affect the temperature. Rabi harvesting operations were brought to a close and kharif sowings were vigorously pushed on in canal villages. Large quantities of "chaitu" or early bajra and jowar have been sown and are even now being cut for fodder. The prospects of the crops in these villages are so far good. The unirrigated tracts have no crops whatever and it is impossible to say whether the rains will be favourable or not.

The condition of the majority of the people has declined further although there is still no cause for grave anxiety. The people have been reduced by lack of drinking water, want of food and by indulgence in jungle fruits and other unnutritious products. The death-rate has risen as it always does at this time of year, but is still not above the normal.

The relief works open during the month have provided sufficient employment for all applicants.

The programme of proposed works will provide employment up to the 15th July next.

Gratuitous relief in villages is effective. Private charity is also freely bestowed by a few people in the different large centres. The poor-houses have become popular at last and the numbers of inmates are kept down with great difficulty by insisting on all who can doing some work.

On the whole wages on relief works have fallen by nearly one pice per worker per day owing to the fall in the price of barley.

More grain was imported during May than in any previous month since the famine began. But barley from the Punjab has largely taken the place of *jowar* from Sind.

ROHTAK.

Poor-houses.—An experimental poor-house was opened at Jhajjar, but the attendance was small, and people requiring relief as paupers refused to go to it. It had therefore to be closed.

Private subscriptions.—Rupees 40,000 have been allotted to this district from the Provincial Charitable Relief Fund.

Out of this sum cheap shops for food-grain have been opened, but have not been as successful as was expected. The greater part of this money will be used in making grants for the purchase of seed and plough bullocks to indigent cultivators for the coming kharif harvest.

Rupees 2,519 have been spent from the District Fund on gratuitous relief, and Rs. 266 have been subscribed by private individuals during the month. These private subscriptions were given and used for supplying water in places where watering cattle was difficult.

Relief works.—There are 25 relief works in progress—in Tahsil Rohtak 4, in Tahsil Jhajjar 16, and in Tahsil Sampla 5.

The arrangements are working well. During the month seven tanks in Tahsil Jhajjar have been completed; there is no necessity for providing additional works at present, as the works in the programme are sufficient to afford relief.

Health of people.—The health of the people continues to be good, and there have been no deaths directly due to starvation.

Food-stocks.—The reserve of food-grains is reported to be sufficient for present requirements, and importations are on the increase.

Prospects of harvests.—The rabi crops on irrigated lands were harvested in April. Cotton, indigo and jowar continue to be sown in canal villages. The condition of the extra rabi is good. In Sampla Tahsil the area sown is 236 acres, in Tahsil Jhajjar 287 acres, and in Tahsil Gohana 1,115 acres.

The rainfall during the month has been—

Tahsil	Sampla	1·30
,,	Rohtak	0·95
,,	Gohana	0·41

Wage rate.—There was no change in the rate of wages during the month, as the price of the staple food-grain remained stationary. The average wage rate during the month was—

Workers	1 anna.
Children and dependants	3 pies.

Gurgaon.

There were slight showers on 23rd and 24th May in Gurgaon and Rewari Tahsils. Rabi harvest operations have ceased. The villages in poor circumstances have been inspected by Revenue Officers, and the question of suspensions aggregating Rs. 18,925 is now under consideration.

New grain is being brought to the market and prices have fallen.

Gratuitous relief was given from funds received from the Charitable Relief Committee in Rewari to 117 persons, and in Farrukhnagar to 101 as a weekly average. Private subscriptions support 77 persons in Gurgaon and 35 in Sohna daily.

Subscriptions of a total value of Rs. 323-14-0 were received during the month.

Famine works have been temporarily closed since the 8th May 1897. If the rains do not set in as early as usual it may possibly be necessary to re-open them. In the meantime no labourers have returned to work.

No deaths were reported from starvation. The labourers were in good health up to the day they left the works.

The works on the sanctioned famine programme which have not been taken in hand can employ 14,153 labourers for three months.

Delhi.

Private relief by the aid of funds from Relief Committee has been increased, as the artisan class in the city is feeling the scarcity more than ever. The kitchens at

Delhi, Ballabgarh and Najafgarh are meeting a real want, though no one who is fit to work is received. Earth-work for the Delhi-Agra Chord Railway and earth-digging near the city are the only relief works. The physical condition of the people is fair. Importation of grain has been steady, wheat coming from Chandausi (North-Western Provinces), and rice from Burma. The prospects of the affected area depend entirely on the coming monsoon. The death-rate does not appear to have been affected by the scarcity.

KARNAL.

The present state of the Famine Subscription Fund is as follows :—

	Rs.	A.	P.
Balance from last month	15,689	13	1
Subscriptions collected locally during the month	383	0	0
Total	16,072	13	1
Amount expended on gratuitous relief in villages and towns	1,276	2	9
Balance	14,796	10	4

Besides the above 1,610 persons were given gratuitous relief daily in villages from district funds.

As remarked in past month's report there has been no necessity yet for establishing poor-houses in this district.

The two large works in progress in this district on the Nardak Rajbaha and the Kaithal Branch of the Sarsuti Canal are sufficient for the present to afford ample employment to the famine-stricken.

The health of the people continues to be fairly good.

There was a general rainfall throughout the district during the month, but hail did a good deal of harm to extra rabi crops. Prices have slightly fallen. The yield on irrigated areas has been average, but very poor on unirrigated lands.

The quantity of grain imported into the district during the month amounted to 2,516 maunds only.

There has been a decrease in the number of labourers employed on the Kaithal Branch, as the Purbias employed there left in a body for Patiala in hope of getting work there, as they have for some time been dissatisfied with the low wage given. On the Nardak Rajbaha the number of labourers increased owing to the harvest having been reaped. The effect of the distress is chiefly felt in this tract. There was no change in the rates of wages, which were paid under Section 166 of the Punjab Famine Code.

No deaths directly due to starvation occurred during the month under report. The children's kitchen started on the Nardak Rajbaha during the last month worked satisfactorily. The cost per head of those fed in the kitchen was 6 pies.

UMBALLA.

Private relief.—Private relief has been afforded in Umballa City and Cantonment from funds allotted by the Indian Famine Charitable Relief Fund Committee, and also in rural tracts. Rs. 1,000 have been appropriated for each of four tahsils, the money being distributed in bounties of Rs. 4 to parda nashins, widows, &c. Some of the allotted money has also been appropriated for the spinning establishment managed by the lady missionaries in Umballa City.

Village relief.—A system of gratuitous relief as contemplated by the Code has now been organised in the four distressed tahsils. There are 1,695 persons on the registers, and zaildars are employed as distributing agents. The relief is given in cash form.

Poor-house relief.—There is none. The one poor-house which was established at the head-quarters of one tahsil has not had inmates.

Relief works.—The only relief works now in progress are tanks. A staff is maintained to keep tanks open in each tahsil, but the works are few and far between. The physical condition of the people gives no cause for anxiety. Food-stocks have been improved by the grain derived from the spring harvest, but the district has no reserve, and depends mainly on imports by rail, which are, after Delhi and Hissar, perhaps the most extensive of any of the districts in the division.

The general condition and prospects of the affected area have undergone a change for the better. The harvesting of the rabi has had more effect than was anticipated. A fall in prices was caused, and though the fall was not great it has had considerable effect on the demand for relief work. Famine wages offer less attraction, and menial communities would not be tempted far from home by a relief work. The zamindars have all taken in some quantity of food-grain, and the attitude of the district is one of expectancy. The question of the extension of the relief works need not be considered until the monsoon has declared itself one way or the other.

Change in rates of wages.—The scale of wage was calculated on maize sold at 11 seers per rupee during May 1897, while during April the rate was 10 seers per rupee.

A case occurred in which an old woman who had been some time begging in villages was found dead in a wood. Death was due to disease and want of food. Beyond this case no deaths directly due to starvation have been traced.

Ferozepore.

Only one relief work was opened during the month. More were not considered necessary as the people were engaged in harvesting, and the Agwah Canal (which is not a relief work) provided employment for a large number of people. Five poor-houses have been kept open, but they are seldom patronised. The condition and health of the people generally are good. Cases of small-pox have been reported in the district. Stocks of food-grain are sufficient. The imports of grain during the month amounted to 18,631 maunds, and 74,326 maunds were exported. The prospects of the affected area are good, but much depends on a good rainfall. Wages were calculated at the rate of 11½ seers to the rupee. No deaths due directly or indirectly to famine.

Gujrat.

Gratuitous relief under Section 140 A of the Punjab Famine Code is given daily to 512 people.

There is no village relief, nor is there a poor-house. None were considered necessary.

Physical condition of the people good. There is no distress at present. Those on works are not in real need of relief. The work is being made a convenience of by people who are not in distress. The numbers on works decreased somewhat. The labourers are not likely to leave of their own accord, as this is a slack season for field work and the works are at the doors of the majority. By a small amount of bodily labour a family can easily earn about Rs. 8 per mensem. The majority of these workers come from within a radius of eight miles. Orders have therefore been issued authorising the Commissioner of Rawalpindi to close the works when and in the manner in which he thinks no harm will be caused by the sudden withdrawal of the means of subsistence.

Prospects of kharif crops fair. Changes in the rates of wages were made at every fall in prices.

The death-rate is below normal. The health of the people is very good.

Food supplies are sufficient and no importation of grain. Crops have been cut, but the produce of rabi, 1897, is much below the average. Prospects of the affected area depend on good rain.

Imperial Famine Statement B for the four weeks ending Saturday evening, the 29th May 1897.

District	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of relief works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure since April 1st 1897.			Advances since April 1st up to end of month under		Revenue suspended.
		Date of Gazette.	On large works.	Others.	On large works.	Others.	Date up to which account is made up.	*Rupees omitting 000s.*		*Land Improvement Act.*	*Agricultural Loans Act.*	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Hissar	6,000	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	8,000	12,000	4,900	10,487	29th May 1897	308·6	62·1	*Nil*	*Nil*	318·7
Rohtak	5,000	Ditto	2,500	8,000	2,753	19,187	Ditto	22·3	8·6	*Nil*	*Nil*	199·7
Gurgaon	7,000	Ditto	1,000	15,000	557	6,524	Ditto	2·4	0·2	*Nil*	*Nil*	*Nil*
Delhi...	5,000	Ditto	...	8,000	3,650	5,394	Ditto	4·9	2·3	*Nil*	*Nil*	6·5
Karnál	8,500	Ditto	6,500	10,000	16,800	19,342	Ditto	35·5	9·2	*Nil*	*Nil*	*Nil*
Umballa	8,000	Ditto	5,000	13,500	12,196	14,395	Ditto	7·2	3·5	*Nil*	*Nil*	73·7
Ferozepore	23,000	...	9,000	7,200	4,500	3,093	Ditto	2·27	·03	*Nil*	*Nil*	*Nil*
Gujrát	16,800	Last programme submitted with Punjab Government letter No. 364 S., dated 10th July 1896.	...	6,000	50,000	595	Ditto	50·0	5·3	*Nil*	*Nil*	*Nil*
							Total ...	433·17	91·23	*Nil*	*Nil*	598·6

NOTE.—The expenditure under the headings in columns 9 to 12 during 1896–97 was as follows:—

Hissar	311·7	36·3	1·4	6·4
Rohtak	18·8	13·0	4·6	8·3
Gurgaon	11·0	0·4	3·9	8·1
Delhi	17·3	3·4	1·0	17·0
Karnál	49·2	4·7	2·4	19·6
Umballa	31·0	2·2	5·4	14·4
Ferozepore	23·8	1·0	24·4	6·7
Gujrát	352·8	53·0	*Nil*	*Nil*
Total	815·6	114·0	43·1	80·5

No. 1834 S. Dated Simla, 14th October 1897.

From M. W. Fenton, Esquire, Revenue Secretary to Government, Punjab and its Dependencies, to the Secretary to the Government of India, Revenue and Agricultural Department.

SIR,

IN continuation of my letter No. 1461 S., dated the 15th September, I am directed to submit, for the information of the Government of India, the Monthly Famine Report of the Punjab, for the month of September 1897, in the form of the two prescribed Statements, A and B, and the accompanying map.

2. As relief works have now been closed in all districts and gratuitous relief has also ceased everywhere no further monthly reports will be submitted. A kitchen poor-house is still open in Delhi City at the cost of municipal funds, and it is not considered necessary to direct its closure so long as the Committee wish to keep it open, nor does it seem necessary merely on account of the continuance of this form of relief to submit a monthly report for October. Some expenditure on establishment and winding up operations will doubtless be incurred in October, but the amount will, it is believed, be trifling.

I have, &c.,

M. W. FENTON,

Revenue Secretary to Government, Punjab.

Imperial Monthly Famine Statement A for the four weeks ending Saturday evening, the 25th September, 1897.

District.	Area.	Population in thousands.	Affected area.	Estimated population in thousands of col. 4.	Numbers on Relief Works on last day of Month.						Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.						Monthly death-rate of district.		Deaths directly due to starvation.
					Class A.	Class B.	Class C.	Class D.	Working Children.	Total.		Wheat.	Gram.	Maize (Indian corn).	Bajra (Bulrush Millet).	Jowar (Great Millet).	Barley.	Normal of month	Actual of month.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	14*a*	14*b*	14*c*	15	16	17	18
Hissar ...	5,217	776	3,763	544	2,271	154	38	...	360	2,823	731	10	10	...	11	11	12½	*See* reverse of this Statement.	*See* reverse of this Statement.	*Nil.*
Delhi ...	1,290	638	18	192	...	...	...	...	...	...	660	...	...	...	...	...	...			*Nil.*
Karnál ...	2,660	683	2 123	499	...	...	...	...	...	1,214*	210	...	...	...	...	...	...			*Nil.*
Total ...	9,167	2,097	5,904	1,235	2,271	154	38	...	360	4,037	1,601	...	...	...	...	...	...			*Nil.*

* Work is carried out on the intermediate petty contract system.

Death-rate for August 1897.

	Normal.	Actual.
Hissar	27	46
Delhi	30	27
Karnal	34	37

REMARKS TO ACCOMPANY FAMINE STATEMENT A FOR THE FOUR WEEKS ENDING 25TH SEPTEMBER 1897.

HISSAR.

Heavy rain fell on the last two days of August in the Hissar and Hansi Tahsils, but the fall in other parts of the district was light. A break of fourteen days followed. The heat during the day gradually rose till it became intense, and if the break had continued much longer the results would have been serious. But the rains set in again on the afternoon of the 13th September and the whole district received an ample supply during the next 48 hours. The normal annual average of the five chief reporting stations in the district is 16·13 inches, while since 1st June 1897 the average works out to 18·34 inches. Rabi sowings were extensively carried out during the month and the kharif crops progressed most favourably. Locusts visited the district in large hordes and efforts were everywhere made to destroy the young insects when hatched. As a rule these were successful, but wherever the people themselves refused to respond readily to the call of the district authorities no little damage was done.

The physical condition of the people is still poor, but has slightly improved.

Prices showed a tendency to fall at the beginning of the month, but hardened again owing to the large export of grain to the frontier and the impressment of transport animals. As soon as the impressment ceased the people began to bring in their grain freely to the markets and during the last few days there has been a distinct fall in the price of all staples except gram, which is largely in demand for sowing. Imports have fallen off very much and now only balance the exports.

The death-rate continues to rise and fever has been terribly prevalent all over the district during the month. Cholera reached the town of Hissar early in the month and is only now beginning to show signs of abatement.

The relief works open during the month fell off in number and the attendance gradually declined. The last work to remain open closed on the 25th September. There is now no necessity for relief works in any part of the district.

Gratuitous relief in villages has been effective, but was stopped, as far as Government funds were concerned, in the beginning of the month. The work was continued, however, by the District Charitable Fund Committee, as although there is now no probability of any one dying of hunger, there would have been great distress had the District Committee not come forward.

Very little private charity has been bestowed during the month.

The poor-houses at Hissar and Sirsa were closed during the month. There is now no poor-house open in the district. As far as Government relief is concerned the famine in this district is over.

KARNAL.

The present state of the Famine Subscription Fund is as follows:—

	Rs.	A.	P.
Balance on 1st September 1897	15,981	5	2
Subscriptions collected locally during the month	180	0	0
Total	16,161	5	2
Expenditure on gratuitous relief	328	11	11
Refunded to Provincial Committee from amount allotted to this district under Head III. as being in excess of requirements.	7,895	0	0
Total	8,223	11	11
Balance in hand	7,937	9	3

Besides the above, Rs. 364-11-8 was expended on gratuitous relief distributed to the women and children of the Kanjars under trial at Karnal.

The only work in progress in this district was the Nardak Rajbaha, which has been closed as a famine relief work from the 1st October 1897.

The health of the people continues good.

There have been good rains in the district during the month, which have greatly improved the prospects of kharif crops.

Three thousand two hundred and thirty-two maunds of grain were imported during the month.

DELHI.

Private relief from charitable funds continues to be given, but proposals to reduce this immediately are under discussion, as the Committee suspect that it is not always reaching the right people.

The municipal kitchen is still open. Relief is thus given to 500 or 600 persons daily. The physical condition of the people is fair. Food-stocks are sufficient.

Exports of grain continue.

The prospects of the harvest are very good. Damage has been caused by locusts locally.

Imperial Famine Statement B for the four weeks ending Saturday evening, the 25th September 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of relief works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure since 1st April 1897.			Advances since 1st April up to end of month under		Revenue suspended.
		Date of Gazette.	On large works.	Others.	On large works.	Others.	Date up to which account is made up.	*Rupees omitting* 000s.		*Land Improvement Act.*	*Agricultural Loans Act.*	Rupees omitting 000s.
								On relief works.	On gratuitous relief.	Rupees omitting 000s.	Rupees omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Hissar	50,000	Last programme submitted with Punjab Government letter No. 1611 S., dated 29th September 1897.	25,400	22,400	No report received since submission of revised programme.		25th September 1897.	713·0	119·0	...	5·00	318·7
Delhi	7,000	Ditto	19,200	24,000	...	...	Ditto	13·3	7·1	...	14·0	75·0
Karnál	8,500	Ditto	3,200	12,300	...	...	Ditto	70·9	16·1	...	27·6	48·7
Rohtak							Ditto	46·0	18·0	...	...	199·7
Gurgaon							Ditto	2·4	0·2	...	...	...
Umballa	Relief	works closed ...	...	...	...	...	Ditto	12·1	8·7	...	15·0	73·7
Ferozepore							Ditto	5·4	·04	...	47·5	44·7
Lahore							Ditto	3·4	...	...	...	89·8
Gujrát							Ditto	59·1	6·2	...	...	77·8
							Total ...	925·6	175·34	...	604·1	928·1

NOTE.—The expenditure under the headings in columns 9 to 12 during 1896–97 was as follows:—

Hissar	311·7	36·3	1·4	6·4
Rohtak	18·8	13·0	4·6	8·3
Gurgaon	11·0	0·4	3·9	8·1
Delhi	17·3	3·4	1·0	17·0
Karnál	49·2	4·7	2·4	19·6
Umballa	31·0	2·2	5·4	14·4
Ferozepore	23·8	1·0	24·4	6·7
Lahore	55·9	2·2	7·0	19·1
Gujrát	352·8	53·0	*Nil.*	*Nil.*
Total	871·5	116·2	50·1	99·6

NOTES ON THE FAMINE RELIEF WORKS IN THE PUNJAB, BY MR. T. HIGHAM, C.I.E., ON SPECIAL DUTY, FAMINE RELIEF OPERATIONS.

1. The Punjab was not included in my tour of inspection of famine relief works. I proposed at one time to visit this province last of all, or on my return from the Madras Presidency, but my tour had extended so far into the rainy reason that I was advised that the principal relief works in the Punjab would be practically closed before I could arrive there, and with the approval of the Government of India I returned to Simla without visiting this province. I have, however, obtained a certain amount of information about the works that have been in progress there, which may be conveniently recorded in the present note.

Province was not personally visited.

2. Relief works in the Punjab at the beginning of June were confined to seven districts, as in margin, of which the first five belong to the Delhi Civil Division, the sixth to the Jullundur, and the seventh to the Rawalpindi Division. Works were closed in the Gujrat district on the 19th June, and the number of relief workers employed at the end of that month in the Ferozepore, Umballa and Delhi districts were under 1,000 in each. Relief works have been carried out by the Public Works Department in the Hissar, Rohtak, Karnal and Gujrat districts, the works in Hissar being more important and more numerously attended than those in all other districts put together. Petty works under the civil authorities have also been carried out in other districts, but they had all been closed before the 1st June.

Distressed districts.
Hissar.
Rohtak.
Delhi.
Karnal.
Umballa.
Ferozepore.
Gujrat.

3. The works carried out by the Public Works Department were works of public utility, the most important being the Ghaggar Canals in the Hissar and the Jhelum Canal in the Gujrat district. The latter is a project which has already been sanctioned by the Secretary of State as a productive public work, but its construction has been held in abeyance pending the completion of the Chenab Canal for want of funds. Relief workers were, however, put on to sections of the proposed main line, and work done by them will reduce, *pro tanto*, the amount of excavation to be done when the construction of the canal is put in hand. The Ghaggar Canals form a project which has been under consideration for some years in the Punjab, and for which detailed plans and final estimates had fortunately been completed shortly before distress was declared. It consists of two canals taking out from the right and left banks of the Ghaggar river about 12 miles below Sirsa, which after crossing the Hissar-Bikanir boundary run for some miles in Bikanir territory, the aggregate length of the two channels being about 100 miles, of which 54 miles are in Bikanir. The project is one which will probably be remunerative, and will certainly be very useful and beneficial in protecting a large area of land in the valley of the Ghaggar. The Bikanir Darbar has agreed to contribute its fair share towards the cost. The canals were completed on famine relief principles during the season of distress and I understand that water is now flowing in them. The works in both British and Bikanir territory were carried out under the superintendence of the officers in the Punjab Irrigation Branch, Public Works Department, and afforded relief to great numbers, the average number employed in the Hissar district being over 15,000 and in Bikanir over 6,000 daily for nearly six months. These canals were situated in the very part of the district in which distress was most acute, and thus formed an admirable relief work. In addition there were other canal works, consisting of cuts for cutting off long loops in the old Western Jumna Canal, one of which was carried out in the Umballa and one in the Hissar

Character of the relief works.

district, and an important new distributary, called the Nardak Rajbaha, in the Karnal district. These works were all carried out by the officers of the Irrigation Branch, but there were two other works in the Hissar district, which were carried out by the officers of the General Branch. These were the principal relief works in progress, and all of undoubted utility, but there were in addition various petty works carried out by Municipalities and District Boards. The Deputy Commissioner of Hissar, Captain Dunlop-Smith, has informed me that 250 village tanks were excavated and enlarged in that district under the supervision of the civil officers. The following extract from his letter is interesting :—

"Our plan of campaign in this district was to start only major works in charge of Engineers at the beginning of the famine in November last. The people all howled for tanks from the beginning, but I refused to start them on anything like a general scale till the beginning of the hot weather, when the major works began to give out, and it was desirable to avoid hordes of labourers being camped together. The result is that now the major works have all been finished or are drawing in; out of a rough daily average of 70,000 on relief works all but 20 per cent. are on tanks. This policy of keeping the tanks to the end has been completely vindicated. The work itself is good, as it is very remunerative to, and appreciated by, the people, and now it is keeping them close to their homes, so that they can start work on their fields as soon as the rain comes."

4. The Superintending Engineer, Colonel Jacobs, states that,

Distance of Ghaggar Canal works from affected villages.

"People came from considerable distances to the works on the Ghaggar canals, as far as 50 miles in some cases. When another relief work, the Ranjir cut, about 50 miles off, was started some 2,000 labourers left the Ghaggar works to go there because it was near to their homes. When operations were at full height on the Ghaggar canals about 90 per cent. lived on the works. *Sirkhis* were supplied to them, and they made little huts of these and the branches of trees. The villages were very small and far between, and the country very jungly. Wolves visited the camps and bit children, some of whom died, but the workers lived on in these huts. The people will leave their homes when really hard up, but not otherwise. When works were opened close to a village all the village turned out to work, but when that work was completed and another was opened farther away only those continued to come to the work who were really hard up."

Classification of workers in Hissar district.

5. In the Hissar district applicants for work on first arrival were put into class A or class B according to their appearance, but very few professional labourers joined the works. As the work progressed the labourers were redistributed into their proper classes according to their capacities. A man doing the full A task or over receives the A wage, and so on. Workers were thus promoted from a lower to a higher class for good work, and degraded from a higher to a lower for short work, but the Deputy Commissioner says that from 50 to 60 per cent. of the workers all over the district were permanently in class B. Nursing mothers were always given the A wage.

The unit for tasking was as in Bengal, the subgang of two to four diggers with the necessary complement of carriers. At first these subgangs were formed according to code classes A, B, or C, all workers in an A gang receiving an A wage, but in hard soil, when it was found that the diggers could not keep the carriers fully employed, the A wage was latterly given to the diggers only. Practically, however, the mass of the workers were in the B class, and and when the B task was not done the minimum or D wage was paid, though in some cases when the B task was nearly done the C wage was allowed. The wage was very rarely reduced by fines below the D or minimum limit. There were very few labourers in the D class, the proportion being generally less than 2 per cent. of the whole. They included merely those who were quite feeble, but not infirm enough to be entitled to gratuitous relief as dependants. They were put into the gangs as extra carriers, in addition to the normal proportion.

Tasking.

6. The tasks for diggers in class A varies from 75 cubic feet in the hardest soil to as much as 225 cubic feet in soft soil, the B task being generally 80 per cent. of this. I have no details of the average task actually exacted from the carriers, most of whom received the B wage,

but the standard task tables of the Punjab Famine Code prescribe a much higher task for carriers than those of any other Provincial Code, though it is not, in my opinion, excessive, or more than has been actually exacted during the present famine throughout Bengal. I am unable to say, however, whether the carriers' tasks actually exacted in the Punjab were higher or lower than those contemplated on the Punjab Code.

Working statistics on Ghaggar Canals.

7. I have obtained the following working statistics for the five weeks ending 3rd July 1897 relating to the Ghaggar Canals :—

Attendance in British territory—

—	Worker units.	Dependant units.
Men	118,972	1,566
Women	132,335	2,060
Children	32,095	51,668
Total	283,402	55,314
Male units	230,259*	...
Child units	...	59,984

*1 Man ... ... 1 male unit.
1 Woman ... ... ¾ „ „
1 Child ... ... ⅜ „ „

Percentage of male adults 42.

Payments were as below :—

Item.	Amount Paid.		Percentage on item 1 of up to date outturns.
	Five weeks ending 3rd July.	Up to date.	
Labourers' wages	Rs. (*a*) 38,921	Rs. (*b*) 3,68,889	...
Sunday wage, &c.	2,843	12,069	3·27
Work charged establishment	8,297	32,565	8·83
Hutting...	4,518	28,493	7·72
Miscellaneous	11,036	34,783	9·43
Gratuitous relief	4,230	47,381	12·84
Total ...	69,845	(*c*) 5,24,180	(*d*) 42·09

—	(*a*)	(*b*)	(*c*)	(*d*)
British territory	27,518	2,63,722	3,52,469	33·65
Bikanir „	11,403	1,05,167	1,71,711	63·27

Sunday wages, &c., include all wages paid when no work is done, as on day of arrival, wet days, &c.

Other items form a much higher percentage on the labourers' wages in Bikanir than in British territory. The excess percentage on all items except gratuitous relief, hutting special establishment and miscellaneous expenses amounted to nearly as much in Bikanir as in British territory, though the expenditure on wages in the former was only 40 per cent. of that in the latter. The work in Bikanir was managed and paid for by the State, the duties of the Public Works officers being mainly confined to supervision of the work.

The value of work done, calculated at normal rates, was as follows :—

—	During five weeks.	Up to Date.
	Rs.	Rs.
In British territory	16,491	1,74,275
„ Bikanir „	7,236	70,120
Total ...	23,727	2,44,395

The total value of work done up to date was therefore 66·24 per cent. of the amount paid as wages paid to labourers, this proportion being practically the sum in both British and Bikanir territory. If the cost of gratuitous relief and other other items are included the actual value of work done may be taken as 46·65 per cent. of the total expenditure incurred, the proportion in British territory being 49·44.

According to some figures in a note recorded by the Chief Engineer the value of work done to end of April amounted to 80 per cent. of the wages paid to labourers. The reduction of this rate to 66·24 on the up to date figures to 3rd of July is due to the great falling off on outturn during the months of May and June, when much of work consisted of clearing, and when the heat is greater than in almost any other part of India, and there are perpetual sandstorms night and day which come up from the Bikanir desert. Free labour does not work at all in these parts at this season of the year, and would certainly not be attracted by the normal rates annexed, which are those payable in the cold weather.

The normal rate for channel excavation on the Ghaggar Kalals is Rs. 2-12 per 1,000 cubic feet, but the average rate, including work on embankments, is about Rs. 3, while the actual cost of labourers' wages has been about Rs. 4-12. As famine labourers cannot ordinarily do more than 60 per cent. of the tasks executed by able-bodied professional labourers this rate is not excessive, especially when the conditions of the climate in May and June are considered.

The average wage per male unit employed in British territory during the five weeks ending 3rd July was $\frac{2}{2}\frac{7}{3}\frac{5}{0}\frac{1}{2}\frac{8}{5}\frac{}{9}=1$ anna 10 pie, the grain rate during this period being 10 seers to the rupee. On this basis the code wage for a B male is 1 anna 11 pie, so that practically the B wage was paid all round, and the cost of relief per male unit was high compared with the average in Bengal or North-Western Provinces.

The cost of relief to dependants in British territory during the five weeks was $\frac{1}{5}\frac{9}{9}\frac{1}{8}\frac{1}{4}=0{\cdot}5$ anna per child unit. Relief was at first given in the form of cash doles, children receiving half an anna, and male aduls 5 pice. The numbers were so great that it was deemed advisable to open kitchens, the immediate effect of which was a great reduction in number, as they were very unpopular. In Bikanir gratuitous relief was always given in cash.

Other works in Delhi Civil Division.

8. Particulars of three other works under the officers of the Irrigation Department have been given in the Chief Engineer's note already referred to.

Particulars.	Hansi Canal Cut off Hissar District.	Abdullapur Cut off Umballa District.	Nardak Rajbaha, Karnal District.
Total number of workers or day units	...	123,143	289,546
Total number of male units	4,758	103,979	219,609
Percentage of male adults	43	46	44
	Cubic feet.	Cubic feet.	Cubic feet.
Total quantity of work done	208,485	3,839,000	11,072,000
Average work done per male unit	43·8	42·9	58·9
	Rs.	Rs.	Rs.
Total wages, including Sunday wage	630	11,915	31,502
	Rs. A. P.	Rs. A. P.	Rs. A. P.
Average wage per male unit	0 2 1½	0 1 10	0 2 3
Rate per 1,000, excluding Sunday wage and exclusive of dressing, &c.	3 0 0	2 10 5	2 7 0

The average wage per male unit is high compared with that paid in Bengal or North-Western provinces, as almost all workers were placed in the B class, but the outturn of work was very good, and the cost of wages per 1,000 cubic feet of earthwork was but little above the normal rate. It will be noted that in all the works in this part of the Punjab the proportion of male adults varied from 42 to 46 per cent. of the total number of workers.

Works in Delhi Division under the control of Public Works officers.

9. The relief works in the Delhi Civil Division were entirely under the control and management of the officers of the Public Works Department. It was originally contemplated that, in accordance with the Famine Code, the work sshould be managed by the district officers, the duties of the Public Works officers being confined to their proper professional work. This was the arrangement originally recommended by the Chief Engineer, but when His Honour the Lieutenant-Governor visited the works in January, he found that the Commissioner, Deputy Commissioner, and Superintending Engineer were unanimously in favour of leaving all arrangements in the hands of the Public Works Department, a conclusion in which His Honour concurred. Orders were passed accordingly, and the works were managed from start to finish entirely by the Public Works officers, native officials belonging to or nominated by the Civil Department being placed under their orders. I understand, however, that the management of kitchens was undertaken entirely by the civil officers.

Jhelum Canal works.

10. The Jhelum Canal works in the Gujrat district were started on a different system, as the entire control of the work was vested in an Extra-Assistant Commissioner, the responsibility of the officers of the Public Works Department being strictly confined to the supervision of the setting out of the work, the supply of necessary tools, the formation of the labour gangs after classification, the fixing of the tasks and the measurement of the work done. This arrangement was introduced on the suggestion of the Superintending Engineer, Chenab Circle, who considered that the Public Works officers would not have time to attend to the duties of a famine officer, though they would be willing to render every possible assistance in the way of professional supervision. As in the Delhi Civil Division the Public Works Department was, in the first place, very unwilling to undertake the management of the works.

Working statistics for Jhelum Canal.

11. Work was commenced on 25th December, 1896. The labourers were almost all put into the A or B class, but the members of both these classes appear to have at first received the same, or A wage irrespective of classification. Feeble labourers who could do no more than a nominal task received the D wage. There were no workers in class D. The initial task set was 40 cubic feet per worker, the average lead being 200 feet and lift 4 feet. This task was heavy for relief workers of the ordinary type, but not for workers who were all receiving the A wage, and who should therefore have belonged to the class of able-bodied professional labourers.

It would not have been excessive for ordinary relief workers if reduced by one-third or to 26 cubic feet per worker, but during the first five weeks the average outturn was 9·3 cubic feet only, or less than a quarter of the task assigned, and the cost of earthwork for wages paid, and exclusive of all incidental charges, amounted to over Rs. 14 per thousand. The average wage per worker during this period was 1·65 annas, and there was practically no fining. Under these conditions the work became very popular and was overcrowded. The work was then reorganised, and during the next five weeks better tasks were obtained, the daily outturn per unit rising to 17·1 cubic feet, though the lift was increasing, and the cost of wages fell to Rs. 8·12 per 1,000 cubic feet. It was then found convenient to transfer the charge of the works to the Public Works Department, which became responsible for the management from the 7th March to the 19th June (when they were closed), or for a period of 15 weeks. During this period the improvement which had been manifested during the five weeks ending 6th March continued, the average task per worker during the 15 weeks rising to 19·1 in spite of a considerable increase in the mean lift, while the average wage per worker fell, in consequence of a stricter system of fining, to 1·29 annas, and the working rate per 1,000 to Rs. 5·24, which was not much above the value of the work done at normal rates. Taking the whole period from the commencement until the work was closed on the 19th June, or for 25 weeks, the average outturn per worker was 14·7 cubic feet per diem, the cost of the wages paid working out to Rs. 8·26 per 1,000, and the average daily wage being 1·54 anna per working unit. This is for the labour employed on the earthwork only. The final rate, including all expenditure, including gratuitous relief, working out to Rs. 12·79 per 1,000, the average normal rate for the work if executed by ordinary contract being estimated at Rs. 5-8 per 1,000 cubic feet. Details of these other items are as follows :—

——	Amount in Rupees.	Percentage on item (1).
(1) Wages to labourers on earthwork	2,49,416	...
(2) Labourers employed on general and conservancy duties ...	6,948	2·79
(3) Dependants on workers	51,580	20·68
(4) Gratuitous relief under section 140-A, Punjab Famine Code	7,776	3·17
(5) Paid to sick persons	142	
(6) Hutting and miscellaneous charges	49,375	19·80
(7) Work charged establishment	21,251	8·52
Total expenditure ...	3,86,488	54·96

Dependants on Jhelum Canal.

12. It will be seen that the payments to dependants exceeded 20 per cent. of the amount paid to the workers, which is extraordinarily high. In the statement from which these figures have been obtained all adults who were put in class D, *i.e*, old and infirm members or dependants

of the working families who did work of no account, have all been included among the dependants, and not, as elsewhere, among the workers, but the payments made to them have not been shown separately, though the total number of these adult day units is given as 148,716, some of whom would of course have been true dependants. Apart from this, however, the number of non-working children was excessive, amounting to 1,195,564 day units or 45·66 per cent. on the number of day unit workers, which was 2,618,440. This is a remarkably high percentage, for in no province has it exceeded 25 per cent., and in the Punjab itself, including the Gujrat district, the average percentage has been very much less. As relief works in this district were closed on the 19th June, it may reasonably be inferred that distress was less here than elsewhere, and that the relief given to dependants was therefore unduly liberal, although under the present code little discretion appears to be allowed in this matter, and there is no restriction on the percentage of dependants to whom relief may be allowed. On going into details it is found that during the five weeks ending 30th January the number of non-working children was 59,963 against 125,952 workers, or 47·6 per cent. This proportion increased in the four succeeding weeks, attaining a maximum in the week ending 27th February when there was an average daily attendance of no less than 20,794 non-working children against 27,741 workers of all kinds, or almost exactly 75 per cent. In the following week kitchens were established in two sub-divisions, and this was followed by an immediate reduction in the proportion of non-working children, though it had not fallen to less than 20 per cent. until the week ending the 3rd April. The average proportion during the fifteen weeks following the introduction of kitchens was 26 per cent.

The expenditure on hutting and miscellaneous charges was also high on this work. In regard to the former the Commissioner reported at the end of January that—

"Hutting is ready in a double line for roundly 4,000 people, but as far as I could judge, and in this all are agreed, probably not over 2,000 use the huts put up for them. Much hutting does not seem wanted, the neighbouring villages seem so charitable in giving shelter."

Hutting is very necessary when the people have to reside on the works, but there is no doubt that it may often be overdone if huts are erected much in advance of the demand for them.

The cost of special establishment bore a proportion of 8·52 per cent. to the amount paid as wages to earthwork labourers, or about the same as on the Ghaggar Canal works.

Improvement in efficiency as works proceeded.

13. When the Jhelum Canal work was started almost all who came were offered the highest wage permissible under the Famine Code; there was no restriction on the number of dependants, and no attempt was made to enforce full tasks. All this, even the leniency shown at first in the matter of tasks, was in accordance with the Famine Code, except that the proportion of labourers in the A class appears to have been excessive. It was soon found, however, that the only effect of this liberality and lenieney was to attract people to the works who had no intention of working, and probably many others who were in no need of relief, and that the expenditure on such a system would be enormous in proportion to the value of work done. The same mistake appears to have been made initially on the Ghaggar Canals, where, according to the note recorded by His Honour the Lieutenant-Governor on the 18th Januaay, the cost of earthwork was originally six times the normal cost, though it was afterwards explained that this included many special and incidental charges. As this work was from the commencement under whole-time Public Works officers the classification and tasking were from the outset stricter than on Jhelum Canal, though perhaps not as strict as they should have been. On both works, however, the initial mistakes were soon realised, and persistent efforts were made to improve matters, the tasks eventually realised comparing favourably, as far as comparison is possible, with those obtained in other provinces, while the cost of the earthwork was

often little below normal rates. The wages paid were higher than has been found necessary in the North-Western and Central Provinces and in Bengal, when reduced to the same grain rate, but the Punjab followed the Famine Code in regarding the minimum or D wage as that which should be paid only to individuals who were too weakly to be tasked at all, all workers doing a fair task work eventually receiving something like a B wage, whether employed as diggers or carriers, and with the tasks eventually attained these wages were not very excessive.

Conditions favourable for introduction of piece-work.

14. The question however suggests itself whether both these works, the Jhelum and the Ghaggar Canals, might not with great advantage have been carried out by piece-work from start to finish. I know of no works on which the conditions were, *primâ facie*, more favourable for such an experiment.

I believe it is true that in both districts, Hissar and Gujrat, and especially in the latter, distress was, however widespread, far less acute than in the North-Western and Central Provinces, in parts of which piece-work would have been hardly possible. I understand that when works were started the people were in fair condition and with so much work available, and so many able to work, no other relief was possibly required than that afforded by employment. For on both these canals there was plenty of employment of the most useful kind for as many as were willing to work. Both works have been recommended as likely to prove directly remunerative, apart from their value as protection against famine, and when once sanctioned and started the greater the progress at reasonable rates the less the ultimate actual cost to the State. If the amount expended on these works had been expended under the piece-work system, the result would have been that the value of the work done would have been greater, while the amount distributed to the labourers would not have been less, or would indeed also have been greater by the saving in cost of special establishment. When the work is of a comparatively useless kind, the former consideration has less force, but the characteristics of both these works is that the ultimate cost to Government will not materially exceed the difference between the actual expenditure and the value of the work done at normal rates. It may indeed be said that if the amount spent on these works had been distributed only between those who were willing to attend them as piece-workers, many of those in real need of relief would not have received it, and that a large number of workers would be more or less professional labourers attracted from remoter parts where there was no acute distress. The latter difficulty can be easily guarded against, and as regards the former it may be noted that in the Jhelum Canal relief was given to 2,694,196 workers and 1,344,280 dependants, of whom 148,716 were adults. The sum paid as wages to the workers amounted to Rs. 249,416, while the dependants received Rs. 51,580, or a little over 20 per cent. on this amount. If the work had been carried out on the piece-work system from the beginning, these workers might easily have increased their earnings by 20 per cent. and with the increase would have been able to support this army of dependants, the numbers on the works would have been reduced by nearly one-third, there would have been a great saving in the cost of establishment and of incidental expenses, and the wholesale demoralisation caused by what is little better than a system of gratuitous relief would have been wholly avoided. To say that the workers if offered an opportunity of earning enough for themselves and their dependants would either not exert themselves to earn so much, or after earning it would not apply any portion thereof to the support of the dependants, is to say that they would act contrary to their own time-honoured and most firmly established custom, and this is so doubtful that it cannot but be regretted that under such favouring conditions the experiment should not have been tried.

On Ghaggar Canals piece-work, if not the ordinary contract system, might have been adopted.

15. On the Ghaggar Canal the conditions appear to have been equally favourable, and indeed the Superintending Engineer, Colonel Jacob, has expressed an opinion that almost all the relief required would have been afforded if these canals

had been carried out by the officers of the Irrigation Branch under the ordinary petty contract system. He writes as follows :—

"The possible corruption of all the native staff is what makes the famine work so difficult, and the whole task of prevention hangs on the European sub-divisional officer. Our case should therefore be to simplify. One great advantage of piece-work over the present system would be to simplify, therefore piece-work is incomparably better, yet it will be quite spoiled if Government, in its rage for statistics, will have the people daily counted, and these elaborate returns sent in. Every additional man put on as mate, mistri, &c., retains something of what should go to the people.

"It is for this reason I so far prefer working with petty contractors. I do not say it can always be done, I admit that it is not possible, but in a case like the Hissar district, where the people never got emaciated or pulled down, but were all strong and in good health throughout, and where we had lots of petty contractors who have worked with us for years, and whom we have thoroughly in hand, I am perfectly sure that we could have relieved every bit of distress in this way with only the addition of a few poor-houses and kitchens in a few places.

"Of course there would have been more trouble with these contractors, but these known men whom we have employed for years, and who expect to be employed for years more, would be so much more amenable than new men who knew they would soon be sent adrift, and who had therefore to do their cheating sharp.

"These contractors know how to marshal the men, get the best work out of them, measure up, &c. We should make them of course take all able to work, but many who came to famine works and played at working would not work with contractors, but would be fed by the wages of their stronger relations.

"I don't think this kind of work would do except with your own contractors, nor would it do if the people were much weakened at any time. All I contend is that the Hissar work could have been run on these lines, with great profit to Government, with perfect famine relief for the district, and with far less effort and friction, and above all without the disorganising of the native system of relief among themselves.

"Without poor-houses, work-houses, &c., natives in ordinary times care for their poor far better than the European does with all his appliances. Any breaking up of their system would be a terrible calamity, but the Famine Code system goes far to break it up, and is most objectionable in consequence. Far better that the strong should work for and support the weak. The piece-work system will be a great improvement on the daily wage, but it partakes of some of its disadvantages, and if my suggestion could have been carried out it would dislocate nothing.

"For instance in Hissar I would have undertaken to run the whole thing, if I had been allowed, on the lines I have stated, the civil authorities to be critics and judges, to step in at once when they saw that distress was not being met, or where any deterioration in general health or strength was apparent. With critics like this watching us with keen eyes, knowing that they would be called to account if they allowed the people to suffer, what fear would there have been."

This is a forcible statement of the case for carrying out relief works under either a contract or piece-work system, and by preference the former, put forward by an officer who is specially qualified to form a sound opinion on the point. It is indeed doubtful, as he himself admits, whether conditions in acutely distressed districts would often justify the employment of contractors, though in certain cases such men would be the most efficient agents that could be employed, and I think it not improbable that in the particular cases of the Ghaggar and Jhelum Canals the provision of employment for all in the ordinary manner, through the agency of well-known and reliable contractors, would have afforded nearly all the relief required. Opinions will however probably differ as to the expediency of using the agency of contractors, but there are at least many indications that the conditions in both the Hissar and Gujrat districts were especially favourable for the introduction of piece-work.

Reasons for non-introduction of piece-work at commencement of operations.

16. Piece-work would probably have been tried from the outset in both these districts were it not for the restrictions of the Punjab Famine Code. In this as in all the other provincial codes the only system contemplated on relief works is the task-work or daily labour system, and no discretion is given, even to the Local Government, to authorise the introduction of any other system. It may be noted, however, that in the case of the Ghaggar Canals the Punjab Government proposed in its letter No. 01038-I., dated 20th October 1896, to the Secretary to the Government of India, Public Works Department, that the construction of these canals should, at least in the first instance, be carried on as an ordinary public work, and not as a

famine relief work. It was said that "the project will afford employment for numbers of able-bodied men and their families who, under the pressure of impending scarcity, may be expected to flock to the work from adjacent villages, and will thus render it unnecessary to start other works of a less useful character," and it was anticipated that, if the work were thus carried out on the ordinary public works system, the expenditure would not exceed the value of the work to be done, at normal rates. The Government of India, however, replied in their letter No. 234-I., dated 3rd November 1896, that the grants under head "43.—Minor Works and Irrigation" in the current or subsequent years would be insufficient to meet the expenditure proposed, and that therefore any work which it might be necessary to carry out immediately upon the project should be regarded as undertaken solely to give relief to a famine-distressed district, and should be carried out under the conditions of the Punjab Famine Code. Funds could thus only be made available for this work under the condition that it was classed as a relief work, and carried out in accordance with the instructions of the Famine Code, under which piece-work is not permissible. The result has been that owing to the inability of the Government of India to increase the grants for ordinary public works, the Local Government was forced to carry on this work as a relief work, that is to say on a wasteful and demoralising system which was in its opinion hardly required in this tract, however necessary it might have been to provide employment.

Piece-work introduced at a later stage of operations.

17. As has been explained in the notes on other provinces the disadvantages of the code or daily labour system have been so great as to induce all Provincial Governments to consider the expediency of substituting piece-work for task-work wherever practicable. On the initiative of the Government of the North-Western Provinces the proposal that piece-work might, under certain precautions and conditions, be permitted on relief works was heartily approved by the Government of India as intimated in their letter No. 255-F., dated 16th January 1897. The later modification of these proposals made in North-Western Provinces Circular No. 753—73-S., dated 26th March 1897, was forwarded by the Government of India for information to Local Governments and Administrations under Circular No. 20—91-2-F., dated 19th April 1897, and as a result piece-work in some form or another has been introduced in all provinces, though not until the later stages of operations were reached. Had piece-work been recognised at an earlier stage as falling within famine relief principles it is very probable that almost all the relief works in the Punjab would have been started on this system. I understand that piece-work was introduced towards the end of operations on the Jhelum Canal and the Nardak Rajbaha, and that the result was a great gain in economy and efficiency. Some statements in regard to the Jhelum Canal indicate that the work done by 41 working parties during three days when paid by the piece exceeded the work done by the same parties in the same time when in receipt of a daily wage by as much as 90 per cent.

Concluding remarks.

18. The foregoing particulars regarding relief works in the Punjab have been obtained from official reports and from communications received from some of the officers employed on them. As I did not personally visit the works I am unable to describe them in greater detail, but the information given will suffice to show generally to what extent the Punjab system of working differed from those in other provinces. It will be seen that the Punjab did not follow the practice adopted in the North-Western and Central Provinces and in Bengal, under which all labourers who could do no more than carry received only the minimum or D wage, but that, as in Bombay, the classification and tasking of labour was in close accordance with the system prescribed in the famine codes, although the workers, in some cases, appear to have been initially too highly classed, and excessive leniency was shown in the enforcement of tasks. By degrees, however, mistakes of this kind were rectified, and after the first two months the tasks ultimately realised were full tasks, even with reference to the high wage paid to the carriers. The works in the Hissar district were almost from the first entirely under the management of the Public Works officers and the same arrangement was ultimately made in Gujrat, although originally a civil famine officer was in charge of the works, and exercised sole control over the classification, payments, &c.

Distress in the Punjab was less widespread and of shorter duration than in other provinces, and even where it existed was probably less acute. The relief works required were therefore fewer in number, and it was fortunately possible to start works of great public utility, which would have been started sooner or later even if there had been no famine, as desirable and remunerative projects. The Jhelum Canal will probably be started as a productive public work next year, and the work recently done on it will be all to the good. The Ghaggar Canals have been completed, and will soon be earning revenue, an area of over 6,000 acres having been actually irrigated since they were opened. In this province the real cost to the community of relief operations will therefore have been little more than the difference between the expenditure actually incurred and the value at ordinary or normal rates of the work done. This difference would undoubtedly have been much smaller than it actually is, with but little if any diminution in the extent of the relief afforded, if the works could have been carried out from the beginning either under the ordinary contract system or by the method of departmental piece-work, as the workers would have done more for the wages actually paid them and the large amount distributed in the form either of cash doles or cooked rations to the dependants that flocked to the works would have been given to the working members of their families in exchange for more work done. It is in consequence of the fact that in the existing Famine Codes piece-work is not recognised as in accordance with famine relief principles that a great opportunity was lost of testing its efficiency as a means of relief in a province in which all the circumstances were exceptionally favourable.

14*th October* 1897. T. HIGHAM.

BURMA.

No. 266-1S-10, dated the 11th June 1897.

From the Secretary to the Financial Commissioner, Burma, to the Revenue Secretary to the Government of Burma.

I am directed to send herewith returns in forms Appendices VI. and VII. Burma Famine Code, for Upper Burma, for the period of five weeks ending the 29th May 1897.

2. The whole of the Meiktila district has now been shown as an affected area and the corresponding figure for population has been entered in column 5 of Appendix VI.; in other respects the estimates of affected area and population are the same as those given last month.

3. The numbers on relief works show slight increases in both Meiktila and Myingyan while the numbers on gratuitous relief have decreased in Myingyan and increased in Meiktila. Cultivation of the early wet weather crops, sessamum, and cotton, is progressing satisfactorily, but as yet there has not been any general exodus from the works.

4. The death rate reported from Meiktila is the same as that given last month, while the Yamethin rate has increased. Cholera is still prevalent in both districts. The Myingyan death-rate shows a considerable decrease, but the accuracy of the figures is very doubtful as cholera has now assumed an epidemic form in the district. In fact owing to the absence of an adequate agency for recording deaths, the death rates for all three districts can only be considered as estimates.

5. Rice continues to be exported from Lower Burma to Upper Burma; the total amount exported up to 29th May being 65,199 tons.

6. The figures in columns 4 and 5 of Appendix VII. relating to Myingyan have been brought into agreement with the last programme of relief works which was prepared on 1st April 1897. The figures in columns 9 and 10 represent the expenditure during the current financial year, and those in column 12 the amount of agricultural advances granted from the present year's allotment.

7. Further details are given below for each district separately.

Meiktila.—Gratuitous relief has been regularly distributed through the agency of "Local officers." "Longyis" (waist cloths) and "tameins" (petticoats) bought out of the amount allotted to the district by the Charitable Famine Fund Committee have also been distributed, and the most needy cultivators have been presented with sums of Rs. 5 each from the same source to enable them to buy seed for the early crops of sessamum, cotton and Indian corn. Cultivation of these crops is in progress. The physical condition of the people remains much the same as hitherto. No deaths from starvation have been reported. Rice is still being imported in fairly large quantities, but not so freely as before, and the supply at the relief works at Yegyo camp near Mahlaing has not always been regular. The price of paddy has risen from Re. 1 to Rs. 1-4 per local basket; price of rice has not yet risen, but it probably will very shortly and when it does the rate of wages will have to be increased.

Yamethin.—Rs. 20,055 have been given out from the allotment from the Charitable Famine Fund Committee to 2,621 families to enable them to make a fresh start in life. Hitherto the rains have been abundant and agricultural operations are everywhere in full progress. Sessamum and maize have been sown in most places and in some the young plants are already above ground. The large mortality is chiefly due to cholera; no deaths were due directly or indirectly to famine.

Myingyan.—Relief works are being carried on at two places, Taungtha and Yônzin ; at the former about 10,000 persons and at the latter 2,000 persons are employed. Those cultivators whose presence is absolutely necessary at their homes have left the works, but these are comparatively few. Maung Po Kin, one of the two Civil Officers on the works, has broken down and is unfit for duty, and the other is now ailing.

Gratuitous relief continues to be distributed regularly. A thugyi in Kyaukpadaung is being criminally prosecuted for embezzling the money made over to him as local officer to distribute as gratuitous relief.

Large quantities of clothing purchased with Charitable Relief Funds have been distributed to relief workers by Civil and Camp Officers, and Circle Inspectors have also made a distribution to the persons on their gratuitous relief lists. Gifts to distressed cultivators to enable them to purchase sessamum seed continue to be made ; the distribution was stopped for a time owing to the unfavourable character of the rainfall at the beginning and in the middle of May.

Cholera still continues in Kyaukpadaung and has reappeared in Pagan. It has also broken out in the villages surrounding the two famine camps, in both of which it is now prevalent. A considerable number of deaths have been reported both from the villages and the camps. Every effort had previously been made in the camps to secure cleanliness, a pure water supply, and the segregation of affected persons, and it only remains to continue the efforts. Attempts are being made to cleanse some of the worst villages and a Myook has been deputed to personally superintend the work.

The attempts to induce relief workers to migrate to Mandalay have been unsuccessful as the Public Works Department rates are not sufficiently attractive and the people are afraid of cholera and fever.

Very favourable rain fell in the district during the first few days in June, and agricultural prospects, and the supply of fodder and water for cattle have very greatly improved. The serious outbreak of cholera is really the only depressing feature in the situation.

APPENDIX VI.

Monthly Famine Statement for the five weeks ending Saturday evening, the 29th May 1897.

(*Vide* Section 43 of Code.)

District.	Area.	Population.	Affected area.	Estimated population of column 4.	Numbers on Relief works on last Saturday of month.					Numbers on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.			Monthly death-rate.	Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Maize.	Peas.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
	Sq. miles.		Sq. miles.								S. C.	S. C.	S. C.		
Meiktila	2,178	216,673	2,178	216,673	...	4,110	...	...	4,110	1,023	8 12	14 3	22 15	42	*Nil.*
Yamethi	5,497	206,557	909	51,000	...	...	...	...	...	363	9 13	...	...	46·32	*Nil.*
												Jowar.			
Myingyan	2,774	352,037	1,873	260,071	...	10,290	...	...	10,290	3,267	10 5	13 1	18 7	27·12	*Nil.*

APPENDIX VII.

Monthly Famine Statement for the five weeks ending Saturday evening, the 29th May 1897.

(*Vide* Section 43 of Code.)

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works.			Number for whom relief can be provided by works remaining on programme on date of report.		Expenditure since 1st April 1897,			Advances since 1st April up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	Others.	On large works.	Others.	Date up to which account is made up.	*Rupees.*		*Land Improvement Act.*	*Agricultural Loans Act.*	Thousand Rupees.
								On relief works.	On gratuitous relief.	Thousand Rupees.	Thousand Rupees.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Meiktila	20,000	31-3-97	19,168	3,100	22,503	3,100	29-5-97	43,516-15-1	2,282-2-8	...	42	...
Yamethin	20,000	6-4-97	11,846	3,352	11,846	3,352	29-5-97	40-13-0	1,631-7-6	...	21	...
Myingyan	20,000	1-4-97	39,171	8,166	35,905	8,166	29-5-97	96,348-8-0	3,523-14-4	...	38	...

No. 185-1—S.—10, dated Rangoon, the 9th October 1897.

From the Secretary to the Financial Commissioner, to the Revenue Secretary to the Government of Burma.

I am directed to send herewith returns in forms, Appendices VI. and VII., Burma Famine Code, for Upper Burma, for the period of 4 weeks ending Saturday, 25th September 1897.

2. The estimates of affected area and population are the same as those given last month; but although it has not been considered advisable as yet to declare any of the affected areas free from famine, there is no doubt that considerable portions of the formally declared areas in all 3 districts are now free from famine and self-supporting. The numbers on relief works have decreased considerably, but in addition to the numbers shown in Appendix VII., there are 805 persons from the Meiktila Division employed on relief works in the Mandalay district. The rainfall during September was on the whole favourable, and large areas have been sown with paddy, jowar and late sessamum. Anxiety is now beginning to be felt in all three districts regarding the standing crops on unirrigated land, as rain has now held off for some time and is badly needed. The situation hinges on the later rains as regards unirrigated lands which of course form by far the largest portions of the districts: if good rain falls during the present month, the late crops will be successful and famine will disappear; if it does not, the late crops will fail or at best give a poor outturn, and it is probable that famine will continue. The prospects of crops on irrigated lands in Meiktila and Yamethin are good, as all the irrigation tanks are full.

3. All three districts are now free from epidemic disease of any kind, and the death-rates of all have decreased. The death-rate reported from Myingyan is probably unduly low.

4. The exports of rice from Lower to Upper Burma up to the end of the period of report amounted to 106,578 tons. The price of paddy has fallen very largely in Rangoon and Lower Burma generally, and consequently the price of rice has fallen in the affected districts: a further fall has taken place since the period dealt with in this report, so that present prices are lower than those given in Appendix VI.

5. During the month an additional sum of Rs. 38,000 was distributed as Agricultural advances in the Myingyan district.

6. Further details are given below for each district separately.

Meiktila.—Gratuitous relief was distributed as usual during the month at the houses of the distressed under section 57 of the Famine Code. The numbers on the list are being gradually reduced. Rs. 20,000 were distributed in sums of Rs. 5 each to poor cultivators out of the Charitable Relief Fund. The Railway line in Meiktila town and the Circular Lake Road were the only relief works open. "C" wages were paid at these works and the number of relief workers gradually decreased, but the works were not absolutely deserted even at these low rates. There is only a little earthwork remaining to complete the Lake Road, and in order to ensure its rapid completion the Commissioner ordered the "B" rate of wages to be given towards the end of the month: it is probable therefore that the numbers on this work will increase somewhat till it is closed. The people on relief works and in the district continue to be on the whole in good physical condition and no deaths from starvation have occurred. The Deputy Commissioner anticipates that the crops of paddy and jowar over the greater portion of the district will be poor, unless good rain falls during October.

Yamethin.—The general condition of the affected area has greatly improved and prospects are much brighter. Standing crops are healthy and in good condition, but more rain is still required. Recommendations have been made for the abolition of two out of the three Famine Circle Inspectorships.

Myingyan.—The Meiktila-Myingyan railway earthwork is approaching completion and the number of relief workers is decreasing. Relief workers are also being employed on the Kanna tank which, it is anticipated, will afford employment up to December 1897. The health of the relief workers and of the other inhabitants of the district is good, there being no epidemic disease during the month. The later crops were in excellent condition during the whole of September, but rain was beginning to be wanted at the end of the month, and as none had fallen up to the 5th instant, anxiety was beginning to be felt for the safety of the crops.

APPENDIX VI

Monthly Famine Statement for the four weeks ending Saturday evening, the 25th September, 1897.

(*Vide* Section 43 of Code.)

District.	Area.	Population.	Affected area.	Estimated population of column 4.	Number on relief works on last Saturday of month.					Number on gratuitous relief.	Price of one or more principal food-grains in seers per rupee.			Monthly death-rate.	Deaths due to starvation.
					Class A.	Class B.	Class C.	Class D.	Total.		Rice.	Maize.	Peas.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
	Sq. miles.		Sq. miles.								S. C.	S. C.	S. C.		
Meiktila	2,178	217,104	2,178	217,104	...	357	...	...	357	725	9 13	28 7	17 8	2·5	*Nil.*
Yamethin	5,497	206,557	909	51,000	...	...	...	...	...	163	9 3	...	...	1·5	*Nil.*
												Jowar.			
Myingyan	3,144	352,037	2,244	260,017	...	1,450	11,344	...	12,794	4,570	9 14	13 4	19 6	1·0	*Nil.*

APPENDIX VII.

Monthly Famine Statement for the four weeks ending Saturday evening, the 25th September, 1897.

(*Vide* Section 43 of Code.)

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Number for whom relief was provided in last programme of relief works.			Number for whom relief can be provided by works remaining on programme on date of report.		Expenditure since 1st April 1897.			Advances since 1st April up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	Others.	On large works.	Others.	Date up to which account is made up.	*Rupees.*		*Land Improvement Act.*	*Agricultural Loans Act.*	Thousand Rupees.
								On relief works.	On gratuitous relief.	Thousand Rupees.	Thousand Rupees.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Meiktila	20,000	31-3-97	19,168	3,100	19,721	3,100	25-9-97	128,134-6-11	9,738-5-8	*Nil.*	42	*Nil.*
Yamethin	20,000	6-4-97	11,846	3,352	11,846	3,352	25-9-97	40-13-0	4,760-4-0	*Nil.*	30	*Nil.*
Myingyan	20,000	1-4-97	39,171	8,166	26,893	8,166	25-9-97	360,875-10-4	11,479-11-1	*Nil.*	98	*Nil.*

MADRAS.

Monthly Famine Statement A.

For the period ending Saturday the 29th May 1897.

Districts.	Area.	Population in thousands.	Area affected.	Estimated population for area in column 4 in thousands.	Numbers on relief works on the last day of the period including weavers.			
					Class A.	Class B.	Class C.	Class D.
1	2	3	4	5	6	7	8	9
Circars.	Sq. miles.		Sq. miles.					
Ganjám	8,369	1,897	2,678	908	...	16,413	3,011	...
Vizagapatam ...	17,242	2,803	928	455	...	14,662	92	...
Gódávari	7,858	2,079	911	42	...	500	...	...
Total ...	33,469	6,779	4,517	1,405	...	31,575	3,103	...
**Deccan.*								
Kurnool	7,514	818	2,700	340	1,941	81,680	8,162	571
Bellary	5,975	900	3,963	518	2,098	94,600	2,522	...
Anantapur	4,886	709	4,517	584	198	34,931	2,442	97
Cuddapah	8,731	1,272	2,244	391	2,033	49,811	10,917	...
Total ...	27,106	3,699	13,424	1,833	6,270	261,022	24,043	668
Grand Total ...	60,575	10,478	17,941	3,238	6,270	292,597	27,146	668

Districts.	Numbers on relief works on the last day of the period including weavers—*cont.*		Number on gratuitous relief.	Prices of principal food-grains in seers of 80 tolas per rupee.			Monthly death-rate.	Deaths due to starvation.
	Details not reported.	Total.		Rice.	Cholam.	Rag		
	10	11	12	13	14	15	16	17
Circars.								
Ganjám	...	19,424	28,159	10·9	...	12·1	*...	*...
Vizagapatam ...	...	14,754	2,295	9·0	13·4	13·9	...	...
Gódávari	...	500	...	9·6	14·9	14·1	...	...
Total ...	...	34,678	30,454	...	...	...	...	...
Deccan.								
Kurnool	...	92,354	9,278	9·0	12·7	15·4	...	...
Bellary	...	99,220	16,478	8·7	11·8	15·3	...	...
Anantapur	...	37,668	10,994	9·1	13·0	16·5	...	...
Cuddapah	...	62,761	7,149	8·6	13·5	17·8	...	...
Total ...	...	292,003	43,899	...	...	...	...	...
Grand Total ...	...	326,681	74,353	...	...	...	...	...

* Figures not available.

Area affected—Condition and prospects of.—The affected area has increased from 16,374 square miles to 17,941. The increase is due to the inclusion of the Bhadráchalam taluk of Gódávari district, the correction of estimates, and the gradual absorption of unaffected tracts within the area of distress.

Agricultural operations were carried on to but a limited extent in the affected districts.

The condition of cattle, especially the poorer sorts, remains critical in the Deccan districts, owing to want of pasturage and fodder. Forest reserves have been thrown open to free grazing, and fodder has been imported, with the help of the Indian Famine Charitable Relief Fund Committee, from Kistna and the south.

No improvement in the condition of the affected areas occurred during the month, nor will prospects brighten unless and until the south-west monsoon is established.

2. *Nature of works.*—As before, the work given consisted mainly of road construction.

3. *Operations under the Loans Acts.*—In addition to the numbers employed on State relief works, about 22,000 persons are reported to have been employed on land improvement works, for which Rs. 1,28,000 were disbursed during the month as shown in the subjoined table :—

Districts.	Land Improvement Loans.								Number of wells.		Estimated number of labourers employed.
	For wells.				Other purposes.						
	Accepted.		Disbursed.		Accepted.		Disbursed.		Completed.	Under construction.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.			
1	2	3	4	5	6	7	8	9	10	11	12
Circars.		Rs.		Rs.		Rs.		Rs.			
Ganjám ...	...	...	...	...	116	11,710	78	8,440	...	...	500
Vizagapatam.	...	...	...	...	...	...	...	...	...	...	...
Total ...	...	...	...	...	116	11,710	78	8,440	...	...	500
Deccan.											
Kurnool ...	47	12,340	*28	*10,930	11	1,240	11	1,190	...	92	3,260
Bellary ...	37	9,998	5	5,243	727	70,940	724	73,645	...	124	11,394
Anantapur ...	168	23,345	97	16,240	146	20,140	89	10,102	8	829	6,254
Cuddapah ...	7	955	11	1,305	6	940	6	940	1	31	140
Total ...	259	46,638	141	33,718	890	93,260	830	85,877	9	1,076	21,048
Grand Total .	259	46,638	141	33,718	1,006	104,970	908	94,317	9	1,076	21,548

* Incomplete.

4. Wages have been calculated on prices varying from 11·0 to 14·5 seers to the rupee. Workers were mainly in receipt of the B wage, which averaged about As. 1–6 for a man. Nearly all of those on C wages are weavers.

5. *Gratuitous relief.*—Owing to the organization of village relief with money doles for those who, by caste, are prevented from attending kitchens, the number on gratuitous relief increased to 74,353. The number on such relief was excessive only in Ganjám, where the conditions are peculiar.

6. *Prices.*—The price of dry grains rose during the month, especially in the Circars and was in every affected district above the scarcity rate, being 27 per cent. above the scarcity rate in Bellary.

7. *Imports and exports.*—The activity of trade is shown by the subjoined figures :—

Districts.	Imports and exports by rail.			
	April.		May.	
	Imports.	Exports.	Imports.	Exports.
	I. Mds.	I. Mds.	I. Mds.	I. Mds.
Ganjám	4,300	21,800	6,000	25,200
Vizagapatam	46,300	6,200	57,900	5,200
Kurnool	18,700	8,400	13,800	5,100
Bellary	65,200	13,600	53,100	23,500
Anantapur	17,520	41,450	16,135	31,699
Cuddapah	26,595	13,394	10,848	15,311

The large exports from Ganjám and Anantapur continue; in the former, they are said to be due to the necessity of fulfilling outstanding contracts; in the latter, they are due to demands from Bombay, and this explanation probably accounts for the high rate of exportation also from Bellary and Cuddapah. In Bellary the exports are more than counterbalanced by imports, and in the other three districts there are considerable tracts not yet brought within the affected zone, or only slightly affected.

8. *Condition of the people.*—The condition of the people was on the whole fair, except in Ganjám. The low condition of the people in this district was due partly to the repugnance, more unreasonable among the Uriyas than elsewhere, to accept State relief, and partly to the want of accurate information and reliable officials in the zemindaris, of which this district is largely composed.

9. *Mortality.*—The following table shows the deaths in April 1897, and in the period October—April 1896–97, and the average rates for the same periods. Figures for May are not yet available :—

Districts.	Number of deaths reported.			
	During April.		From October to April.	
	1897.	Average.	1897.	Average.
Ganjám	3,200	1,765	19,182	13,401
Vizagapatam	2,314	2,078	17,288	19,935
Kurnool	1,110	1,582	7,962	10,251
Bellary	1,585	1,384	9,927	9,795
Anantapur	977	907	7,443	6,808
Cuddapah	1,757	2,470	13,829	16,745

The excessive mortality in Ganjám is ascribed to cholera and small-pox.

Famine Statement B.

For the period ending Saturday the 29th May 1897.

Districts.	Maximum number for whom relief is estimated to be required in the case of serious famine.	Number for whom relief was provided in programme of famine relief works.			Maximum number for whom relief can be provided by works remaining in programme on date of report.	
		Date of programme.	On large works.	Others.	On large works.	Others.
1	2	3	4	5	6	7
Circars.						
Ganjám	317,800	8th April 1897.	354,398	113,586	353,768	112,442
Vizagapatam	388,200	28th Mar. 1897.	279,688	137,423	279,688	134,040
Gódáveri	201,000	Do.	395,000	100,000	395,000	100,000
Total ...	907,000	...	1,029,086	351,009	1,028,456	346,482
Deccan.						
Kurnool	163,000	13th April 1897	522,795	93,977	502,646	92,947
Bellary	180,000	Do.	324,866	56,564	299,961	54,691
Anantapur	141,800	Do.	156,411	49,454	149,879	48,044
Cuddapah	253,800	Do.	182,174	94,094	171,073	92,832
Total ...	738,600	...	1,186,246	294,089	1,123,559	288,514
Grand Total ...	1,645,600	...	2,215,332	645,098	2,152,015	634,996

Districts.	Expenditure since 1st April up to the latest day for which figures are available.			Advances given since 1st April up to the end of period, under		Revenue suspended beyond current official year.
	Date up to which expenditure is known.	On relief works.	On gratuitous relief.	Land Improvement Loans.	Agriculturists' Loans Act.	
	8	9	10	11	12	13
Circars.		Rs.	Rs.	Rs.	Rs.	...
Ganjám	29th May 1897.	2,000	4,000	8,000	8,000	...
Vizagapatam...	Do.	25,000	3,000	...	...	...
Gódáveri	...	*	*	*	*	...
Total ...	...	27,000	7,000	8,000	8,000	...
Deccan.						
Kurnool	29th May 1897.	159,000	6,000	30,000	4,000	...
Bellary	Do.	197,000	12,000	171,000	22,000	...
Anantapur	Do.	59,000	3,000	52,000	8,000	...
Cuddapah	Do.	93,000	2,000	3,000	...	...
Total ...	...	508,000	23,000	256,000	34,000	...
Grand Total ...	...	535,000	30,000	264,000	42,000	...

* Information not available.

STATEMENT A.

For the period ending 31st July 1897.

Districts	Area.	Population in thousands.	Area affected.	Estimated population for area in column 4 in thousands.	Numbers on relief works on the last day of the period including weavers.		
					Class A.	Class B.	Class C.
1	2	3	4	5	6	7	8
Circars.	SQ. MLS.		SQ. MLS.				
Ganjám	8,369	1,897	5,800	1,684	5,649	28,151	20,160
Vizagapatam	17,242	2,803	4,619	1,943	...	13,956	4,809
Gódávari	7,858	2,079	911	42	...	155	...
Total ...	33,469	6,779	11,330	3,669	5,649	42,262	24,969
Deccan.							
Kurnool	7,514	818	4,019	512	2,281	144,493	19,370
Bellary	5,975	900	3,963	518	530	152,245	5,804
Anantapur	4,886	709	4,517	584	2,204	61,303	4,113
Cuddapah	8,731	1,272	2,244	391	2,123	92,221	10,257
Total ...	27,106	3,699	14,743	2,005	7,138	450,262	39,544
Grand Total ...	60,575	10,478	26,073	5,674	12,787	492,524	64,513

Districts.	Numbers on relief works on the last day of the period including weavers—*cont.*		Number on gratuitous relief.	Prices of principal food-grains in seers of 80 tolas per rupee.			Monthly death-rate.	Deaths due to starvation.
	Class D.	Total.		Rice.	Cholam.	Ragi.		
	9	10	11	12	13	14	15	16
Circars.								
Ganjám	1,370	55,330	45,733	8·3	...	9·9	...	...
Vizagapatam	3,037	21,802	32,619	7·5	10·9	11·1	...	...
Gódávari	...	155	728	8·5	11·7	11·6	...	...
Total ...	4,407	77,287	79,080	...	...	...	...	...
Deccan.								
Kurnool	4,652	170,796	54,962	8·2	13·7	10·4	...	...
Bellary	...	158,579	48,328	7·7	9·5	12·8	...	...
Anantapur	...	67,620	16,674	8·2	10·8	14·5	...	...
Cuddapah	...	104,601	18,343	8·1	11·0	14·5	...	...
Total ...	4,652	501,596	135,307	...	...	...	...	...
Grand Total ...	9,059	578,883	214,387	...	...	...	...	...

Area affected—Condition and prospects of.—The area affected increased from 23,351 square miles to 26,073 square miles. The increase, which occurred in Ganjam alone, is due to the absorption of hitherto unaffected tracts within the area of distress.

Dry crops were cultivated to a considerable extent in all the affected districts, but the rainfall was insufficient to permit of wet cultivation to any appreciable extent.

The condition of cattle continued poor in the Deccan districts, and considerable mortality was reported from parts ; the rains at the close of the month will revive pasture.

As noted in the last report, the condition of the country at the end of June gave cause for much anxiety, owing to the sudden cessation of the monsoon. For fully a month, from the middle of June till near the close of July, the Presidency was practically without rain, and prospects were decidedly gloomy. Towards the end of the month, the fall recommenced, but the rain was everywhere partial, and no steady general downpour was received. The fall in the Circars was, however, fair, and the outlook in that portion of the Presidency is moderately hopeful, though the season does not promise to be a good one. The future of the Deccan is still a matter of speculation ; good showers were indeed received in parts, but they were purely local, and large areas, especially in some of the worst affected tracts, received a wholly insufficient amount of rain. The position of unprotected dry crops in the Deccan was in many cases critical.

2. *Nature of works.*—As before, the work given consisted chiefly of road construction and repair.

3. *Operations under the Loans Acts.*—In addition to the numbers employed upon State relief works, about 13,000 persons are reported to have been employed on land improvement works, for which Rs. 2,55,000 were disbursed during the month as shown in the subjoined table :—

Districts.	Land Improvement Loans.								Number of wells.		Estimated number of labourers employed.
	For wells.				Other purposes.						
	Accepted.		Disbursed.		Accepted.		Disbursed.		Completed.	Under construction.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.			
1	2	3	4	5	6	7	8	9	10	11	12
Circars.		Rs.		Rs.		Rs.		Rs.			
Ganjam ...	...	...	...	...	23	3,970	20	1,450	...	...	...
Vizagapatam..	...	...	1	100	11	1,075	11	1,075	...	4	...
Total ...	...	...	1	100	34	5,045	31	2,525	...	4	...
Kurpool ...	55	17,580	53	10,350	553	92,065	538	70,595	...	246	2,555
Bellary* ...	...	...	...	...	...	...	...	...	...	...	...
Anantapur ...	117	17,602	136	17,637	38	4,900	49	6,135	10	998	4,630
Cuddapah ...	29	6,475	28	4,112	3	580	3	480	2	63	480
Total ...	...	...	...	...	...	...	...	...	...	...	...

* Report not received. Rs. 1,44,000 disbursed during the month.

4. *Wages* were calculated on prices varying from 8½ to 13½ seers to the rupee. The majority of workers were in receipt of the B wage. Nearly all of those on the C wage were weavers.

5. *Gratuitous relief.*—The numbers on this form of relief increased to 214,387. The increase was due to an improvement in the organization of village relief, and to the withholding of the monsoon and the consequent rise in prices. The proportion of those on gratuitous, as compared with other, relief was large in the Circars, where the conditions are peculiar, and the rise in prices was most marked.

6. *Prices.*—The price of all grains rose considerably throughout the affected area, though towards the end of the month the price of ragi in one district returned to its level at the commencement of the month. Staple grains were available only

at rates much above the scarcity rate, the most marked case being that of cholam in Bellary, which at the close of the month was over 60 per cent. dearer than the scarcity rate.

7. *Imports and Exports.*—The course of trade is shown by the subjoined figures:—

	Imports and exports by rail.			
	June.		July.	
	Imports.	Exports.	Imports.	Exports.
	I. MDS.	I. MDS.	I. MDS.	I. MDS.
Ganjám	14,000	18,000	26,600	10,100
Vizagapatam	88,000	1,800	136,100	2,600
Kurnool*	11,400	5,600	25,300	5,700
Bellary	61,500	25,000	180,200	29,200
Anantapur	11,516	21,528	40,041	46,645
Cuddapah	7,126	16,614	25,194	24,580

* Figures incomplete for June and July.

Imports were large into Vizagapatam and Bellary. Exportation was considerable from Bellary, Anantapur and Cuddapah. This was due to high prices in, and consquent large demands from, Bombay. A considerable proportion of the exports consisted of Mysore grain.

8. *Condition of the People.*—The condition of the people was on the whole fair, though cholera was very prevalent in the Circars. Distress was much intensified by the lateness of the season and the consequent rise in prices. The result was a large increase in the numbers on relief.

9. *Mortality.*—The following table shows the deaths in June 1897 and in the period, October—June 1896–97, and the average rates for the same periods:—

Districts.	Number of deaths reported.			
	During June.		From October to June.	
	1897.	Average.	1896–97.	Average.
Ganjám	7,263	1,855	21,683	17,415
Vizagapatam	4,361	2,625	25,176	25,199
Kurnool	1,498	1,426	10,996	13,263
Bellary	2,012	2,262	13,793	13,863
Anantapur	1,207	980	9,858	8,794
Cuddapah	1,998	1,714	18,229	20,518

The excessive mortality in Ganjám during both periods is ascribed to cholera and small-pox, and in Vizagapatam, during the month, to cholera.

Famine Statement B.

For the period ending 31st July 1897.

Districts.	Maximum number for whom relief is estimated to be required in the case of serious famine.	Number for whom relief was provided in programmes of famine-relief works.			Maximum number for whom relief can be provided by works remaining in programme on date of report.	
		Date of programme.	On large works.	Others.	On large works.	Others.
1	2	3	4	5	6	7
Circars.						
Ganjám	317,800	8th April 1897.	354,398	113,586	342,593	101,541
Vizagapatam...	388,200	29th March 1897.	279,688	137,423	274,844	125,182
Gódávari	201,000	Do.	395,000	100,000	395,000	100,000
Total ...	907,000		1,029,086	351,009	1,012,437	326,723
Deccan.						
Kurnool	163,000	13th April 1897.	522,795	93,977	427,097	72,468
Bellary	180,000	Do.	324,866	56,564	215,052	41,668
Anantapur	141,800	Do.	156,411	49,454	119,421	41,127
Cuddapah	253,800	Do.	182,174	94,094	128,010	78,499
Total ...	738,600		1,186,246	294,089	889,580	233,762
Grand Total ...	1,645,600		2,215,332	645,098	1,902,017	560,485

Districts.	Expenditure from 1st April up to the latest day for which figures are available.			Advances given since 1st April up to the end of the period under		Revenue suspended beyond current official year.
	Date up to which expenditure is known.	On relief works.	On gratuitous relief.	Land Improvement Loans.	Agriculturists' Loans Act.	
	8	9	10	11	12	13
Circars.		Rs.	Rs.	Rs.	Rs.	
Ganjám	31st July 1897.	1,67,000	1,44,000	14,000	39,000	...
Vizagapatam	Do.	1,15,000	60,000	2,000	94,000	...
Gódávari	Do.	2,000	1,000	...	...	...
Total ...		2,84,000	2,05,000	16,000	1,33,000	...
Deccan.						
Kurnool	31st July 1897.	8,77,000	1,37,000	1,48,000	1,15,000	...
Bellary	Do.	9,53,000	77,000	3,44,000	1,33,000	...
Anantapur	Do.	3,40,000	21,000	1,04,000	79,000	...
Cuddapah	Do.	5,07,000	38,000	11,000	1,000	...
Total ...		26,77,000	2,73,000	6,07,000	3,28,000	...
Grand Total ...		29,61,000	4,78,000	6,23,000	4,61,000	...

STATEMENT A.

For the period ending 25th September 1897.

Districts.	Area.	Population in thousands.	Area affected.	Estimated population for area in column 4 in thousands.	Numbers on relief works on the last day of the period including weavers.		
					Class A.	Class B.	Class C.
1	2	3	4	5	6	7	8
Circars.	SQ. MLS.		SQ. MLS.				
Ganjám	8,369	1,897	3,524	1,067	1,395	3,054	6,028
Vizagapatam	17,242	2,803	2,487	1,096	...	2,660	3,218
Gódávari	7,858	2,079	911	42	...	...	...
Total ...	33,469	6,779	6,922	2,205	1,395	5,714	9,246
Deccan.							
Kurnool	7,514	818	4,019	512	507	49,410	13,487
Bellary	5,975	900	3,863	517	246	39,630	11,541
Anantapur	4,886	709	4,517	584	199	41,093	4,203
Cuddapah	8,731	1,272	2,244	391	...	11,463	10,835
Total ...	27,106	3,699	14,643	2,004	952	141,596	40,066
Grand Total ...	60,575	10,478	21,565	4,209	2,347	147,310	49,312

Districts.	Numbers on relief works on the last day of the period including weavers—*cont.*		Number on gratuitous relief.	Prices of principal food-grains in seers of 80 tolas per rupee.			Monthly death-rate.	Deaths due to starvation.
	Class D.	Total.		Rice.	Cholam.	Ragi.		
	9	10	11	12	13	14	15	16
Circars.								
Ganjám	1,341	11,818	9,973	8·1	...	11·6	...	...
Vizagapatam	189	6,067	511	7·7	11·2	13·8	...	...
Gódávari	26	26	712	8·5	11·7	11·9	...	...
Total ...	1,556	17,911	11,196	...	...	...	...	...
Deccan.								
Kurnool	7,937	71,341	16,351	8·5	12·5	14·1	...	...
Bellary	1,725	53,142	20,843	7·9	13·0	15·4	...	...
Anantapur	894	46,389	8,346	8·4	12·3	16·0	...	...
Cuddapah	662	22,960	5,256	8·3	12·5	16·1	...	...
Total ...	11,218	193,832	50,796	...	...	...	...	...
Grand Total ...	12,774	211,743	61,992	...	...	...	...	...

Area affected—Condition and prospects of.—The area affected fell from 22,963 square miles to 21,565 ; the decrease was mainly due to the elimination of tracts in Ganjám and Gódávari.

The rainfall during the month was good and general. Agricultural operations were largely extended, and prospects brightened. The season in all the affected areas is expected to be a good one, though the outturn of ragi and gingelly in the Northern Circars was generally poor.

Cattle improved in condition in the Deccan, and pasture was generally ample.

2. *Nature of Works.*—As hitherto, the work given consisted chiefly of road construction and repair.

3. *Operations under the Loans Acts.*—In addition to the numbers employed on State relief works, about 6,000 persons are reported to have been employed on land improvement works, for which Rs. 30,207 were disbursed during the month as shown in the subjoined table :—

Districts.	Land Improvement Loans.								Number of wells.		Estimated number of labourers employed.
	For wells.				Other purposes.						
	Accepted.		Disbursed.		Accepted.		Disbursed.		Completed.	Under construction.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.	Number.	Amount.			
1	2	3	4	5	6	7	8	9	10	11	12
Circars.		Rs.		Rs.		Rs.		Rs.			50
Ganjám ...	...	...	...	...	33	2,200	32	4,280	...	...	
Vizagapatam	3	1,400	3	700	6	1,380	6	1,380	...	7	...
Total ...	3	1,400	3	700	39	3,580	38	5,660	...	7	50
Deccan.											
Kurnool ...	16	3,705	11	2,930	9	1,725	11	1,840	...	272	3,425
Bellary ...	...	...	...	...	...	...	...	*7,434	...	...	350
Anantapur...	12	7,833	48	9,868	...	...	...	...	25	1,150	1,927
Cuddapah ...	†10	2,220	7	765	7	1,010	7	1,010	3	51	270
Total ...	...	...	...	...	...	...	...	...	...	...	5,972
Grand Total	...	...	...	...	...	...	...	...	...	...	6,022

* Includes advances for wells also. † Incomplete.

4. *Wages*—were calculated on prices varying from 9 to 15½ seers to the rupee. The majority of the workers, which consisted of agricultural labourers and petty ryots accustomed to labour, but not to the labour required on works, was in receipt of the B class wage. Many of those on the C class wage were weavers. Wages were calculated not upon the price of the staple grain, but on the combined price of the staple and cheapest grains.

5. *Gratuitous relief.*—The numbers on gratuitous relief fell to 61,992. The decrease was due to the improvement in the season.

6. *Prices*—fell considerably in all districts except Ganjám and Gódávari as shown below :—

—	Ganjám.		Vizagapatam.	Gódavári.		Kurnool.	Bellary.	Anantapur.		Cuddapah.	
	Rice.	Ragi.	Ragi.	Cholam.	Ragi.	Cholam.	Cholam.	Cholam.	Ragi.	Cholam.	Ragi.
1	2	3	4	5	6	7	8	9	10	11	12
Monthly average.											
August	7·7	10·4	12·4	11·7	11·7	9·9	9·2	10·2	13·6	10·8	14·5
September ...	7·9	11·0	13·8	11·6	11·9	11·4	11·3	11·1	15·1	11·8	15·7
Scarcity rate ...	10·2	15·0	14·0	14·0	14·0	15·0	15·0	15·0	16·0	15·0	16·0

At the close of the month, the price of ragi had fallen in Anantapur and Cuddapah to the scarcity rates.

7. *Imports and Exports.*—The course of trade is shown by the subjoined figures :—

Districts.	Imports and exports by rail.			
	August.		September.	
	Imports.	Exports.	Imports.	Exports.
	MDS.	MDS.	MDS.	MDS.
Ganjám	51,800	3,300	39,900	2,300
Vizagapatam	83,400	14,100	70,100	2,200
Kurnool	24,600	3,400	6,700	3,700
Bellary	114,500	33,900	92,600	22,200
Anantapur	24,833	24,278	17,981	11,839
Cuddapah	13,680	13,243	10,275	17,680

Gross imports were large in Ganjám, Vizagapatam and Bellary. Exportation was considerable from Bellary, Anantapur and Cuddapah, but much of this is believed to be Mysore grain. Exportation was fostered by high prices in Bombay.

8. *Condition of the People.*—The condition of the people was, on the whole, fair, though Bhadráchalam continued to give cause for anxiety. A large number of deaths from cholera were reported ; the District Surgeon of Ganjám considers that many of the deaths set down to cholera were due to "famine diarrhœa." The decrease in the numbers on works was mainly due to the improvement in the season.

Grain continued to be imported by Government into the Bhadráchalam taluk, the ordinary roads being impassable owing the heavy rains, and the high floods in the Gódávari preventing native craft from ascending the river.

9. *Mortality.*—The following table shows the deaths in August 1897 and in the period October—August 1896–97, and the average rates for each period :—

Districts.	Number of deaths reported.			
	During August.		From October to August.	
	1897.	Average.	1896–97.	Average.
Ganjám	5,060	3,413	34,135	20,924
Vizagapatam	4,982	3,352	35,808	31,597
Gódávari...	Information not available.			
Kurnool	3,437	1,795	16,794	16,655
Bellary	4,028	2,052	20,887	18,262
Anantapur	1,497	1,235	12,856	11,379
Cuddapah	2,607	2,069	22,064	24,461

Cholera was the cause of nearly two-thirds of the excess deaths in Ganjám during August, and of nearly half the excess deaths in Vizagapatam, Kurnool and Bellary.

Famine Statement B.

For the period ending 25th September 1897.

Districts.	Maximum number for whom relief is estimated to be required in the case of serious famine.	Number for whom relief was provided in programme of famine-relief works.			Maximum number for whom relief can be provided by works remaining in programme on date of report.	
		Date of programme.	On large works.	Others.	On large works.	Others.
1	2	3	4	5	6	7
Circars.						
Ganjám	317,800	23rd July 1897.	406,000	114,000	389,876	104,614
Vizagapatam	388,200	10th do.	327,000	196,000	320,395	187,946
Gódávari	201,000	30th do.	395,000	100,000	395,000	99,928
Total ...	907,000		1,128,000	410,000	1,105,271	389,488
Deccan.						
Kurnool	163,000	21st July 1897.	489,000	180,000	369,345	153,598
Bellary	180,000	11th do.	548,000	84,000	408,259	72,365
Anantapur	141,800	14th do.	161,000	55,000	112,915	45,803
Cuddapah	253,800	11th do.	245,000	89,000	186,378	66,495
Total ...	738,600		1,443,000	408,000	1,076,897	338,261
Grand Total ...	1,645,600		2,571,000	818,000	2,182,168	727,749

Districts.	Expenditure from 1st April up to the latest day for which figures are available.			Advances given since 1st April up to the end of the period under		Revenue suspended beyond current official year.
	Date up to which expenditure is known.	On relief works.	On gratuitous relief.	Land Improvement Loans Acts.	Agriculturists' Loans Act.	
	8	9	10	11	12	13
Circars.		Rs.	Rs.	Rs.	Rs.	
Ganjám	25th Sept. 1897.	2,60,000	3,35,000	19,000	74,000	...
Vizagapatam	Do.	1,62,000	1,12,000	6,000	1,37,000	...
Gódávari	28th Aug. 1897.	2,000	5,000	...	...	...
Total ...		4,24,000	4,52,000	25,000	2,11,000	...
Deccan.						
Kurnool	25th Sept. 1897.	14,94,000	2,56,000	1,73,000	2,14,000	...
Bellary	Do.	9,20,000	1,65,000	2,66,000	3,16,000	...
Anantapur	Do.	5,98,000	53,000	1,39,000	1,56,000	...
Cuddapah	Do.	8,33,000	85,000	* 18,000	7,000	...
Total ...		38,45,000	5,59,000	5,96,000	6,93,000	...
Grand Total ...		42,69,000	10,11,000	6,21,000	9,04,000	...

* Incomplete.

No. 2794/206—2-F., dated 18th August 1897.

From T. W. Holderness, Esq., Deputy Secretary to the Government of India Department of Revenue and Agriculture, to the Secretary to the Government of Madras.

I am directed to forward, for the information of His Excellency the Governor in Council, a copy of "Notes on the inspection of famine relief works in the Madras Presidency," by Mr. T. Higham, C.I.E., the officer deputed* to report on famine relief works in the several Provinces in which famine operations are in progress.

* Government of India (Revenue) Resolution No. 20/157—1-F., dated 12th May 1897.

2. Mr. Higham's notes show that on the relief works inspected by him in the Madras Presidency the method of tasking the workers is more lenient than that prevailing in other Provinces, owing to the deductions made for distance, weakness and excessive tasks, and to the suspension of fines for insufficient work. He also remarks on the extensive powers to grant reductions of task and to lower the gang classification exercised in some districts by subordinate officials. In paragraph 33 of the notes Mr. Higham states that at the time of his visit to the Presidency, orders were under issue by the Government of Madras for enforcing greater strictness in these respects, though he had not actually seen them. With your letter No. 661 of 2nd August 1897, a copy of Madras G. O. No. 616, dated 24th July 1897, has been received, which directs that the four-fold classification of works be reverted to, reduces the gratuitous dole to the amount of the ration allowed to Class D relief workers, and cancels the restrictions on fining for short work laid down in paragraph four of the G. O. No. 216, dated 30th March 1897. These instructions, however, do not touch on the subject of reductions of the standard tasks, and the Government of India will be glad to learn how the Government of Madras propose to deal with this matter, and also to be favoured with any observations which His Excellency the Governor in Council may wish to make on Mr. Higham's report.

3. In paragraphs 17, 19 and 26 of the notes it is suggested that the table of standard tasks appended to the Madras Famine Code should be revised. A similar suggestion was made in the last paragraph of my letter No. 2,266 of the 14th June 1897. I am to commend the matter to the attention of the Government of Madras, as on the correctness and practical utility of the standard scale of tasks depends in a large measure the successful management of relief works.

4. In paragraphs 25—31 of the notes the relations of the officers of the Public Works Department employed on relief works with the district revenue authorities are discussed at length, and it is shown that the practice in the Presidency in this respect does not correspond with that of other Provinces. The Government of India will be glad to learn the views of the Government of Madras on this very important matter, and they would particularly invite attention to the remark in paragraph 31 of the notes as to the great loss in power involved in the limited authority assigned to the Public Works Department in the control and management of relief works. They may say on the experience of other Provinces that, although the civil authorities may be competent to manage relief works on a small scale, a really serious famine, involving provision of work for great masses of people, and throwing heavy and multifarious duties on the district civil authorities, requires the full utilization of the Public Works Department. They recognize that in the control of relief works the latter Department must be required to conform to the special requirements of the Famine Code, and to subordinate to these the ordinary departmental methods of conducting work. But they are assured from the experience of other Provinces that this can be secured, and that at the same time larger powers can most advantageously be given to the Department of Public Works than appears to be the case in Madras.

NOTES ON AN INSPECTION OF FAMINE RELIEF WORKS IN THE MADRAS PRESIDENCY, BY MR. T. HIGHAM, C.I.E., ON SPECIAL DUTY, FAMINE RELIEF OPERATIONS.

Itinerary.

1. I visited the Madras Presidency after completing my tour in Bombay, the Central Provinces, the North-West Provinces and Bengal, leaving the latter Province on the 4th July by rail from Mokameh, and arriving in Bellary on the evening of the 6th. On the following morning I met the Honourable Mr. Le Fanu, the Famine Commissioner, who kindly arranged a programme for my tour through the Deccan districts. I did not consider it necessary to visit the Vizagapatam and Ganjam districts, in which the total number of relief workers did not then exceed 60,000, though there were nearly 400,000 in the Cuddapah, Kurnool, Bellary and Anantapur districts.

On the morning of the 8th I left Bellary with Mr. Stuart, the Collector, and Mr. Clerk, the Executive Engineer of the district, for Hola-Harri, 21 miles distant, inspecting on the road two relief charges, comprising together about 9,000 workers. On the following day we went on, through Alur, to Nemakal, inspecting relief works all along the road ; and on the 10th we went on to Guntakal, which lies just outside the Bellary and within the Anantapur district. At Guntakal I met Mr. Shipley, Collector of Anantapur, and Mr. Romilly, the Executive Engineer ; and on the evening of the 10th, we visited together a road work about four miles from Guntakal. On returning to Guntakal I met Mr. De Winton, the Superintending Engineer, and we went on together the following morning by rail to Maddi Khera, in the Kurnool district, where we were met by Mr. Elwin, the Collector, and Mr. Johnstone, the Executive Engineer. After inspecting together some works in the neighbourhood we went on by rail in the night to Belamchera, in the same district, and inspected some road works there on the following morning. In the afternoon I returned with Mr. De Winton to Guntakal, whence we proceeded by rail during the night to Muddanura, in the Cuddapah district, where we arrived early in the morning of the 13th, and were met by Mr. Murray, the Executive Engineer of the Cuddapah district. After inspecting the Muddanura tank work I went on by rail to Madras, where I had an interview on the 14th with the Honourable Mr. Crole, Senior Member of the Board of Revenue, and President of the Madras Famine Charitable Fund. On the 15th I returned to Cuddapah, where Mr. De Winton and Mr. Murray were awaiting me, and where I met also Mr. Tate, the Collector, and Surgeon-Colonel King, the Sanitary Commissioner, and we inspected together a relief work (road-metalling), two or three miles out of Cuddapah. We left Cuddapah by the night train, Mr. De Winton and Mr. Murray leaving us *en route*, and Dr. King accompanying me as far as Adoni, where we met Mr. Le Fanu on the 16th. I left Adoni and the Madras Presidency, early in the morning of the 17th *en route* for Simla.

Character of relief works.

2. The relief works in progress in the four districts visited consisted almost entirely of road work, that is, of the earth work required for repairing old roads and making new ones, and the collection and laying of metalling either on old metalled roads in disrepair or on roads not hitherto metalled. The only other works, with the exception of some town works in Cuddapah were for the construction or clearance of irrigation tanks and channels. The following statement shows the number of different works in progress or immediately about to be started during the second fortnight in June, and the number of labourers employed as reported on the 24th of that month :—

District.	Number of works.		Attendance on 24th June.	
	Road.	Others.	Roads.	Others.
Bellary	25	4	96,751	8,843
Anantapur	33	8	55,328	3,004
Kurnool	36	6	69,659	5,307
Cuddapah	17	11	53,896	27,920
Total ...	111	29	275,634	45,074

The number of irrigation works was considerable only in Cuddapah, where they included some new channels on the Kurnool-Cuddapah Canal. It is said that there is not much opening for tank works in the Deccan, where the rainfall is ordinarily so scanty that tanks would be of little use, the only eligible sites having for the most part been already occupied. If the distress in these tracts continues, all that is proposed is to open more road works, and I was informed that there would be no difficulty in doing this, though it was certain that there would be a great difficulty in subsequently finding funds for the maintenance of the roads to be newly made or metalled.

Distance of works from the affected villages.

3. The relief works are so arranged as to be generally within six or seven miles of the affected villages. It is said that the people cannot possibly be induced to leave their villages and reside on the works, though, in the absence of any important works, other than road works, the assertion does not appear to have been very fairly tested.

Madras G. O. No. 216-Revenue, dated 30th March 1897.

4. I understand that relief works in the Deccan were originally carried out in strict accordance with the provisions of the Madras Famine Code. The gangs were classified as therein directed, and an attempt was made to enforce the standard tasks laid down in the Code, fines being freely imposed in proportion to the deficiency in the executed tasks and without any minimum wage limit. At the time of my visit, however, this had all been changed, and the works were being conducted in accordance with the later instructions issued in Madras Government G. O. No. 216-Revenue, dated 30th March 1897, and supplementary directions contained in the Board of Revenue resolution No. 278, dated 3rd April 1897.

Classification of gangs as ordered in the G. O.

5. The orders of Government on the subject of the classification of the works, as contained in paragraph 2 of the G. O. quoted above, are to the effect that—

"All persons seeking employment on relief works should, until further orders, be placed as a rule in class A or class B. The very weak, those who can do only nominal work and who will not resort to kitchens, may, however, be placed in class C."

The Board of Revenue in paragraph 2 (*d*) of their Resolution issued the following direction:—

"The C class of worker is abolished, except for the very weak, who do only nominal work and will not resort to kitchens. This abolishes the D class of relief worker as well."

The orders quoted above were referred by the Government of Madras to the Government of Indiar for approval in their letter No. 296, dated 4th May 1897, but the Government of India, in their letter No. 2266/116-5-F., dated 14th June 1897, declined to sanction the proposals to place all the very weak who only do nominal tasks in Class C instead of in Class D, and to place in the B class workers who, being unaccustomed to hard manual labour, were unable to a B task, and who under the Famine Code should be put into class C. The orders of the Government of India had not, however, been communicated to the Collectors at the time of my visit, and when I met the Famine Commissioner at Adoni on the 16th July and mentioned these orders to him, he told me that he had not up till then heard of them.

Classification of the gangs as found in practice.

6. In practice, however, the orders of the G. O. have not been carried out, and the present actual classification may, subject to a few trifling exceptions, be described in a few words: all are in class B. In Bellary and Cuddapah districts I came across special gangs of very weak persons, who were either wholly untasked or given but a nominal task, and found them all in class B. There was no one in class C, and the wages due to this class were only quoted in Bellary as being the rest-day wage. The D wage is also quoted, but merely as the minimum wage below which a worker must on no account be fined, and down to the limit of which he is not to be fined for more than one week continuously. I saw only one

work in Anantapur, but understood from the Collector that in that district the orders of the Local Government are more strictly followed, and the weakly gangs are put into C class and receive the C wage. The rest-day wage in this district is paid at the D rate. The practice in Kurnool will be presently described—see paragraphs 11 and 12, *infra*.

As to class A, I found in Bellary that men and women employed on ramming, although classed as B, were allowed to receive the A wage, not as a matter of course, but if the ramming were well done to the satisfaction of the Public Works subordinate in charge. This was simply by way of encouraging the rammers to put their backs into the work, but there were no A class workers properly so-called. In Kurnool I found one gang which was classed as A, which is referred to in paragraph 12 below, but with an occasional exception of this kind no one is at present put into any class but B. I was unable to obtain any explanation as to why the weakly gangs or the weak members of gangs were placed in this class, which does not appear to have been contemplated in the G. O. already referred to.

Reduction of the members in gang to child-units.

7. We have next to consider the method of tasking the gangs. The entries in the gang register show in separate columns for each gang the number of men, boy adults, nursing mothers (with whom are included women in an advanced stage of pregnancy), other women, and finally children under 12. Boy adults, or boys between the ages of 12 and 16, are shown separately, because, although under the Madras Code such boys are entitled to the pay of adults, they are more lightly tasked, in accordance with paragraph 3 (1) of the G. O. already referred to. The system is to reduce all the members of the gang to their equivalents in child-units, which is the unit of tasking. Thus :—

	Units.
A man is taken as four units.	—
A boy adult	3 or 4
A nursing mother	1½
Other women, including girls, from 12 to 16 ...	2
Children under 12	1

On the basis of these equivalents the strength of the gang is then expressed in a separate column in the register in terms of child-units, and normally the number of such units, multiplied by the task per child-unit (*vide* Form F, page 66, Madras Famine Code) should give the task for the gang. It is obvious that if A, B and C classes were recognised, the registers would have to exhibit the number of men, boy adults, nursing mothers, other women and children under each class, each having its appropriate equivalent. This would greatly complicate the form, but the difficulty is at present avoided, because all workers (even those that do but a nominal task) are now put into the single class B.

Deductions in task made under G. O. No. 216.

8. In practice, however, the task for the gang is not that obtained by the normal calculation referred to above. Before the task for the day is finally fixed certain reductions have to be made, in accordance with the instructions contained in paragraph 3 (ii.), (iii.) and (iv.) of the G. O. of March last. A copy of this G. O. was forwarded to the Government of India for information with Madras Government letter No. 296, dated 4th May 1897, but specific approval of their instructions in regard to the reduction of tasks was not applied for, as the regulation of tasks is of course a matter entirely within the control of the Local Government. I propose to show, however, how these instructions have worked in practice, and it will be convenient to consider them in the reverse of the order in which they appear in the G. O. under reference.

Distance reductions.

9. Beginning then with the order relating to reduction of tasks on account of distance (paragraph 3 (iv.) of the G. O.), it may be remarked that in no work visited by me had much shelter been provided for the labourers at or near the works, and I was told that the people could not be induced to leave their homes for the night, and preferred walking to and from their villages night and morning, even when these were as many as seven miles away. This is

hardly to be wondered at when such liberal allowance is made for the work performed in the journey, a walk of 2½ miles being regarded as the equivalent of an hour's work. The time allowed for walking to and from a village a mile from the works is thus 48 minutes, or exactly one-tenth of a working day of eight hours. After the column showing the number of child-units in the gang register, there is therefore a column showing the reduction to be made for distance, in which is entered a fraction of which the denominator is 10, and the numerator the average distance in miles from the work of the villages from which the members of the gang have come. When the work is close up to the doors of the village no deduction is made, but in such a case the whole village of course turns out to the work. But for a village a mile distant, a deduction of 10 per cent. is made from the number of units before striking the task, and so in proportion for greater distances. Deductions of 50 per cent. on this account are common enough, and in some registers I saw deductions of 70 per cent.

This practice, whatever its justification, opens of course another door for fraud. The distances are probably very roughly and liberally calculated, the benefit of any doubt being given to the gang. Thus on the 19th July we mustered a gang of 107 individuals (No. 40) for which a deduction of 30 per cent. had been made for distance, and the Collector discovered that 18 of the members had come from a village alongside the work. It may be added that, although in all provinces, except Bombay (where the labourers at present all reside on the works), the majority of the labourers come every morning from villages as far distant from the works as those in the Deccan, it is only in Madras that any deduction from the task is made on this account.

Weakness reductions.

10. The next reduction of task to be considered is that on account of weakness. Paragraph 3 (iii.) of the G. O. runs as follows :—

"(iii.) *Weakness.*—The case of weakly gangs should also be met by a reduction of the task, and not of the class or wage. The Government has already pointed out in its orders No. 43, dated the 26th January 1897, and No. 108, dated the 19th February 1897, that Collectors can do this under section 107, and Divisional Officers* should freely exercise this power so as to suit the tasks to the capacity of weakly coolies till these recover their health, when the full task of their class should be demanded."

* The term Divisional Officer in Madras refers to a Revenue Officer, with the powers of an Assistant Collector, and not as in many parts of India to the Executive Engineer of a Public Works division.

I have already noted that in Bellary and Cuddapah districts it is the practice to form weakly gangs, who are nevertheless put into class B. Similar gangs in Anantapur are, I understand, placed in class C. Apart from this, however, there are in many gangs certain weak individuals belonging to the families of other workers, and who are, very properly, allowed to remain in the gangs. In Bellary I found a gang in which a deduction from the number of units was made on this account, and as long as it is accepted that persons who are unable to work should nevertheless be entitled to a full B wage there is no objection to this practice, and it is immaterial whether such individuals remain in the gang of their own village or are drafted to a special invalid gang. But deductions on account of weakness are not always made in this manner.

Weakness deductions in Kurnool district.

11. Some time ago, I think in May last, the Civil Surgeon of Kurnool inspected a number of gangs of relief labourers, the average number in each gang being 100. He found in each a certain number of weakly persons, and after tabulating the results he declared that those in which the proportion of weak individuals exceeded 10 per cent. should be classed as in *low* condition, while those in which the percentage was 10 or under should be classed as *fair*. For gangs in *low* condition he directed that the task should be reduced by 20 per cent., while for *fair* gangs a reduction of 10 per cent. was to be made. The report did not specify the minimum percentage which would entitle a gang to the 10 per cent. reduction, but among the gangs inspected and classed as *fair* was one in which the weak members consisted of two women and two children, that is, 4 per cent. of the whole. The Civil Surgeon circulated a copy of this report to his medical subordinates on the relief works, mostly men of the Hospital Assistant class, and directed them to make similar examinations, and that the tasks should be reduced in accordance with the results.

12. This wholesale system of reduction for weakness was brought to my notice on the first occasion of my inspecting a gang in the Kurnool district, at Maddikhera, on the 11th July. I there found a *low* gang from whose task a deduction of 20 per cent. had been made on account of weakness. The Collector, Mr. Elwin, who was present, informed me that under the orders referred to, which had emanated from the Civil Surgeon of the district, and to which, therefore, he had made no objection, every gang in the district had been declared either *fair* or *low*, and the task had been reduced for each, either by 10 or 20 per cent. The gang then under examination was No. 13, and was composed as follows :—

Weakness deduction in Kurnool continued.

		Units.
9 men	=	36
16 adult boys	=	32
10 nursing mothers	=	15
1 pregnant woman	=	1½
41 other women	=	82
23 children	=	23
100		190

The Hospital Assistant was called and directed to pick out the weak members, who were as below :—

		Units.
2 nursing mothers	=	3
12 women	=	24
1 man	=	4
3 adult boys	=	6
4 children	=	4
22		41

These individuals were said to be suffering generally either from jaundice or anæmia. The Hospital Assistant said that he examined all his gangs in accordance with the orders received, of which he produced a copy, on the 30th May last, and that the existing classification of *low* or *fair* had been made on the basis of that examination, and there had been no subsequent examination, nor had he orders to repeat these examinations periodically. We endeavoured to ascertain whether the members of gang No. 13, who were put before us as weak, were the same individuals as those upon the strength of whose condition the gang had been classed as low six weeks before, but the Hospital Assistant failed to produce the papers.

In this particular case it would appear, on the authority of a Hospital Assistant, that 22 per cent. of the gang were in a weakly condition, but it is obvious that in such cases the percentage should be struck on the child-units and not on the individuals. The weakly units were 41 out of 190, or about 16 per cent. only, but the invalids were certainly capable of doing some work ; and if their own tasks had been reduced by 50 per cent., it would only have been necessary to reduce the task of the whole gang by $\frac{16}{2}$ or 8, instead of by 20 per cent. But it must be borne in mind that under the orders that I found in force this reduction of 20 per cent. would also have been made if 11 individuals of the gang, say 6 nursing mothers and 5 children, or 14 out of 190 units, had been declared below *par*.

On the following morning I inspected a gang employed on the excavation of a well which had then been carried down to a depth of about 22 feet. The bottom was in fairly hard rock, and the officer in charge had decided that, as the work was of a special character, the gang should be composed of selected individuals, and should be classed as A. A so-called A task was given, but I was unable to understand upon what basis it had been calculated, and a careful analysis showed that it was a very light task, even for B workers. However, it appeared that this gang of seelcted workers had on the 30th May been classed as *low* on account probably of a few weakly individuals having been found among the

carriers. It thus happened that, while the whole gang were entitled to the A wage on account of the diggers being picked men, they were entitled to a reduction of 20 per cent. of their task, because six weeks before a few weak individuals had been found among the carriers. This order of the Civil Surgeon seems to me very ill-considered, especially when regard is paid to the subordinate agency by which alone it could be carried out.

Weakness deductions in Cuddapah.

13. The system of wholesale reductions on account of weakness of gangs is not confined to the Kurnool district, for I was informed that in Cuddapah reductions of one-third or one-half the task are made when gangs are reported weak. In the only two works which I inspected in this district, no deductions from the strength of the gangs had been made on account of weakness, though separate gangs of weakly individuals had been found. I have, however, obtained a register for one of these works (the Muddanura tank) for the 14th June, from which I have abstracted the following particulars :—

Number of gangs.	Work on which employed.	Men.	Boy adults.	Nursing mothers, &c.	Other women.	Children.	Total.	Child-units.
21	Earthwork on bund	403	291	...	796	517	2,007	4,303
4	Watering and tamping	83	51	...	168	68	370	838
2	Carrying drinking water ...	32	20	...	201	20	273	590
	Total working gangs ...	518	362	...	1,165	605	2,650	5,731
2	Nursing mothers, &c., employed on "*breaking clumps.*"	...	...	117	27	23	167	239
3	Weak gangs, untasked	99	...	...	275	48	422	994
	Grand Total ...	617	362	117	1,467	676	3,239	6,964

The gangs on the first three lines were employed on work, although only those on the first were actually tasked. Those on the last two lines, comprising 589 individuals out of 3,239, or 1,233 units out of 6,964, *i.e.*, nearly 18 per cent., had only nominal work to do, but all received the B wage.

As regards the 21 gangs actually employed on earthwork, I find that deductions from the full task, varying from 40 to 70 per cent., and averaging about 50 per cent., were made on account of distance, and that further deductions, varying from 20 to 30 per cent., were made for "other causes," which are not specified. These could hardly have included "weakness" with 18 per cent. of the units drafted to weakly gangs, and were probably on account of time spent in reorganizing the gangs, as there is a note on the form that this had been in progress during half the day. The full task per digger had been fixed at 80 cubic feet per diem, but after reductions from all causes, the average task actually set was less than 21 cubic feet, and the work of the carriers was lightened in proportion. At this rate the cost of the earthwork, including allowance for the rest-day wage, would work out to Rs. 53 per thousand cubic feet, though the normal cost would probably not have exceeded Rs. 6.

Deductions for excessive tasks.

14. I now come to the case of deductions made on account of "*excessive tasks*" and will again quote the G. O., paragraph 3 (ii.)—

(ii.) "*Excessive tasks.*—When the task prescribed appears to be excessive the case should be met by a reduction of the task under section 107, not by reducing the class of the gang

under section 97. A similar reduction should be made when gangs turn out short work owing to the absence of tools, or to inexpertness in the handling of tools. It is well to point out here that 'Collector' in section 107 includes Divisional Officers,* and that the 'Engineer Officer in charge' means the 'Overseer in charge.'"

* See footnote on paragraph 10.

An instance of the way in which this order has worked in practice came to my notice when at Belamchera on the 13th July. I found that the tasks for some gangs employed on breaking metal was 0·8 cubic feet of metalling per child-unit per diem. This appeared to me to be a very low task, especially as I had found a task of 1·75 cubic feet, or more than double, on the road work inspected on the 10th in Anantapur district. According to the district task tables the correct task would have been 1·3 cubic feet. On enquiry it appeared that the task originally set had been 1·3 cubic feet, but that it was subsequently reduced (previously to the issue of the new G. O.) to 1·1 cubic feet for some reason that has not been placed on record. The register showed that this task had been pretty regularly accomplished, though fines had occasionally been recorded. Then came the G. O. of March last, which was circulated by the Collector early in May, and under which fining practically ceased as will be presently shown. Since then the task has been twice reduced, first to 0·9 and then to 0·8 cubic feet, under the authority of Mr. Ghose, the Divisional Officer.

Mr. Ghose, who was present, informed me that the Overseer in charge had represented to him that it was quite impossible for him to get the full tasks out of the workers, and that they must either be fined, or the tasks reduced, and he had therefore authorised their reduction, under the authority given to him by the order quoted. I asked him if he himself considered the task short, and he said he could not set aside the Overseer's statement, though the Collector and I found on examining the register that the first falling off in the outturn when the task was 1·1 cubic feet did not occur until the practice of fining had ceased, that the reduced task of 0·9 cubic feet had been done without difficulty when first set, the outturn subsequently falling without satisfactory reason being forthcoming. At the time of our visit the task of 0·8 cubic feet, which was also carried out for some days, was no longer worked up to, the task on the 11th being 17 per cent. deficient, and but for the visit the task would probably by this time have been reduced to 0·7 cubic feet or lower. Mr. Ghose himself admitted that he had in March last got a task of 1·3 cubic feet out of a gang at Alupur, although no deductions whatever had there been made on account of weakness or distance, as in the case of the gangs at Belamchera, and if he had more carefully examined the register I do not think he could possibly have approved such gratuitous reductions.

Reduction of tasks by Overseers in charge under general sanction of the Divisional Officer.

15. Mr. Ghose told us that he had personally authorised reductions of the task on two works, and that indeed he had only visited two works since the issue of the G. O. But I have since seen a copy of a Circular No. 489, dated 11th May 1897, issued by him as Divisional Officer direct to all the Overseers in charge of relief works within his division, explaining in greater detail the G. Os. of March last. A copy of this Circular to which I must again presently refer is appended, but paragraph 4 may here be quoted *in extenso* :—

"(4.) From sub-paragraph (ii.) of the G. O. it appears that the intention of Government is to regulate and adjust the task by decreasing it and increasing it till an exact task which a gang can turn out regularly has been ascertained. In doing this, Overseers should not change the class of the gang, but alter the unit of task. This requires the sanction of the undersigned, *but as he cannot always be on the spot to accord the necessary action, a general sanction is hereby accorded*, and they are informed that their daily work sheets will be carefully scrutinised to guard against any abuse of it. The undersigned hopes to see that before long, with a careful working of this system, every gang will be able to turn out its allotted task."

The words in italics are mine. The Overseers to whom this Circular was addressed are Upper Subordinates in the Public Works Department, and they have been given *carte blanche* to reduce the tasks at pleasure, without any reference whatever to the Sub-divisional or Divisional Public Works Officers, who are their

departmental superiors, but who have themselves no power whatever to increase or reduce a task, except with the sanction of the Collector. It will thus be seen that tasks can be reduced by Hospital Assistants and Overseers in charge, in some cases with and in others without the approval of the Revenue Divisional Officers until they are whittled away to almost nothing.

Fines.

16. Having thus described the actual practice which has sprung up, under the G. O. of March last, in connection with the reduction of tasks, I proceed to the question of fines. I understand that when the works were first started, fining without any reference to a minimum wage was rigorously enforced, even although representations had been made by some of the Public Works Officers that the standard tasks of the Code were in some cases excessive. The latest rule in the subject is contained in paragraph 4 of the G. O. as below :—

"4. *Fining.*—Fining should be resorted to only in clear cases of malingering or of insubordination; and even then not so as to reduce the wage below that of the D class, nor for more than one week continuously, without the special permission of the Divisional Officer."

This rule, read as it must be, with the instructions for reduction of tasks in paragraph 3 of the G. O. and with other Resolutions of the Board of Revenue has, rightly or wrongly, been taken to prohibit the fining of a gang for short work, and to restrict the practice to cases of individuals who have been clearly guilty of malingering or insubordination. This is clearly shown in paragraph 7 of the Circular by a Divisional Officer referred to in the preceding paragraph. As a result the practice of fining has ceased almost entirely, and the Overseers in charge are afraid to fine. They prefer to meet short work by reduction of task, with the inevitable result that the successive reductions become necessary. On one work I found a case in which a small fine had been imposed, but only the day before, and the Assistant Engineer at Belamchera told me that he had recently ordered a fine for very short work. But beyond this I could get no trace of a fine, and was told by both Civil and Public Works Officers that the practice had ceased. Apart from the unwillingness of the subordinates in charge to show fines in their accounts, it must be admitted that the tasks after all deductions have been made are so low that the gangs can hardly help completing them.

Task tables.

17. I have now shown how the full task of a gang is determined, and the reductions which are in practice made. It remains to consider the task tables in which the normal task per child-unit is given.

A table of standard tasks has been given in Form F, Appendix III., of the Madras Famine Code, but it is difficult to criticise it, because the data on which it is based have not been given, and for the same reason it is difficult to say what modifications should be made in the tabular tasks when the constitution of a gang differs widely from that assumed. The table is not in a practical form, or it would show separately, as do the tables of other Codes, the tasks for diggers and carriers. Subsidiary task tables have been prepared in each district by the Executive Engineer, which are in greater detail, but have the same defect in not distinguishing between the task of the digger and the carrier, or in road metalling between the carrier and the breaker. The following is a comparison as far as is possible of the tasks set forth in these district tables, with the standard table of the Code :—

Nature of task.	Code standard.	Bellary.	Kurnool.	Cuddapah.
Earthwork.	Cub. ft.	Cub. ft.	Cub. ft.	Cub. ft.
Sandy loam. Lead up 60 feet. Lift to 6 feet	11·85	9·00	9·00	6·5 (*a*)
Black cotton soil ditto ...	10·95	7·50	7·70	5·88 (*a*)
Gravelly soil, hard	10·13	6·0	4·70	4·50 (*a*)

(*a*) The Cuddapah earthwork rates are for a lead up to 150 feet.
The tasks given are for a child-unit of B class.

Nature of task.	Code standard.	Bellary.	Kurnool.	Cuddapah.
Metalling.	Cub. ft.	Cub. ft.	Cub. ft.	Cub. ft.
Stone easily procurable and broken :—				
Lead—				
0—300 feet	1·88	1·7	1·7	1·7
3—4 furlongs	...	0·6	0·8	0·6
Stone easily procured, but hard to break :—				
0—300 feet	...	1·2	1·3	1·2
3—4 furlongs	...	0·5	0·6	0·5
Stone hard to procure and break :—				
0—300 feet	...	0·8	0·8	0·8
3—4 furlongs	...	0·3	0·4	0·3

It will be seen that the Code standard tasks are higher than those now enforced, which agree *inter se* pretty fairly. From several notes taken on the works, I am inclined to think that the standard tasks are too high, but that the district tasks are too low ; but without actual experience of the working capacity of the Deccan cooly it is difficult to speak with confidence.

I noted many cases, however, in which a much higher task per unit might have been attained, if more attention had been paid to the distribution of diggers or breakers and carriers. As a general rule the carriers were very under-tasked, often doing only 50 per cent. of a fair task. In some cases this is unavoidable, but it was not so in the cases noticed. This was of course the fault of the Overseer in charge, but if the task tables were drawn up on a sounder principle, not only could a far higher task per unit be realized, but the men in charge would be greatly assisted in making the most advantageous disposition of the workers.

Rates of amount paid in wages to value of work done.

18. It is difficult to say what proportion the amount paid as wages bears to the value of the work done. The accounts are not kept in a manner in which this can be shown readily and without difficulty. I obtained, however, certain registers taken at random in the Bellary district, from which the following results have been abstracted relating to the breaking of road metal :—

Number of gangs.	Number of workers.	Percentage of deductions.	Task performed.	Amount paid in wages.	Rate per 100 cub. ft.	Normal value of work done at 3—12 per cent.	Remarks.
			Cub. ft.	Rs.		Rs.	
16	Not noted.	Not noted.	1,329	139	10	...	
7			258	45	17	...	
20			790	147	18—12	...	
			2,377	431	18	89	11-seer basis.
			2,377	539	22—11	89	8·75 seers.
14	428	56	90	42	42—6	..	Ditto.
31	1,049	56	296	103	34—12	...	Ditto.
			2,763	684	35—5	104	

Reducing all results to the basis of 8·75 seers to the rupee, the cost of wages was thus more than six times of that of the normal value of work done. For a basis of 11 seers it would have been a little more than five times.

It may be noted that the gangs on the last two lines of the table consisted entirely of women and a very few children. The men are so few in number that they are usually employed on earthwork or consolidation, and in many cases metalling has been collected simply for the purpose of finding employment for the women.

To the rates given above, one-seventh should be added to allow for the rest-day wage. It would be one-sixth if full rates were paid on the rest-day, but the rate paid is either the C or D wage. Something should be added too for the cost of feeding dependants in the kitchen, but this is not charged direct to the work, and the amounts are not recorded. Probably 5 per cent. would be a sufficient addition on this account.

As regards earthwork I have already noted in paragraph 13 a case in which the cost of earthwork was Rs. 53 per 1,000 cubic feet, but this was no doubt an extreme case. I have notes of two other cases in which the rates were Rs. 27-2-0 and Rs. 16-5-0, excluding rest-day wage, the deductions for all causes amounting to 60 per cent. in each case. The normal rates are said to have been Rs. 7 and Rs. 5 respectively, and if this is correct the working rates are reasonable, when allowance is made for the deductions. But the normal rates appear to have been overstated. The lead and lift are not given for the Rs. 7 rate, but in the case of the Rs. 5 rate the lead is recorded as 25 and the lift as 2. It is not certain whether the unit here is the foot or the yard (both are used in Madras), but even if it be the latter Rs. 5 would be a high rate.

Proportion of man's to child's task.

19. In connection with the Madras task tables it should be mentioned that they are based on the assumption that a woman will do twice the work of a child and a man four times. In the Bombay Code it is assumed that the work done by man, woman and child will be in the proportions 3, 2 and 1, and this is I think more in accordance with general experience. It was often observed to me that a woman would do as much work as a man at metal breaking, and it may safely be assumed that, either at this work or carrying, a woman will do not less than two-thirds of a man's task. If the child-unit task is correct, the man's task in Madras is therefore too high, but it may be that the tasks were originally worked out for men, and reduced to the child-unit by dividing by 4. In this case the tasks for women and children are too light. In practice, however, very few men are employed either in metal breaking or in carrying, but one difficulty in applying the Madras task tables lies in this questionable assumption that the ordinary famine male labourer can do twice as much work as a female.

Management of relief works and system of payment.

20. Each relief work is nominally under the charge of an Upper Subordinate of the Public Works Department. When the charge is a large one he has a Lower Subordinate under him to look after the measurements, &c., and in some cases the Upper Subordinate has charge of two camps, with a Lower Subordinate at each as an assistant. He is responsible for all miscellaneous expenditure, but has nothing whatever to do with the payment of labour. For this purpose an imprest is given by the Executive Engineer to the Tahsildar who supplies under cover of it the necessary cash to a paymaster who is appointed by the Collector. The muster rolls or pay sheets are made over to this official, whose time is mainly occupied in paying the gangs. The rates of payment to be entered in these pay sheets is intimated from time to time to the subordinate in charge by the Tahsildar. In the Kurnool district these rates are based, not on the market rate of the "grain equivalent," but on the market one of all the items in the annual return of the Code. I did not ascertain the practice in this respect in other districts, but believe that it is left to the discretion of the Collector to adopt either alternative. Payments are supposed to be made twice a week, but I was told that there are frequently delays, owing to the paymaster not being kept in funds.

or in small coin by the Tahsildar, to his not being able to get through his work, or to delay in the submission of the pay sheet by the subordinate in charge. The Public Works Department is responsible only for delay due to the last of these causes.

Referring again to the Circular by the Assistant Collector in Kurnool appended to these notes, it will be seen that in paragraph 7 thereof strict orders were issued to paymasters to take no notice of any orders to impose fines on gangs, and that fines on individuals were to be enforced only when the Overseer had distinctly entered in the remarks column that the individual concerned had been found to be malingering or insubordinate. On a representation by the Executive Engineer, the Collector subsequently modified this order in his Circular No. 218/F, dated 30th June 1897, so far as it prohibited the fining of the whole gangs for malingering or insubordination; but he insisted, as he was of course justified in doing, that the reason for the fine should be clearly indicated on the pay sheet by certain distinguishing letters. To this there can be no objection, but the practice of giving a paymaster any discretion in enforcing fines imposed by the officer in charge of the works is certainly open to objection.

The system of making all payments by means of a subordinate in the Civil Departments on works in charge of the Public Works Department has been extolled to me as an excellent safeguard against jobbery. The principle of exciting friction and jealousies between subordinate officials does not commend itself to me as an efficient safeguard against collusion that may be substituted for the more direct checks exercised elsewhere, and as long as reliance is placed on these jealousies, there is always the danger that they may be simulated wherever collusion is most rampant. I will reserve further remarks on this subject, however, for my final report.

Piece-work.

21. Piece-work has not been introduced in the Deccan, but I was informed by Mr. Crole that the Government had just sanctioned its introduction in Ganjam and Vizagapatam, where the local officers have made out a very strong case. It was said that the people there were very anxious to be given piece-work, though they could not be induced to attend works conducted on the task-work system. The proposal was at first objected to by the Board of Revenue as contrary to the Famine Code, but it is satisfactory to know that a fair trial is now to be given to it.

Dependants and kitchens.

22. The number of dependants on works is much smaller in proportion to the number of workers than in other provinces. The weekly returns show no dependants at all before the week ending 6th March, when they amounted to 3,439 against 51,272 workers, or less than 7 per cent. For the week ending 17th July the number was 19,011 against 442,893 workers, or little over 4 per cent. Even these numbers include some who are not dependants of the workers, as in many cases the kitchens are placed near a large village and persons are fed there who have no direct connection with the works. About 95 per cent. of the dependants are children. Cash payments are almost unknown, but a cooked ration is distributed. The ration for adults consists of a cake of cholum, or mixed cholum and ragi, containing 25 tolahs or 10 ounces of grain, served with a sauce formed of the other items detailed in section 122 of the Code. This ration is given morning and evening, so that an adult receives 20 ounces of raw grain a day. Children receive on an average half this amount, that is, a ten-ounce cake is made up morning and evening for every two children on the roll. In practice the smaller children get less than half and the bigger ones more than half a cake. I found in many kitchens that many, both of the adults and children, were unable to eat more than their ration when offered them out of the surplus, and Mr. Stuart, Collector of Bellary, told me that he often made this experiment, and found a great many refused any additional ration.

It has recently been pointed out by the Government of India that the Madras ration for dependants and others in receipt of gratuitous relief is excessive, the allowance of grain in other Codes being 16 ounces only for adults. In Bombay children receive only 6 ounces. Dr. King, with whom I discussed this point, remarked that the Bombay ration is expressed in terms of flour and not of raw

grain, and that, when allowance is made for this, the Bombay ration expressed in grain could be increased by 10 per cent. He also observed that the Bombay ration allows ½ an ounce of ghi for adults and ¼ of an ounce for small children among "other items," and I understood him to say that, if the Bombay scale were accepted in its entirety, it would not be inferior to the present Madras allowance. It may be noted, however, that the minimum flour allowance for an adult female in Bombay is only 14 ounces.

The kitchens on the works are entirely under the control of the Collector, by whom a Superintendent is appointed. The Overseer in charge and the Public Works Department have nothing whatever to do with the management of the kitchens, nor does the expenditure incurred on them appear in the Public Works accounts.

In considering the high wages paid to workers in this Presidency, the fact that the proportion of dependants is so low must be taken into account, as in other provinces it varies from about 10 to 25 per cent. It is said that only the lowest castes can be induced to send their children to kitchens, and that they are very unpopular. This has been the experience at first in all other provinces, but where kitchens are well managed I think the prejudice against them has gradually given way, and if non-working children are to be relieved at all, kitchens are doubtless preferable to a cash wage.

Interference with the supply of labour to private employers.

23. I asked Mr. Le Fanu if there had been any complaints from private employers that the relief works interfered with the supply of labour. He mentioned three cases in which such complaints had been received from small employers, and said that it was found in each case that the wages offered by the employer were about the same as, or not more than a pice higher than, the wage earned on the works, but that the latter was preferred, because private employers would not pay anything to the weaker members of the family or to dependants. In all these cases he had offered to send as many labourers as required, and to allow the weak members and dependants to remain on the works, but when the offer was made it was said that the men were no longer required. The only other complaint that Mr. Le Fanu could remember was one from the Railway Office at Vizagapatam to the effect that relief works were preventing labour from coming to the railway works, but enquiry showed that there are no relief works within 13 miles, while the local labour was at the time receiving extravagant wages of from 6 to 8 annas a day in collecting grass for private persons, and would on this account not be likely to go to the railway.

Relief works in charge of Civil Officers.

24. As far as I could ascertain there are no relief works of any importance conducted wholly by the Civil Officers. At first a few works were started under the supervision of the Local Fund Engineers, but they were eventually made over to the officers of the Public Works Department.

Subordination of Public Works to Civil Officers.

25. It is, however, hardly correct to say that the relief works are under the control of the Public Works Officers, except as regards matters of purely technical detail, or even that these officers have any control over their own subordinates, who are in charge of or employed on the relief works. These men have to take their orders from many masters—the Collector, the Assistant or Deputy Collector, the Tahsildar or his Assistant, the Civil Surgeon of the District, and even, as shown above in paragraph 12, from the Hospital Assistant engaged on the works; and they are responsible to their own departmental superior only for the safe custody of the tools and plant, the submission of certain daily returns, copies of which have also to go to the Revenue Divisional Officers, and for work being outturned in accordance with the specification. They are allowed to propose reductions of task to the Revenue Divisional Officer, and, as has been shown, in some cases to reduce them of their own accord under cover of a general sanction to that effect, but it is useless for them to recommend any reductions to their own superior

officer in the Public Works Department, who has no authority whatever to modify the tasks, except after a reference to the Collector. Nor are these men, although in charge of the work, in any way responsible for the payments to the labourers, which are made by an independent official belongiug to the Civil Department, and advisedly removed entirely from their control. Their whole sense of responsibility is weakened by the uncertainty as to whom they are responsible to, or as to who are responsible to them.

The Executive and Assistant Engineers are in no better position. They are out of order if they attempt to give any orders on the work relating to tasks or fines, though such orders may be freely given by others who have had no experience whatever in the organisation of large bodies of labourers. They too have to serve two masters, to take their orders from the Collector on all points not strictly professional, and from their departmental superiors on all other points, it being left to everyone to interpret in his own way what is meant by "strictly professional."

The position of the Superintending Engineer.

26. The position of the Superintending Engineer is still more anomalous. If there is one officer more than any other upon whom Government might rely to control relief works in simultaneous progress in several districts, to assign to each officer and subordinate in the Public Works Department his proper duties and place in the chain of responsibility, to introduce uniformity where uniformity is desirable, and to sanction variation where circumstances demand variation, it is the Superintending Engineer. In Madras, however, the Superintending Engineer is allowed no voice in these matters. Take for instance the question of tasking. I have already stated that the task table of the Code is not in my opinion based on sound and workable principles, and it might be considered the first duty of a Superintending Engineer to rectify this. I find that, as long ago as last March, the Superintending Engineer attempted to do this, as regards earthwork, on the occasion of a large work being started in the Cuddapah district, and to introduce the system of tasking the diggers which is in force in every other province that I have visited. He sent detailed instructions on this and other matters connected with the work to the Executive Engineer, who sent them on to the Collector for approval of the non-professional points involved. The Collector forwarded the proposals to the Board of Revenue for orders after expressing his own personal approval. The orders of the Board are contained in Resolution No. 415-A., dated 13th June 1897. In this Resolution the merits of the system proposed were admitted, and it was acknowledged that Government in paragraph three (*i*) of G. O. No. 216 of 1897 had recognised the necessity of fixing the task according to the number of diggers and not according to the total number in the gang. But it was objected that it was impossible to carry out the system proposed, and undesirable to add to the complexity of the existing rules for the conduct of works by introducing the proposed system. The Board concluded by observing "that the Superintending Engineer issued orders to the Executive Engineer to introduce a system totally at variance with the provisions of the Famine Code, without consulting the Collector, although the proposed system involved several points of a non-professional nature." The Board was "glad to note, however, that the Executive Engineer thought fit to consult the Collector in the matter."

I am not concerned here to answer the Board's objection to the introduction of the better system of tasking, which has been adopted without any difficulty whatever in every other province in which relief works are in progress. It is sufficient to point out how this effort of the Superintending Engineer to introduce an improved system was met by something very like censure. Other instances of this have come to my notice, but it is unnecessary to adduce them here.

The exclusion of the Superintending Engineer from all control of his own Public Works staff, except in "technical matters," has been emphatically asserted in paragraph 9 of the G. O. of March last, in which it is even directed that the details of the Public Works establishment should be seen and passed by the Collectors before they are sent up to the Board or Government for sanction. The control of the Superintending Engineer is practically confined to such matters as

the section to be adopted for a tank embankment, or the size of the ring through which broken metal is to pass.

Rules of the Famine Codes on the relation of Public Works to Civil Officers.

27. It may be said that the position to which the officers of the Public Works Department are relegated is in accordance with that assigned to them in section 24 of the Madras Code, and that the duties of a Superintending Engineer in time of famine are merely those which are recited in section 42. I do not propose to consider here the language of section 24 of the Code, but will merely observe that it is repeated almost word for word in the corresponding sections of the Codes of other provinces*, excepting Burma and the Central Provinces. But notwithstanding this, in all these other provinces, the Superintending Engineer, acting in direct communication with the Commissioner, is in practice the officer who controls the organization and management of all relief works which have been made over to the Public Works Department. In Bombay his duties are already laid down in section 37, and whatever doubts there may be as to the position of other Public Works officers under sections 31 and 38, his authority in respect of all the matters referred to in section 37 is unquestioned. In Bengal the responsibilities of the Superintending Engineer, as far as the Code is concerned, are limited to the matters stated in section 93, corresponding very closely to section 42 of the Madras Code. But in practice two Superintendents of Works, with the powers of Superintending Engineers as defined in the Public Works Code, have been specially appointed for the control of the relief works under the Public Works Department, and the Chief Engineer himself has devoted the closest attention to the all-important question of tasking and has drawn up the admirable and helpful instructions on the subject which have been issued by the Local Government in the Public Works Department for the general guidance of all officers engaged on relief works. In the North-West Provinces the duties of the officers of the Public Works Department are laid down in sections 30 to 40 of the Famine Code, and as there defined are not more extensive than in the Madras and Bengal Codes, but in actual practice the whole of that important section of famine policy which relates to relief works has been formulated and controlled in the Public Works Department, the Chief and Superintending Engineers have been consulted by the Local Government at every stage, and a generous and real authority has been accorded to them, which has been exercised in close and harmonious co-operation with the Civil Officers.

* Bombay, sections 31 (*d*) and (*e*) and section 38.
Bengal, section 22.
North-West Provinces, section 27.
Punjab, section 49.

In the Punjab the duties of Superintending Engineers have been defined in section 56 of the Code, which corresponds very closely with section 37 of the Bombay Code. When relief operations were first started, it was proposed by the Chief Engineer himself that the duties of the Public Works Staff should be confined to purely professional matters, but it was soon found that this was not practicable, and when work was started in the Ghaggar Canal, it was decided by His Honour the Lieutenant-Governor, on the unanimous representation of the Commissioner and Deputy Commissioner, that the whole of the arrangements should be under the direct control of the Superintending Engineer, for reasons recorded in paragraph 3 of Sir Dennis Fitzpatrick's note on the Ghaggar Canals Relief Works, dated 18th January 1897. I have received a communication from the Deputy Commissioner at Hissar from which I infer that this decision has had the happiest results.

Interpretation of terms "Technical" and "Professional."

28. It will thus be seen that in the four provinces in which the position of the Public Works Officers in relation to the Collector is defined in language identical with that of section 24 of the Madras Code, and in which the results attained on relief works certainly do not compare unfavourably with those accomplished in Madras, a very much wider authority has been accorded to the Superintending Engineer than is allowed in the latter province. The explanation of this is that in all other provinces a wider interpretation has been given to the words "*matters which are not of a merely technical nature*" and "*points strictly professional.*" If

there is one matter that may be deemed professional, it is the organization and management of large bodies of more or less untrained labourers with what is often a wholly untrained subordinate staff; if there is one matter which is merely technical, it is the proportioning of tasks under varying conditions, and in variously constituted gangs to the capacity of the gang or the individual worker. My tour has given me exceptional opportunities for appreciating the difficulties which attend the management of large relief works on the principles laid down in the Code, and I can conceive no task which more severely taxes the capacities and energies of the best engineer.

Power given in Madras to the Collector and his Divisional Officers in regard to tasks.

29. In one respect the action which has been taken by the Madras Government is justified by positive enactment of the Famine Code which appears to be peculiar to Madras. In section 107 it is laid down that modifications in the standard task may be made by the Engineer Officer in charge of the work, *subject to the sanction* of the Collector. This is an amplification of the more general direction that the Collector's decision shall be accepted in all matters relating to the employment and wages of labourers which is not to be found in the Codes of other provinces in which this direction is contained. In section 37 (*f*) of the Bombay Code, the Superintending Engineer is required to "maintain an equal standard of tasks and uniformity of procedure in setting tasks for the various kinds of work," and there is a similar provision in section 56 (*e*) of the Punjab Code.

In Bengal the rules for tasks are set forth in sections 64 to 66, the language of which implies that the tasks are to be determined by the Local Officers, though as before stated detailed instructions for their guidance have been drawn up by the Chief Engineer, and issued by the Local Government in the Public Works Department. In the North-West Provinces the same practice obtains.

It may be added that under paragraph 3 (ii.) of the Madras G. O. No. 216-Revenue, dated 10th March 1897, it has been lately ruled that the word "Collector" in section 107 includes Divisional Officers, and that the "Engineer Officer in charge" means the Overseer in charge. The practical effect of this ruling has been shown in paragraphs 14 and 15 of these notes.

Friction engendered by the present regulations.

30. It need hardly be said that the relations between the Civil and Public Works Officers in this province are very strained, and in a state of high tension all along the line. The friction that exists is very detrimental.

I have heard both sides, and have come to the conclusion, not that there are faults in both sides, but that both are in the right. As long as the sole responsibility for the management of relief works is vested by the express enactment of Government in the Civil Officers, those officers cannot but resent the interference of officers of other departments. As long as the officers of a specially trained and independent department are called in to assist in the management of such works, they cannot but resent the ignoring of their authority in matters which they rightly deem to be of a professional nature, and the loosening of all the bonds of departmental organization and discipline. It is an unfortunate but natural result of the existing regulations that the friction excited is greatest between those officers who are the most capable and energetic, and who take the most serious view of their own individual duties and responsibilities.

Views of the Famine Commissioner on the relation of the two departments.

31. During the interview that I had with the Famine Commissioner on the 16th, I expressed surprise at the great loss of power involved in the limited authority assigned to the Public Works Department in the control and management of relief works, whereby very heavy duties and responsibilities were thrown on the Civil Officers in addition to those incidental to other sections of famine administration, such as village relief, agricultural advances, the distribution of the charitable fund, &c., &c. He told me in reply that this had been done advisedly, and he mentioned instances in previous famines in which particular members of the Public

Works Department had shown themselves very hard and unsympathetic in the management of relief works. I venture to think, however, that even if the management of relief works were more distinctly recognized as a special function of the Public Works Department, the idiosyncrasies of its individual members would be better controlled by their own departmental superiors than by officers of other departments. It is the particular business of Engineers to adapt means to ends, and if the principles that should guide them in the management of relief works were set forth in all necessary detail by the head of their own department, and adhesion to their principles were enforced by the usual methods of departmental discipline, I see no reason why relief works in Madras should not be as efficiently and sympathetically managed by the officers of the Public Works Department as they have been in other provinces. As far as I could ascertain, the work of the Public Works Department, as a department of Government, has been confined to the preparation of estimates, the provision of funds, and the supply of the necessary tools and plant.

32. The Public Works Department has hitherto supplied all the Engineer Officers required in connection with relief works. This has been done by drafting officers from unaffected districts in which ordinary operations have been as far as possible contracted, but if distress should extend to other districts there will probably be some difficulty in providing officers. Upper Subordinates have also been freely transferred from other districts, and others who are entertained by Local Funds have also been posted to relief works, but it has been necessary in addition to employ a few temporary men who have done fairly well. The greatest difficulty has been experienced in regard to Sub-Overseers and Head Maistris. Most of these have been entertained temporarily, but the supply of competent men was not equal to the demand.

Concluding remarks.

33. The distinctive features of the administration of relief works in Madras are as follows:—

(*a*) All workers are put in the B class and receive the B wage, including even those who can perform only a nominal task, except in Anantapur, where they are put in the C class. A few workers receive the A wage, but the number is insignificant. Dependants also receive a larger ration than in other provinces.

(*b*) The large reductions made in normal tasks on account of distance, weakness, or incapacity, and the almost total suspension of the practice of fining.

(*c*) The exclusion of the Superintending Engineer from all effective control over the management of relief works, and especially over the system of tasking.

The orders of the Government of India have already been passed on (*a*), and I have nothing to add to the remarks already made in regard to (*c*).

As regards (*b*), Mr. Le Fanu informed me that the proposals for reduction of tasks, &c., to which effect was given by G. O. No. 216, dated 30th March 1897, were originally made by him in view of the great heat to which the labourers in the Deccan would be exposed during the months of April and May, or until the setting in of the monsoon winds.

He had subsequently proposed that these orders should be modified in the direction of greater stringency as soon as the monsoon sets in. I have seen a G. O. of the Madras Government in this sense, in which it was proposed to increase all tasks by 25 per cent., and give smaller reductions on account of distance after the monsoon had comemnced, and officers were warned to be prepared for telegraphic instructions to this effect. I understood from Mr. Le Fanu when I met him on the 16th that these instructions had just issued, although I have not seen a copy of them. It may therefore be hoped that fuller tasks may be exacted in future.

The numbers on relief works, including dependants, have increased from 166,723 for the week ending 1st May (when the effects of the G. O. of March

last would probably have become appreciable) to 461,904 for the week ending 17th July. It is impossible to say how much of the increase has been due to the great reductions in task, which in many cases have become almost nominal, and how much to the failure of the monsoon and extension of the distressed area.

The large proportion of women and children to men on the Madras relief works, and the fact that the majority of the works are road work, have no doubt increased the difficulty in keeping the workers fully employed and in setting a fairly high task. In this connection it must be remembered that in the Madras returns boys between the age of 12 and 16 are included among the men, and that women include girls of the same age, so that under *children* only those under 12 years of age are shown. In other provinces boys and girls between the age of 12 or 16 are shown as children.

The numbers of individuals receiving gratuitous relief, including dependants on the works, have hitherto been less in Madras than in other provinces, excepting Bombay and the Punjab. The following are the figures for the week ending 17th July :—

Provinces.	Number of workers.	Dependants on works.	Gratuitous and special relief.	Total columns 3 and 4.	Percentage of column 5 on column 2.
Madras	442,893	19,011	209,202	228,213	51·5
Bombay	245,982	61,821	50,989	112,810	45·9
Bengal	258,172	14,239	449,061	463,300	179·5
North-West Provinces and Oudh ...	428,255	80,815	452,280	533,095	124·5
Punjab	65,156	7,809	13,308	21,117	32·4
Central Provinces	340,104	52,762	160,254	213,016	62·7

The low proportion of dependants and the unpopularity of the kitchens has already been referred to in paragraph 22.

T. HIGHAM.

Dated Simla, 28th July 1897.

APPENDIX.

CIRCULAR. *Tour Dis. No.* 489 *of* 1897.

The following circular is issued to Overseers in charge of relief works in this division.

2. Government has, in its order No. 216, dated the 30th March 1897, laid down fresh rules for the management of relief works, and these must be acted up to by every Overseer, and for that purpose the accompanying extract of paragraphs 3, 4 and 9 is communicated to them for their guidance.

3. They will observe that the work to be given to the different gangs must be suited to their composition, and this is clearly shown by examples in sub-paragraph (i.) of paragraph 3.

From the second portion of the same sub-paragraph, it is clear that Government intends that one man should be equivalent to two women and equivalent to four children. No allowance is apparently to be made for nursing mothers or girls, who must be strictly considered to be capable of turning out two units of work.

The only exception made is in favour of boys between 12 and 16, who are to be reckoned as two or three units, according to their capacity, but are to be paid the full wages of a man.

4. From sub-paragraph (ii.) of the G. O., it appears that the intention of Government is to regulate and adjust the task by decreasing it and increasing it till an exact task which a gang can turn out regularly has been ascertained. In doing this, Overseers should not change the class of the gang, but alter the unit of task. This requires the sanction of the undersigned, but as he cannot always be on the spot to accord the necessary action, a general sanction is hereby accorded, and they are informed that their daily work sheets will be carefully scrutinised to guard against any abuse of it. The undersigned hopes to see that before long, with a careful working of this system, every gang will be able to turn out its allotted task.

5. Sub-paragraph (iii.) provides for the same latitude being extended to the case of weakly gangs.

6. Sub-paragraph (iv.) allows for a reduction being made from the task on account of distance on works where accommodation has not been provided. The scale laid down is an abatement of an hour's work for every 2½ miles, or in other words a reduction of ⅛ for every 2½ miles, taking the working day to be eight hours from 7.30 a.m. to 2 noon and 2 p.m. to 5.30 p.m.

7. From paragraph 4 of the G. O. it is clear that Government does not wish fines to be imposed for short work. It should only be resorted to in clear cases of malingering or insubordination ; and as no entire gang can hardly be said to be in a body lazy or insubordinate, the fining of entire gangs is practically abolished. The names of the lazy and contumacious characters, however, should be noted down by the Overseer, with a view to imposing individual fines, and that not beyond the extent to which the gang would otherwise be fined for short work, for the Code contemplates fining only for short work (*vide* section 28, Appendix VI.).

The undersigned has strictly ordered the paymasters to take no notice of any orders to impose fines on gangs. They have, however, been instructed to impose fines on individuals only in such cases where the Overseer has entered in the remarks column that such individual has been found to be malingering or insubordinate.

Such fines imposed on contumacious or lazy characters should not allow of their wages being reduced below D class, nor should it continue for more than a week continuously without the sanction of the undersigned previously obtained in writing.

8. Overseers will see from the spirit of the G. O. now issued that it has the effect of cancelling the circular issued to them by the late Executive Engineer to the effect that Revenue Officers have no concern with scrutinizing tasks, mustering gangs, check measuring work, &c., for the G. O. gives full control of the works to the Revenue Divisional Officers.

9. Overseers are strictly ordered to carry out these instructions to the very letter, and failure to do so will be reported to the Collector, with a view to the matter being brought to the notice of Government.

(Signed) GHOSE,
Acting Head Assistant Collector.

Camp Allagadda ; dated 11th May 1897.

NOTE.—Since the issue of this circular G. O. No. 284-Press, dated 1st May 1897, ordering that nursing mothers and women in an advanced stage of pregnancy should be treated as equivalent to 1½ units has been received, and Overseers should carry out the above order at once.

(Signed) GHOSE.
Acting Head Assistant Collector.

BOMBAY.

Monthly Famine Statement E for the five weeks ending Saturday evening, the 29th May 1897.

District.	Area in Square miles.	Population in thousands.	Affected Area in Square miles.	Estimated Population, in thousands, of col. 4.	Numbers on Relief Works on last day of month.						Numbers on gratuitous relief.	Price of one or more principal Food-grains in pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowári.	Bájri.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Poona	5,349	1,068	2,987	488	2,052	10,401	3,027	774	4,964	21,218	15,335	18·80	16·30	
Sátára	4,825	1,225	4,095	1,162	491	4,283	2,024	151	2,670	9,619	2,063	17·72	15·37	
Bijápur	5,627	796	5,627	796	2,257	18,393	11,382	2,080	13,365	47,477	16,854	20·40	...	
Khándesh... ...	10,700	1,430	10,700 (but area specially affected 1,700).	1,430 partly, but 250 specially.	963	6,284	2,487	2,512	4,227	16,473	5,383	16·50	...	
Sholápur	4,542	750	4,542	750	11,908	41,221	8,548	948	21,974	84,599	32,027	20·25	17·20	
Ahmednagar ...	6,645	888	6,645	888	1,655	2,722	16,058	8,543	7,435	36,413	16,151	18·27	15·20	(Wheat)14·20
Násik	5,817	843	5,817	843	2,072	9,450	1,377	364	3,070	16,333	6,514	18·07	16·60	(Nágli, 18·37
Belgaum	4,674	1,013	1,642	353	1,146	3,590	927	611	3,251	9,525	3,478	21·00	19·00	(Rice) 16·00
Total... ...	48,179	8,013	42,055	6,710	22,544	96,344	45,830	15,983	60,956	241,657	97,805	18·88	16·61	(Wheat)14·20 (Nágli) 18·37 (Rice) 16·00

J. MONTEATH,
Chief Secretary to Government.

REMARKS TO ACCOMPANY MONTHLY FAMINE STATEMENT IN FORM E, FOR THE FIVE WEEKS ENDING SATURDAY THE 29TH MAY 1897.

(*a*) *Private relief.*—Private relief from the Indian Famine Charitable Relief Fund is given in all the affected districts. Besides other forms of relief, advances are being made from the fund to the poorer agriculturists for the purchase of seed, fodder and cattle to enable them to carry on their field operations. Rs. 54,199 were utilised for this purpose in the Sholapur district alone during the month of May. In the Bijapur district, the municipalities of Ilkal, Guledgudd, Bagalkot, and Bijapur continue to give gratuitous relief, and the last three municipalities have opened small relief works for the poor within their limits.

(*b*) *Village relief.*—The numbers given in column 12 of Statement E include dependants on relief-workers as well as other persons relieved gratuitously in villages and in poor-houses on the last day of the period under report. Village relief was given during the month in 516 villages in the Sholapur district and in 773 villages in the Poona district. In Bijapur the monthly total of numbers gratuitously relieved in villages was 357,410 inclusive of village servants and 9,399 persons relieved by municipalities. The number so relieved in Satara was 195 on the average. The number in receipt of this kind of relief in the Nasik, Dindori, Peint, Malegaon, Sinnar, Igatpuri and Niphad Talukas of the Nasik district on the 29th May 1897 was 762.

(*c*) *Poor-house relief.*—Two more branch poor-houses were opened during the month under report at Muddebihal and Talikot in the Bijapur district.

(*d*) *General character of relief works.*—Concentration of labour on large and useful works is being continued as far as possible. The works carried on by recipients of takavi advances in the Bijapur district continue to provide employment for large numbers of people.

(*e*) *Physical condition of the people.*—The physical condition of the people on relief works and of the general population of the affected tracts continues satistory except in the hilly tracts of Poona, Ahmednagar and Satara, where some cases of reduced condition have been noticed. Cholera continued to prevail during the month in parts of Bijapur, Satara and Sholapur, and the requisite preventive measures were taken.

(*f*) *Deaths (if any) from starvation.*—One such death is reported to have occurred in the Ahmednagar district. The Collector has been asked to furnish a detailed report regarding it.

(*g*) *Food-stocks.*—Generally sufficient, except in a few isolated villages in the Bijapur district where it is reported that the supply is failing.

(*h*) *Importation of grain.*—Generally sufficient. In Khandesh grain is being imported more freely than before, and in Ahmednagar importations from Mysore and other places continue. Karbi and grass grown in Belgaum are being imported into the Bijapur district in large quantities.

(*i*) *General condition and prospects of affected areas.*—The numbers of people on relief works decreased during the month in all the affected districts, except the eastern part of Poona, where there was a rise due to drafts from Sholapur, cessation of harvest work and completion of many tagai works, which afforded employment to agricultural labourers. The general decrease in numbers was due to the opening of kitchens, concentration of labour on large works and more rigid exaction of tasks, and also to the commencement of agricultural operations. The outbreak of cholera on certain relief works in Bijapur and Satara also led to a decline in numbers. In Satara the poorer people are, it is reported, near the end of their resources, and cattle are beginning to suffer seriously in some places. Grants from the Charitable Fund as well as subsistence advances under section 143 (2) of the Code are being made to the smaller cultivators in the hilly tracts of this district as

well as in those of Poona and Ahmednagar. In order to relieve the suffering cattle, the grass collected by Government agency is being advanced as tagai or being purchased by Collectors from the Charitable Relief Fund for supply gratis to the poorer cultivators. In Sholapur where the numbers both of relief-workers and dependants are still high the Collector reports that real distress is greater than was at first imagined, that considerable numbers from the adjoining native states have come on the relief works, and that the cultivators of the district who had emigrated early in the season to the Berars with their cattle are now returning with few cattle and no money and have recourse to the relief works. In Bijapur a good fall of rain during the month improved the water supply. In Sholapur the deficiency of water supply increased in many places and steps were taken to improve the supply from the allotment sanctioned for the purpose.

(*j*) *Changes in rates of wages.*—In Poona, Bijapur, Khandesh, Ahmednagar, Nasik and Belgaum, there were no fluctuations of any importance in the rates of wages given. In Sholapur there was a gradual though slight rise in prices due rather to a feeling of uncertainty as to future prospects than to insufficient stocks. The rates of wages on relief works in Sholapur varied from 2 annas 5 pies to 1 anna 2 pies. A copy of the statement showing the rates of wages in Satara is appended.

J. MONTEATH,
Chief Secretary to Government.

Monthly Famine Statement F for the five weeks ending Saturday evening the 29th May 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of Relief Works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April 1896.			Advances from 1st April 1896 up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	On other works.	On large works.	On other works.	Date up to which account is made up.	Rupees, omitting 000.		Land Improvement Act.	Agricultural Loans Act.	Rupees, omitting 000s.
								On relief works.	On gratuitous relief.	Rupees, omitting 000s.	Rupees, omitting 000s.	
1	2	3	4	5	6	7	8	9	10	11	12	13
Poona	102,467	14th January 1897	56,114	8,346	45,381	8,346	29th May 1897.	272	63	284	3	
Sátára	75,000	...	88,272	...	72,547	...	Do. ...	235	28	303*	1*	5
Bijápur	108,658	20th January 1897	72,818	7,393	4,405†	6,800†	Do. ...	883	179	931	30	
Khándesh	45,000	1st February 1897	58,702	16,004	42,035	16,004	Do. ...	340	47	157	18	
Sholápur	120,000	30th March 1897	104,562‡	18,000‡	100,000‡	18,000‡	Do. ..	987	186	358	9	
Ahmednagar	100,000	20th June 1896...	23,549	10,746	36,413		30th April 1897.	834	20§	636	50	
Násik	58,000	26th May 1897 ...	278,636	...	94,700	...	15th May 1897.	286·5	53	142·3	5·9	
Belgaum	352,578	5th November 1896	168,074		168,074		30th May 1897.	35	8	391*	1*	
Total ...	961,703	...	682,653	60,489	359,068	49,150	...	3,872·5	584	3,202·3	117·9	5
			168,074		204,487							

* Up to 30th April 1897.
† According to a revised programme which has been submitted for sanction, relief can be provided for 204,000 people for a period of six months.
‡ The Collector reports that the figures in these columns are exclusive of the figures for 12 works in progress, the revised estimates of which are under preparation.
§ The Collector reports that the expenditure on relief of dependants has not been separately accounted for, and that the expenditure on kitchens is not known. The figure entered in this column represents the expenditure incurred on gratuitous relief in villages.

J. MONTEATH, *Chief Secretary to Government.*

Monthly Famine Statement E for the four weeks ending Saturday evening the 25th September 1897.

District.	Area in Square miles.	Population in thousands.	Affected Area in Square miles.	Estimated Population, in thousands, of col. 4.	Numbers on Relief Works on last day of month.						Numbers on gratuitous relief.	Price of one or more principal Food-grains in pounds per Rupee.		
					Class A.	Class B.	Class C.	Class D.	Working children.	Total.		Jowári.	Bájri.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Sholápur	4,542	750	4,542	750	3,693	32,794	9,173	785	14,561	61,006	33,969	14·66	13·55	
Ahmednagar ...	6,645	888	6,645	888	3,512	7,596	29,399	11,228	12,944	64,679 5,562*	34,363	15·47	13·70	(Wheat) 12·45
Poona	5,349	1,068	2,987	488	1,357	7,275	2,592	170	2,629	14,023	35,286	14·65	13·90	
Sátára	4,825	1,225	4,825	1,225	219	3,518	2,523	171	2,087	8,518	7,042	16·17	15·01	
Násik	5,817	843	5,817	843	277	1,399	263	65	369	2,373	1,942	14·97	14·22	(Nágli) 15·47
Khándesh... ..	10,700	1,430	10,700 (but area specially affected 1,700).	1,430 partly, but 250 specially.	79	379	185	118	344	1,105	508	15·00	...	
Bijápur	5,627	796	5,627	796	2,132	19,214	19,481	2,215	18,986	62,028	24,802	18·87	...	
Belgaum	4,674	1,013	1,642	353	1,654	12,588	1,750	602	7,611	24,205	4,001	20·75	...	
Dhárwár	4,603	1,051	857	157	The works in this district are carried out on the modified system of intermediate piece-work.					2,499	923	19·35	...	(Wheat) 14·20 (Rice) 15·07
Total... ...	52,782	9,064	43,642	6,930	12,923	84,763	65,366	15,354	59,531	245,998	142,836	16·65	14·07	(Wheat) 13·32 (Nágli) 15·47 (Rice) 15·07

* No classification has been reported for this number.

J. MONTEATH,

Chief Secretary to Government.

Monthly Famine Statement F for the four weeks ending Saturday evening the 25th September 1897.

District.	Maximum number for whom relief is estimated to be required in case of serious famine.	Numbers for whom relief was provided in last programme of Relief Works.			Numbers for whom relief can be provided by works remaining on programme on date of report.		Expenditure from 1st April 1896.			Advances from 1st April 1896 up to end of month under		Revenue suspended.
		Date of last programme.	On large works.	On other works.	On large works.	On other works.	Date up to which account is made up.	Rupees, omitting 000.		Land Improvement Act.	Agricultural Loans Act.	Rupees, omitting 000s.
								On relief works.	On gratuitous relief.	Rupees, omitting 000s.	Rupees, omitting 000s.	
1	2.	3	4	5	6	7	8	9	10	11	12	13
Sholápur	120,000	20th August 1897	104,562	18,000	100,000	18,000	25th Sept. 1897.	2,129	509	370	217	124
Ahmednagar ...	100,000	20th June 1896	23,549	10,746	70,241	...	31st Aug. 1897.	1,498	191	657	213	105
Poona	102,467	August 1897 ...	105,530	8,346	73,692	8,346	25th Sept. 1897.	494	303	408	177	...
Sátára	75,000	...	88,272	...	70,087	...	Do. ...	320	51	380	124	33
Násik	58,000	17th August 1897	351,130	...	91,000	...	15th Sept. 1897.	439	74	152	47	...
Khándesh	45,000	1st February 1897	58,702	16,004	42,035	16,004	25th Sept. 1897.	446	62	163	88	...
Bijápur	108,658	17th May 1897 ...	201,349	7,500	94,174	7,025	Do. ...	1,969	410	931	316	282
Belgaum	352,578	5th November 1896	168,074	...	168,074	...	Do. ...	270	18	*414	*21	...
Dhárwár	54,740	18th June 1897...	107,135	26,801	102,825	26,801	Do. ...	25	16	194	67	6
Total ...	1,016,443	...	1,208,303	87,397	812,128	76,176	...	7,590	1,634	3,669	1,270	550

* Up to the end of August 1897.

J. MONTEATH,
Chief Secretary to Government.

REMARKS TO ACCOMPANY MONTHLY FAMINE STATEMENT E FOR THE FOUR WEEKS ENDING SATURDAY THE 25TH SEPTEMBER 1897.

(*a*) *Private relief.*—Private relief from the Indian Famine Charitable Relief Fund was continued during the month in all the affected districts. The disbursements according to the latest reports are shown below :—

District.	Period.	Amount.
		Rs.
Sholapur	Month of August 1897	56,628
Ahmednagar (exclusive of five talukas)	Month of September 1897	46,220
Poona	From 1st to 15th September 1897	1,555
Satara	From 1st to 18th September 1897	11,200
Nasik	Month of September 1897	13,308
Khandesh	Do.	800
Bijapur	Do.	70,295
Dharwar	Do.	332

Out of the amounts disbursed in Sholapur, Ahmednagar, Bijapur and Dharwar, Rs. 50,343, Rs. 43,739, Rs. 48,348 and Rs. 100 respectively were given under head IV. to the poorer agriculturists to enable them to purchase seed, cattle and fodder.

(*b*) *Village relief.*—The numbers of people on village relief during the month under report increased in all the districts except Nasik and Dharwar. In the former district the number relieved on the 25th September 1897 was 668 against 1,432 on the 28th August. The number of villages in which such relief was given rose from 926 to 957 in the Poona district and from 575 to 584 in the Sholapur district. The increase or decrease in the daily average numbers in the several districts during the period under report as compared with the numbers during the preceding month is shown below :—

Sholapur	+3,216
Ahmednagar	+5,401
Poona	+10,141
Satara	+2,020
Nasik	−506
Khandesh	+81
Bijapur	+1,472
Belgaum	+198
Dharwar	...

Since the close of the month, however, the numbers have considerably fallen in all the districts owing to improvement in general prospects and lower prices.

(*c*) *Poor-house relief.*—There were seven central poor-houses in the Ahmednagar district during the month under report, and two additional central and seven branch poor-houses were started in the Bijapur district and one additional central poor-house in the Sholapur district. Poor-house relief was also continued in the Nasik and Satara districts.

(*d*) *General character of relief works.*—Two road works were closed and one new road work was opened in the Bijapur district. With this exception there was no change of any importance in the works in progress which consisted of railway, tank, or canal, earth-works, road construction or improvement and metal collection.

The numbers on works are now rapidly decreasing and labour is being concentrated on large central works, which will also be closed as soon as sufficient private employment is available.

(*e*) *Physical condition of the people.*—Slight cholera prevailed during the month in the Sholapur, Ahmednagar, Bijapur and Belgaum districts. The general health of the people on the works and of the children fed in kitchens continued to be satisfactory. The number of persons found with scorbutic symptoms was much smaller than the number during the preceding month.

(*f*) *Deaths (if any) from starvation.*—One such death is reported from the Ahmednagar district. An Extract from a letter from the Collector of that district, No. 10617, dated 16th September 1897, furnishing details about the death is appended.

(*g*) *Food-stocks.*—Generally sufficient.

(*h*) *Importation of grain.*—The imports of grain continued during the month in all the affected districts though to a less extent than in the preceding month. In some places new grain is also being brought into the market.

(*i*) *General condition and prospects of affected areas.*—The rainfall during the month was abundant, but in some places it was so heavy as to cause slight damage to standing kharíf crops. The prospects have considerably improved and the crops, which had survived the long droughts of July and August, are generally thriving. In the western tracts the outturn of kharíf crops is expected to be very good, and in the eastern tracts, except in a few places in which the seedlings were entirely killed by drought, a fair harvest is assured. Rabi sowings, which were commenced during the month in all the districts, are being rapidly pushed on. The resources of the cultivators have been supplemented as far as practicable with tagaí advances and grants from the Charitable Relief Fund to enable the largest possible area to be sown with rabi crops. The supplies of fodder and water are abundant and the condition of the cattle has improved to an appreciable extent. The prices of food-grains are steadily falling, and the strain on the resources of the people having considerably abated, measures are being taken to close the relief operations in the several districts on dates fixed according to local circumstances.

(*j*) *Changes in rates of wages.*—In most of the affected districts the rates of money wages have fallen owing to a decline in the prices of food-grains. The rates in Sholapur varied from 3 annas 5 pies to 1 anna 8 pies and in Ahmednagar from 2 annas to 1 anna 3 pies.

J. MONTEATH,

Chief Secretary to Government.

No. 2755/205–2 F., dated Simla, the 16th August 1897.

From T. W. Holderness, Esq., I.C.S., Deputy Secretary to the Government of India, Revenue and Agricultural Department, to the Chief Secretary to the Government of Bombay.

I am directed to forward for the information of His Excellency the Governor in Council a copy of "Notes on the Inspection of Famine Relief Works in the Bombay Presidency," by Mr. Higham, C.I.E., the officer deputed* by the Government of India to report on the management of relief works in all Provinces in which famine operations are in progress.

* Resolution No. 20—157–1, dated 12th May 1897.

2. The report speaks in high terms of the efficiency of the system under which relief works are conducted in the Bombay Presidency, and the Governor-General in Council has read with much pleasure the summary of Mr. Higham's observations contained in the final paragraph.

3. Two or three points are brought to notice by Mr. Higham on which the Government of India would be glad to learn the views of the Government of Bombay. These are :—

(1.) The wage at which children should be admitted as workers. (Paragraph 6.)

(2.) The advantage of payment by individual tasks or by the task of the gang. (Paragraph 9.)

(3.) The best mode of classifying workers. (Paragraphs 8, 11, 15 and 18.)

(4.) The best method of dealing with idle workers, whether by placing them in the lowest class, or by classifying them according to their apparent physical capacities and levying fines for short work. (Paragraphs 11 and 13.)

(5.) The necessity or non-necessity for revising the provisions of the Bombay Famine Code which regulate the relations of the Public Works Department and the civil authorities in the control and management of works. (Paragraphs 24 and 25.)

The Government of India do not think it necessary at this stage to discuss these points at length, but they generally concur with Mr. Higham that as much varied experience has now been gained it is desirable to secure greater uniformity in matters of practice, and to determine which one of several usages in force in different districts is the best. In particular the Ahmednagar expedient of placing all relief workers in the lowest class, with the offer of a small bonus should the minimum task be exceeded, appears to the Government of India to require stronger justification than that the people of this district are exceptionally indolent. Its financial results, according to the figures given in paragraph 15 of the notes, are bad, and it is not a system which appears likely to result in good work. The whole question of classification requires careful examination, and the matured opinion of the Government of Bombay will be of great value to the Government of India.

NOTES ON AN INSPECTION OF FAMINE RELIEF WORKS IN THE BOMBAY PRESIDENCY, BY MR. T. HIGHAM, C.I.E., ON SPECIAL DUTY IN CONNECTION WITH FAMINE RELIEF OPERATIONS.

Details of tour.

1. My tour in the Bombay Presidency commenced on the 18th May, when I left Bombay for Mahableshwar, meeting Mr. Joyner, Superintending Engineer, Central Division, *en route* at Poona, and arranging with him the programme of a tour through that division, which comprises five affected districts, Poona, Sholapur, Ahmednagar, Nasik, and Khandeish. Want of time prevented my contemplating a visit to the Southern Division, comprising the Bijapur, Satara, Belgaum, and Dharwar districts, in the first two of which only were the relief operations of considerable magnitude. At Mahableshwar I had interviews with His Excellency the Governor, the Honourable Mr. Nugent, Member of Council, the Honourable Mr. Spence, Commissioner, the Honourable Mr. Monteath, Secretary to Government, and the Honourable Mr. Thomson, Chief Engineer and Secretary to Government, Public Works Department. I left Mahableshwar on the afternoon of the 21st, arriving at Poona the following morning, when I proceeded at once by rail to Kharkala, accompanied by Mr. Joyner and Mr. Davidson, Executive Engineer, Poona district, and visited two of the three relief camps in the neighbourhood, one at Kharkala, and the other about 6 miles distant at Kaneh, the work in progress at

each being the collection of metalling for the Bombay-Poona Road. We returned to Poona in the evening, and on the following Monday, which was a holiday on the relief works, being the Queen's Birthday, I railed out with Mr. Joyner to Pomalwari, proceeding thence by road to Indrapura, about 15 miles from the station. On the following morning we were joined by Mr. LeQuesne, Executive Engineer, Poona Irrigation Division, and visited the works at the Shetphul Reservoir, about 8 miles from Indrapura, and returning to Pomalwari in the evening, went on to Barsi Road station, and on the following morning inspected the relief works in the neighbourhood of the Barsi-Pandharpur Light Railway. I here met Mr. Morrison, Collector of Sholapur, Dr. Standish, the District Medical Officer, and Mr. Godboli and Mr. Clifton, Executive Engineers, Sholapur, the latter being in charge of the railway relief works. Mr. Joyner and I left in the evening for Ahmednagar, where we were met at daybreak of the 27th by Mr. Woodburn, the Collector, and Mr. Hatherley, Executive Engineer, Ahmednagar district, and drove out at once to the Kapurwadi Reservoir, which is being undertaken as a relief work for the purpose of improving the water-supply of Ahmednagar and the cantonments. On the 28th we proceeded by rail to Belapur, again accompanied by the Collector, Mr. Woodburn, and by his Assistant, Mr. Percival, and visited a camp about 4 miles from the station, where road-metalling was being collected, after which Mr. Joyner and I went on by rail to Munmar, where I met Mr. Stewart, Assistant Collector, and Mr. Strange, Executive Engineer, Nasik district, and also Mr. Partik, Executive Engineer, Khandeish district. On the following morning we inspected a large camp near Munmar, where the collection of road-metalling was in progress, and I afterwards met Dr. Clarkson, the Sanitary Commissioner, who had kindly come down from Bombay to meet me. During the night I left Munmar for Itarsi, in the Central Provinces. In the course of my tour I thus visited four road-metalling works, two large irrigation reservoirs, and one railway camp, and had the advantage of meeting all the Executive Engineers and many of the civil officers of the division.

Character of the relief works originally started and proposed for the future.

2. The relief works originally started in this Presidency consisted almost entirely of roads or road-metalling works. At the time that relief operations were instituted larger projects had not been prepared, and irrigation works have hitherto proved so unremunerative directly, that the construction of new works of this class had not been very seriously contemplated. The road works had moreover what was at first considered an advantage in providing small relief works at no great distance from the affected villages. The collection of road-metalling is not, however, a very satisfactory form of relief work. The supervision of so many small and detached camps distributed over a large area is costly and difficult, the majority of the people are not accustomed to this kind of work, and above all the effective demand is soon more than covered. On the Bombay-Poona Road the metalling collected is sufficient to meet all probable requirements during the next ten years, and a stock has been collected on other lines of communication, for the metalling and subsequent maintenance of which the requisite district funds are not likely to be forthcoming for many years. The Superintending Engineer and his officers therefore lost no time in preparing estimates for more important and useful works, principally in the form of irrigation tanks or reservoirs. Although such works have not been financially successful in the Deccan, they are nevertheless indirectly very beneficial, as has been shown in the case of the Nira Canal, constructed as a famine work in 1877, which completely protected last year an area of about 30,000 acres, in which there has been in consequence no distress and no necessity for relief works. It was considered therefore that if large sums of money had to be expended on relief works, it would be better to spend it on useful works of this class than to waste it in the collection of road-metalling, much of which would probably never be required at all, while much more would lie unused for many years. Mr. Joyner informed me that altogether fifty irrigation schemes have been considered in his division, of which thirty-four have been examined more or less in detail. Of these eighteen have been submitted to the Government of Bombay and thirteen have been already sanctioned and are under execution, while orders on the remainder are shortly expected. There

remain sixteen projects which are either unsuitable or of which the final detailed surveys cannot be completed in time to be of immediate use. There are besides sixteen schemes which have not been considered in any detail at all, some of which are at present under investigation, while others are of no promise or would be of little use for relief works.

The normal cost of the irrigation projects that have been submitted is about Rs. 75,00,000, of which Rs. 22,00,000 is for work that would be suitable for relief purposes. Increasing this by 75 per cent. to meet the extra charges inevitably involved in the execution of public works on relief principles, the value of the work available for relief purposes may be taken at Rs. 38,50,000, and allowing an average outlay of Rs. 3 per worker per mensem, this would suffice for the employment of 320,000 workers for a period of four months. As will be shown later on the actual cost of relief works exceeds the normal cost of the work done by much more than 75 per cent., but this seems a fair proportion to be aimed at, and an under-estimate is for present purposes an error on the side of safety.

In addition to these irrigation projects there is the light railway from Barsi Road to Pandharpur (32 miles), and its extension from Pandharpur to Sangola (18 miles). These are now in active progress. There is also the length of the Tapti Valley Railway from Amalner to Dhurramgaon which has been reserved for famine relief purposes, and on which operations have commenced in the Khandeish district, though not very actively. Mr. Joyner estimates that these railways will between them give work for 324,000 labourers for four months. Altogether there appears to be plenty of work to employ relief labour on in the Central division for about six months from the 1st of June, and it is possible that some other useful works can be proposed if necessary.

Advantage of large works.

3. One great advantage of these larger works is that supervision will be more efficient and concentrated. There is however another advantage. It has already been said that the works originally started provided employment at a reasonable distance from the affected villages, but this is now realised by Civil and Public Works Officers alike as a real disadvantage. It is thought by all that the works have been much too popular, and that the labour test alone is under the Code system of working quite insufficient as a test of the urgency for relief. People who still have considerable resources of their own are not unwilling to supplement them by what they can get from relief works when this can be done by merely attending daily with their families at works within four or five miles of their villages. So strongly has this been realized that it is now often the practice to insist that no applicants should be received on the new relief works who have come from a distance of less than ten miles, but that they should be drafted to other and more distant works, though I am not aware that this has been authorised by a Government order. There is, however, an order that when camps have been provided residence in them should be made a condition of relief of any kind at the works where the camps are. This practice and the closure of many petty works have tended to reduce the number of applicants for admission to relief works. The total number of relief workers on the 10th April in the Central division was 203,265, of whom 18,724 only were employed on irrigation and railway works. On the 15th May the total number had been reduced to 194,556, but the number on irrigation and railway works had risen to 77,028, employed on 23 charges. The drafting from the smaller works was still in active progress during my tour, so that the petty works may be gradually closed before the advent of the rains. These figures indicate that although the opening of the new works may have checked further increase in the number of relief labourers, there is no great difficulty in inducing all who are really in need of assistance to migrate to them.

Camp arrangements.

4. One of the most striking features of the relief works in the Deccan is the complete arrangement of the camp. Except on works like the Barsi Light Railway where the labour is being continually shifted forward as the work progresses, the huts are of very ample size and substantial character, laid out in streets with great regularity, so that the encampment has the appearance of a well-ordered village. All camp arrangements are carried out in

close accordance with Appendix IV., Bombay Famine Code. The cost of such encampments is considerable, hutting alone costing on an average about eight annas per head, but in cases, like irrigation reservoirs, in which all the labour will be located on the same spot for some months and has to be accommodated during the night, such expenditure must be regarded as necessary.

Dependants and kitchens.

5. The proportion of dependants to workers stood as high as 40·3 per cent. for the whole Bombay Presidency in the week ending 3rd April 1897. These dependants are mainly children who form at least 90 per cent. of the number. All children under seven, but with not less than two teeth in each jaw, received as much as two pice a day, so that the presence on the works of two or three children under seven makes a considerable addition to the earnings of a family, which are further enhanced by the wages paid to children over seven who are only nominally workers. It was said that many parents who did not come to the works at all sent their children in charge of other women. During the month of April therefore the system of cash payment was abandoned in favour of a cooked ration, consisting of a cake of jowari flour, &c., corresponding to the Code allowance of 6 ounces per diem, with a little pulse, &c. This change was very unpopular, and resulted in an immediate falling off in the number of dependants. Mr. Morrison, Collector of Sholapur, showed me a statement from which it appeared that in one case the number of dependants had actually risen to 70 per cent. of the number of workers, and that this fell sharply to 8 per cent. on the introduction of kitchens, though in the course of two or three weeks it rose again to 24 per cent., which is near the average. The percentage for the whole of the Bombay Presidency fell rapidly from 40·3 for week ending 3rd April to 26 per cent. for week ending 22nd May, and this proportion has since remained remarkably constant, the percentage for week ending 26th June 1897 being 25·7. It is found that the cooked ration costs little if anything less than the two pice formerly allowed, but under the new system the number of dependants is very largely reduced, and there is also said to be a great improvement in the condition of the children. The objection of the parents to the kitchens does not appear to be very deep-seated, though they would no doubt prefer to receive the money allowance. They are, however, very sensitive and suspicious about the children. At both Shetphul and Munmar my visit to the kitchens was followed by a general stampede of all the workers, on a rumour that we were engaged in poisoning the children. They were soon reassured, but at another camp I found 1,200 workers and no non-working children, as they had all been removed a few days before in consequence of a hospital assistant having been sent out to the camp. It may be inferred from all this that many of the parents are not in very urgent need of relief for their children, but for those that are the kitchen is the more appropriate form of relief.

Working children.

6. Whether non-working children receive an allowance or a cooked ration their presence on the works is considered very objectionable. In the case of sucklings this cannot be prevented, but those who are able to run alone get into everyone's way, and prevent others working, especially their elder brothers and sisters. It is also difficult to distinguish the working from the non-working children, and so to insist on the former working. At most works therefore it is now the practice to keep the non-working children in the kitchen shed or in an enclosed playground adjoining, and to appoint a few adults to look after them. This had been done at Shetphul with great advantage to the work, but there was only one such enclosure for five separate camps. The Executive Engineer was going to erect another at the other end of the work, but probably a third will be required in an intermediate position, so that the parents may have no difficulty in visiting their children during the meal hours, and may never have them very far out of sight. On the Barsi railway works no attempt had been made to segregate the non-working children and the result was very marked in the general confusion that prevailed, as compared with works in which the separation had been effected. It may be remarked that in this camp arrangements had been made for distributing the food from the kitchens to the children on the works. This arrangement was made as the workers were being continually moved and appeared to work satisfactorily.

In connection with this question the Public Works officers represented that some discretion should be allowed them as to the age at which children should be admitted as workers. The Bombay Code fixes the age at seven years, and in many camps the Collector had objected to children over this age being placed on the list of dependants. Is is urged, however, either that the age limit should be raised to ten years, as it is in Bengal, or that it should be left to the discretion of the works officer in charge to admit as workers only children who really will work, and to relegate others, even if over the age of ten, to the kitchen. As the minimum wage of a working child is one anna, or twice that of a child dependant, this would be felt as a punishment, and the children on the work would be induced or compelled by their parents to work. I have seen many children barely over seven years who were model little workers, setting a good example to all around them, but there are others much older who are incorrigible idlers, and who are merely brought on to the works so that their parents may draw on their behalf the working wage.

Road-metalling works.

7. I now come to the important question of the classification and tasking of the workers, and it will be convenient to consider in the first place the works for the collection of road-metalling, partly because this was until lately the principal form of relief work in the Bombay Presidency, many charges being engaged on it even at the time of my visit, and partly because it is a class of work for which no rules or tasks have been laid down in the Bombay Famine Code, although it has been largely resorted to in this Presidency and in the Central Provinces. As already observed, the majority of the people are not used to this kind of work, and it is undoubtedly less suitable for them than ordinary earth-work, because every man, woman and child of the labouring classes is so well accustomed to the work of carrying a load either of earth or water on the head, for which they may be said to have an inherited muscular system, developed by constant exercise. But though the breaking of metalling is not popular, it is found that both women and children become fairly expert at it after a little practice, and its unpopularity is perhaps not altogether a disadvantage. In many cases it is the only useful work that can be found, it is well adapted for small camps distributed over a long line of road, and it possesses the great advantage that the tasks actually set, whether for gangs or individuals, can be clearly defined and the work done accurately measured. In all the works that I saw in Bombay the workers were divided into gangs containing about 50 people, each gang having its own mukaddam or mate, who receives from 2½ to 3 annas per diem. The gangs were ranged in parallel lines, the day's work of each being exhibited in a small heap in front of the worker, and these heaps being collected so as to form a central stack, the additions to which are measured day by day, so as to show the ten day's work of the gang. For every four gangs there is a karkun or moharir who writes up the muster rolls, records the progress and the wages due, but the measurement of the stacks is conducted by work agents of the sub-overseer class who are responsible for bringing the quantities collected on to the proper returns.

Classification of gangs on road-metalling.

8. The classification of the gangs was originally carried out as far as possible on the lines laid down in the Famine Code, but, as will be shown, the present practice is not uniform, and there is a tendency to paying all workers more or less in accordance with the work done, subject to a minimum wage. As a general rule there are no women in class A, as women can seldom be regarded as professional stone-breakers, and the few men of this class are not employed in stone-breaking but in the harder and more skilled labour of quarrying the stone by blasting and picks. They form therefore a special class, generally receiving the A wage in return for a full task, or for keeping a certain number of breakers supplied with stone. In some cases they are, I understand, paid by the piece, and in others receive, as specially trained and capable workers, something higher than the A wage, the whole work of the gangs depending on their exertions. The adult breakers, whether men or women, are usually classed as B, and have a task set them. Many of the B men are however employed in sledging the larger stones outturned from the quarries, so as to break them up into spawls for the breakers. In some cases weavers and others have been classed as C, and given a smaller task than the

B workers, but the present more general practice is to class all able-bodied workers as B, and to fine them for a short outturn. The D workers consist of mothers nursing young children (though these receive an A wage until the child is five or six weeks old), very old men and women, and weak persons incapable of performing a fair task. For this class either a very light task is set or they are untasked and are simply required to do what work they can. The nursing mothers receive the wages of their class when the child is over five or six weeks old, and two pice on account of the child until it has teeth in both jaws, after which they receive food on the work until they can walk, when they are sent to the kitchen. Children over seven are set small tasks, and are often employed in carrying spawls to the breakers. In some cases the B, C, and D workers are ranged in separate B, C or D gangs; in others the gangs contain workers of all classes, each individual being set his appropriate task.

Payment by individual tasks or the task of the gang.

9. Opinion is divided on the question whether payment should be made according to the task done by individuals or on the aggregate task of the gangs. Some officers prefer the former, which is is called the ticket system, but the majority appear to prefer the latter. At Karkhala the ticket system was in force. Each worker's pile was gauged by the mohurir at the end of the day, and he was allowed the full wage of his class, the so-called minimum, or D wage, or the penal wage (one pice below the D wage) according as it was judged that a full task, more than half or less than half the task had been performed. The gauging at Karkhala was done by the eye, the general result being checked by the result of the measurement of the day's stock by the sub-overseer or work agent, and it was said that the agreement was sufficiently close, and that both the karkuns and workers soon became expert at this rough gauging. In other places each pile is actually measured in small baskets or pans, so many baskets being required, but this is a very long and tedious process. The system is a good one, inasmuch as it prevents a man suffering from the idleness of other members of the gang, and is readily understood, but it throws too much power into the hands of unscrupulous karkuns and makaddams. Mr. Davidson tells me, however, that he has found it to work more satisfactorily than the gang system, which he had formerly adopted, and that it was now in use throughout his district.

The gang system.

10. The gang system was in force at Munmar. Under this system the daily task for the gang is fixed on the aggregate of the tasks set for the component members, which in all gangs varies according to sex and age (children having smaller tasks than adults), and in mixed gangs varies with the class, sex and age. In the Central Division payments are as a rule made only once a week, a matter which will be referred to later on, and the actual progress for the week is compared with the normal aggregate task for six days. The amount due to the workers at full rates is then reduced as a rule proportionally to the deficiency, and the amount so reduced is distributed among them, either rateably or at the discretion of the works officer or subordinate in charge among the known and recognised defaulters, some discrimination being generally exercised in this respect.

Belapur system of tasking.

11. At the road-metalling works near Belapur, in the Ahmednagar district, I found another system in force, which is, I understand, peculiar to the sub-divisional charge. In this district, as indeed generally, it is complained that under the Code system it is most difficult to get higher tasks out of the people than will suffice to ensure them the D wage, and that when B or C tasks are set they are not performed, the workers preferring being fined down to the D limit. In this sub-division this position was accepted, and a scheme of tasking was drawn up accordingly, which has been fully approved by the Collector. Under it a D task is set to all breakers, as follows:—

	Per diem.
Men, 54 baskets* per week	= 9
Women, 36 baskets per week	= 6
Children, 21 „ „ „	= 3½

* A basket being equal to one-third of a cubic foot.

If these tasks were performed the adult workers received the D wage in full, and the children the wages prescribed for them in the Code. If there was a deficiency the gang was fined at the rate of one pie for each basket short, and the amount of the fine was distributed among the adult workers. If there was a surplus the gang received a bonus of one pie for every basket in excess, which was distributable among the adult workers. The children were not liable to fine or eligible for bonus.

This system was introduced on the 17th April, and I was able to examine the figures for four weeks. As to fines, the average daily attendance in three different charges amounted to 5,361 persons, and the fines for the same period averaged Rs. 34 per week, giving an average fine of 1·2 pie per head *per week*. The bonuses during the same period amounted to Rs. 4-4-7, or practically *nil*. The workers may thus be said to have just done their minimum task, but to have made no effort whatever to exceed it.

Before this system was introduced the workers were divided into A, B, C, and D classes, and for five weeks preceding the 17th April, 6,737 workers were fined Rs. 292, or an average of 8 pie each. Previously to that the works had been under another sub-divisional officer, and the fines appeared to have been much heavier and to have averaged as much as 1½ annas per week.

On the 24th April the sub-divisional officer (Mr. Ralph) carefully observed the work done by seven men, six women and six children, who were kept steadily to work for eight hours (from 7 to 11 A.M. and 2 to 6 P.M.), with the result that the average outturn for the day was—

		Baskets.
Per man	7·7 cubic feet...	=23·1
„ woman	5·4 „ „	=16·2
„ child	2·0 „ „	= 6·0

The minimum tasks set on the strength of this experiment were therefore very moderate, except perhaps in the case of the children.

Tasks for breaking metalling.

12. The tasks required in breaking metalling vary with the quality of the stone and the size of ring prescribed, but the following were noted, the unit being the cubic foot in all cases :—

Site.	Class A.		Class B.		Class C.		Class D.		Children.	
	Men.	Women.	Men.	Women.	Men.	Women.	Men.	Women.	16 to 12.	12 to 7.
Karkhala, Poona district	10·0	...	8·0	6·0	(*a*)	(*a*)	(*b*)	(*b*)	(*a*)	(*a*)
Ahmednagar district...	8·0	7·0	6·0	5·25	4·0	3·5	3·0	2·0	2·0	1·0
Khandeish district ...	7·5	5·0	5·62	3·75	3·75	2·5	(*b*)	(*b*)	2·0	1·0

(*a*) Not noted.
(*b*) No fixed task.

A men are now practically never employed on breaking. The stone used at Karkhala and in Ahmednagar is trap, broken to 1½ ring, but it was generally larger than this at Karkhala. In Khandeish boulders are used, and the tasks for the men employed in collecting and splitting the boulders are as follows :—

	Cubic feet.
A men	16
B „	12
C „	8

At Belapur the quarrymen were paid A, B, or C class wages accordingly as they quarried 100, 80, or 60 cubic feet of solid stone, and hammermen accordingly

as they split 150, 120, or 90 cubic feet of spawls, equivalent to 100, 80, or 60 cubic feet of solid stone. Women carriers are required to carry 20 seers = 23 cubic feet metal, six miles daily, returning with empty baskets, *i.e.*, for a lead of 1 furlong to make 48 trips.

Fines.

13. The practice in regard to fining is not uniform, nor have any special rules been made on the subject either by Government or the Superintending Engineer. At Karkhala and in some other sub-divisions fines are limited to the amount that will reduce the wage to one pice below the D wage, or to the penal wage. In others less than the D wage is not given, but in others fines are levied in proportion to the deficiency of the work, though only under the special order of the Engineer or subordinate in charge of the work when this would reduce the amount paid below penal wage. In the muster rolls and day-books that I examined on the works I found no case of fine that would have the effect of reducing the pay below this limit or even below the D wage. Much is left to the discretion of the Engineer or upper subordinate in charge of the work, but the general tendency appeared to be to avoid fining as much as possible, and to meet repeated deficiencies in outturn by transfer to a lower class.

Payments.

14. It is the practice at almost all works to make payments only once a week, though in some cases payments are made bi-weekly. Fines are therefore imposed with reference to the deficiency on six days' work, and not on that for a single day, which the worker has the opportunity of making up on the following day. The wage rate for each class is communicated to the officer in charge by the tahsildar from time to time, in accordance with the rise or fall of market prices, and is worked out to the nearest pie. The amount due for the week or half-week is also calculated to the nearest pie, but the amount actually fixed is to the nearest pice. This practice of making payments only once a week is at variance with article 82 of the Bombay Code, but it is urged that more frequent payments would be a very heavy tax on the slender establishment, and that the people themselves are quite contented with a single payment in the week. I reserve an opinion on this point until I have seen what is the practice in other provinces.

Effect of low classification on the working rates.

15. To return to the question of breaking metal. It is obvious that the system referred to in paragraph 11 *supra* of giving a minimum wage and imposing a minimum task must result in very high working rates, although if the value of the outturn be disregarded, as it may be in works of an almost useless character, it reduces the cost of relief to a minimum. The effect of a low task on the rates is well shown from some figures given me by the Executive Engineer, Khandeish division. With jowari at 16 lbs. to the rupee, the cost of collecting and breaking 100 cubic feet of metalling would be :—

	Rs.	A.	P.
With all workers in A class and doing a full task ...	5	2	10
Workers in A class, but doing only half task, and paid down to D wage	6	15	4
All workers in B class and doing full B task ...	5	11	6
Workers in B class, but doing only half task, and paid down to D wage	9	4	6
All workers in C class and doing full C task ...	6	15	2
Workers in C but doing half task, and paid down to D wage	12	1	8

The normal cost of 100 cubic feet metalling in this district is from Rs. 3-8-0 to Rs. 3-12-0 only. It is thus clearly shown how the effect of a reduction in class is to increase the working rate, and how this is further increased by short tasks, as long as prices are not proportional to the deficiency but are limited by the minimum wage.

Cost of collecting metalling, under Famine relief system.

16. The following figures show the actual cost of collecting and breaking up 1,036,849 cubic feet of metalling, at eight different works in the Khandeish district :—

Numbers of workers employed	876,234
Workers' wages, including Sunday wage...	...Rs. 83,582
Average wage per unit	... 0-1-6
Wages per 100 cubic feet outturned ...	8-0-6

	Rs.	Per 100 cubic feet.	Per cent. of wages.
Charges for establishment	4,240	0·41	5·01
Charges for tools and plant	1,486	0·14	1·78
Gratuitous relief	14,906	1·44	17·83
Water-supply	1,253	0·12	1·50
Hutting	2,962	0·29	3·56
Total incidental charges	24,847	2·40	29·68
Labour charges, as above	83,582	8·03	100·00
Grand Total	1,08,429	10·43	129·68

The normal cost being from Rs. 3-8-0 to Rs. 3-12-0, the ultimate cost may be taken at merely three times the real value of the work, though the rate would be reduced to Rs. 9 if gratuitous relief were excluded. The number of dependants was 319,557, so that the average cost per head was about 8 pie. These appear to be fairly typical figures of the cost of collecting road-metalling in this Presidency.

Classification on earthwork.

17. As regards earthwork the Code system of classification is systematically adopted. The gangs comprise workers of all four classes, but the D class are not tasked, but employed on clod-breaking and other miscellaneous work. The task for the gang is the task set for the diggers, who are selected from the A and B male members of the gang, each being assigned a digging task in accordance with the excavation tasks in the well-arranged table of standard tasks given in Appendix III. of the Bombay Code, the task for the gang being the aggregate of the tasks given to the individual diggers. The carriers for the gang are then selected from the three classes A, B, and C, the carrying task of each individual being the task of his class for the given lift and lead, as found in the same table, the number of carriers being so arranged that their aggregate task shall equal or nearly equal the tasks set for the diggers. No great difficulty has been found in this Presidency in thus equating the tasks of the diggers and carriers, as in the large tank and railway works that have now been started there is plenty of work for the carriers. I was told that the standard tasks laid down in the Code had been found appropriate, and were regularly worked to, but I was unable to test this on the works visited. At Shetphul, where the gangs appeared to have been very carefully constituted, the principal work in progress was the excavation of rock in the trench under the dam, which was of a character that could not be fairly or accurately tasked, but the workers were all working actively and energetically and were kept very fully employed. All arrangements at this work were excellent. At the two other large earthworks visited the gangs were being reconstituted, and were not in full working order. On my return from Madras however I met Mr. Joyner at Sholapur, and obtained from him a copy of the gang register for three days ending 16th July on the Kuradvadi section of the Barsi-Pandharpur Light Railway, from which I have extracted the following results :—

Excavation.

Kind of soil.	No. of gangs.	No. of diggers.	Task per digger.	Full task for gang.	Task actually set.	Task done.	Remarks.
				c. foot.	c. foot.	c. foot.	
Black soil	5	26A 1B	120 90	2,730	2,765	2,455	1 gang on 15th and 4 on 16th.
Soft muram ...	5	30A	80	2,400	2,392	2,108	3 gangs on 14th and 2 on 15th.
Average muram ...	2	16A	60	960	964	798	1 gang on 15th and 1 on 16th.
Total ...	12	73	...	6,090	6,121	5,361	

The number of diggers are the total number employed for a day; thus for soft muram the actual number of diggers in each gang was 6. The deficiency in tasks was not followed by fine as it occurred mainly on the 15th when work was interrupted by rain, but partly on 16th, which was a pay day. On the 14th full tasks were accomplished. I understand from Mr. Joyner that the diggers' tasks are easily worked up to and are considered light, and that they have been recently increased on some works by about 30 per cent., so that the Code A tasks are now taken from B workers.

Carrying.

The total number of carriers employed for the removal of the 6,090 cubic feet which formed the full task of these gangs was 590 against 73 diggers. The average lead was 45 feet, with a lift not exceeding 5 feet. Details are as follows:—

					A child units.
A	Men		87		261
	Women		176		352
B	Men		72		162
	Women		58		87
C	Men		58		82
	Women		48		48
Small children			91		68
		Total ...	590		1,060

No D workers are shown in the register, as they are untasked. Mr. Joyner says they are very few in number, and were perhaps mustered in separate gangs. It will be seen that all other classes are represented, and the large proportion of A class among the carriers and especially of A women is remarkable. These were all given and performed an A task, but it may be doubted whether so many were really able-bodied professional labourers.

We may assume that the children employed were on the average of the B class, and that, in accordance with the notes in the last column of Appendix III. of the Bombay Code, they may be regarded as equal to three-fourths of a child unit of the A class. The total number of child units of A class will then be, as shown above, 1,060, and the quantity to be carried per unit becomes $\frac{6,090}{1,060}$ = 5·75 cubic feet for a lead of 450 cubic feet. The task for an A male unit will have been three times this, or 17·25 cubic feet, but according to Appendix III. the standard task for this lead is 22 cubic feet. The carriers therefore appear to have been undertasked by over 20 per cent., according to the standard task table, which is probably due to the omission of fractions in the tabular tasks, and in the tasks for intermediate leads derived from the tables, and also to minimum tasks having been set for all children, or less than one-third of the male adult task,

assumed in the Code. I consider, however, that the standard task is itself much too light, for 22 cubic feet carried 450 feet is equivalent to 99 cubic feet with a lead of 100 feet, and at this rate 10 able-bodied professional carriers would be required per 1,000 cubic feet for every 100 feet of lead, the normal rate for which in Bombay does not, I believe, exceed 8 or 10 annas. As regards carrying therefore the standard task table certainly appears to be light.

The wages paid to the workers in this case, calculated on the basis of 20 lbs. grain to the rupee, amounted to Rs. 72-3-2 for 5,361 cubic feet of earth-work, or about Rs. 13·5 per 1,000. The normal cost at ordinary contract rates would probably not exceed Rs. 6 per 1,000.

Proportions of the different classes of workers.

18. The figures given in the preceding paragraph for earthwork on the Barsi-Pandharpur Light Railway indicate that out of a strength of 663 workers no less than 335, or nearly 50 per cent., were of the A class. This is, however, quite exceptional, and I have already suggested that the classification was incorrect. The following table shows the proportions of the various classes for the whole Presidency, and for the Sholapur and Ahmednagar districts on the 29th May 1897 as reported in Monthly Famine Statement E:—

Class.	Bombay Presidency.	Sholapur District.	Ahmednagar District.	Percentages.		
				Bombay.	Sholapur.	Ahmednagar.
A	22,544	11,908	1,655	9·33	14·08	4·55
B	96,344	41,221	2,722	39·86	48·72	7·48
C	45,830	8,548	16,058	18·96	10·10	44·11
D	15,983	948	8,543	6·61	1·12	23·47
Children	60,956	21,974	7,435	25·24	26·00	20·41
Total ...	241,657	84,599	36,413	100·00	100·00	100·00

It will be seen that more than half of the A workers in Bombay Presidency are in the Sholapur district (in which the railway lies), but that even here the A workers are but 14 per cent. of the whole, while for the whole Presidency they are but little over 9 per cent. On the other hand the bulk of the workers in the Ahmednagar district are of the C or D class. I have already stated that in the Belapur sub-division the whole of the workers were put into the D class, while the general complaint in this district was that people could not be induced to do more than a minimum task and were quite content to do it for a minimum wage. The tendency has therefore been to avoid fining by putting the workers into the lower classes, which must be the explanation of the larger proportions of C and D classes in this district.

The table shows that over the whole Presidency 42·9 per cent. of the workers were in classes A and B, but it does not follow that this percentage received the A or B wage, as in the event of short tasks the earnings of several will have been reduced to the C or D wage. In Ahmednagar the A and B classes constituted together only 12 per cent. of the whole.

Sufficiency of the Code wage.

19. These figures are interesting with reference to the recent contention of the Government of Madras that the C and D wages are inadequate for the proper support of labourers who do any work at all. When at Munmar I asked the opinion of Dr. Clarkson, the Sanitary Commissioner, on this point, and showed him the representation of the Madras Government, as contained in their letter No. 296, dated 4th May 1897. I especially mentioned to him how large a proportion of the labourers in the Ahmednagar district were receiving only C or D wages, though I was not at the time aware that the proportion was as high as shown by the figures given in the preceding paragraph.

Dr. Clarkson in reply said that he was quite unable to say what were the conditions in Madras, but that as far as the Bombay Presidency was concerned, he remarked emphatically that there had been nothing to indicate to him or his officers that the wages given were insufficient, or that there had been any deterioration in the physical condition of the coolies who came to the works, either in Ahmednagar district or elsewhere. A similar opinion had been previously expressed to me by Dr. Standish, Medical Officer in the Sholapur district, whom I met at the Barsi Road, and who had had frequent opportunities of exmining the gangs in that district. Both officers were careful to state that they did not know to what extent the people were dependent on the works, or whether they had any supplementary resources of their own.

Effect of relief works on the supply of labour to private employers.

20. Another point connected with the remuneration of labour is the extent to which the relief works interfere with the supply of labour to private employers. The Executive Engineer of Khandeish informed me that Mr. Middleton, agent of Messrs. Purves & Co., who have taken the Contract for the Bombay and Baroda section of the Tapti Valley Railway, had offered to take as many men as would go to him, at the following rates :—

Excavation and short lead—

	Annas per hundred.
Earth	5
Soft muram	6

increasing by 1 anna per hundred for every 5 feet of lift.

The labourers on the Takhri Road works were asked to go at these rates and refused. The relief works were then closed and out of 2,000 only 800 went to the railway, the remainder going to their homes. The distance to the railway works was 30 or 40 miles, but this was not further from their homes than the Takhri works had been. The Executive Engineer offered to pay expenses in transit for all the men who went.

Just as I was leaving Munmar, Mr. Stewart, Assistant Collector, Nasik, told me that the District Engineer at Munmar had complained to him that his men left the railway for the relief works, but that he had obtained no particulars from him.

Mr. Ralph, the sub-divisional officer at Belawal, informed me that 1,053 men had left his works for the Godavari Valley Railway, of whom 500 returned to the works saying that they received only 3 annas per hundred cubic feet from the petty contractors who were paid 6 annas, and that women and children were not allowed to work. This was but the statement of the men who returned which has not been verified, and must be taken for what it is worth.

I do not propose to discuss this question very fully at present, but it appears almost unavoidable that relief works should be more attractive than railway work when prices are ruling very high. Railway contractors do not raise their rates with every rise in the price of grain, and are hardly disposed to raise them at all in seasons of dearth, when the demand for employment is keen. Nor will they give half an anna a day for every non-working child that accompanies its parents to the work, or 1 anna a day to every child over seven years of age who can carry a basket, or a living wage for every infirm dependant adult. Nor will they make payments for work that has not been done, in consideration of unavoidable interruptions, such as rainfall, or for the sake of giving rest for one day in seven. If relief works were carried out by piece-work it might be possible to compare the remuneration of labourers employed on such works and of those serving under private contractors, but at present such a comparison is hardly possible.

Introduction of piece-work.

21. All relief works in Bombay have been carried out on the Code system of task work, but shortly before my tour commenced the Local Government had called for the opinions of the Public Works officers on a proposal to introduce piece-work, in general accordance with the principles laid down in North-Western Provinces, in the Resolution, No. 753, dated 16th March 1897.

These opinions had not been formulated at the time of my visit, but all the Public Works officers with whom I discussed the subject were in favour of the introduction of a system of gang piece-work, in which no intermediate contractor should be employed, but each gang should earn according to the amount of work done. The general opinion also was that there should be a maximum limit to the payments to be made to individuals, though no suggestions were made as to the most convenient practical method of imposing this limit. I understand that since I left the Bombay Presidency piece-work has been actually introduced in some works. Mr. Joyner has informed me that the local Public Works and civil officers consider it a success, but that sufficient experience has not yet been gained to justify a confident opinion, and he is himself doubtful whether many of the workers succeed in earning a living wage at the rates in force, though it is probable that after a time they may succeed in doing so.

Works in charge of civil officers.

22. The relief operations in the Central Division are almost entirely in the charge of the Public Works officers. In Sholapur district an average number of 13,080 workers attended works in charge of the Civil Department during the month of December last, while the number on Public Works was 26,145 only. But the principal civil works were transferred to the Public Works, so that in January the numbers were 848 and 42,340 for Civil and Public Works respectively, while after the month of March there were no civil works open in this district. In the Khandeish district, however, the average daily number on Civil Department relief works in month of June stood at 10,577 against 16,882 on Public Works, the numbers standing at 3,999 and 13,595 respectively in May, after some works had been transferred to the Public Works Department. In Nasik district no civil relief works have been opened at all, and in Ahmednagar the maximum average daily numbers have been only 57 and 1,727 in the months of March and May respectively. Except in Khandeish therefore the works under civil officers have been very few and unimportant, and have been restricted to places where it was inconvenient to place them under the charge of the Public Works Department. In this respect the practice differs greatly from that which obtained in the famine of 1876-77 as shown by the following figures for Central division.

Department.	Average daily attendance during eight months ending	
	June 30th, 1877.	June 26th, 1897.
Civil Department	42,693	6,823
Public Works Department ...	99,513	129,301
Total on relief works	142,206	136,124
Dependants on works	9,191	56,162
Grand Total ...	151,397	192,286

Comparison of prices in 1876–77 and 1896–97.

23. The foregoing table shows that the total numbers of workers on relief works in 1896-97 did not differ greatly from those in 1876–77, but that there was a considerable increase in the number of dependants.

Prices appear however to have been much lower in the latter than in the former year, the average for the seven months ending May 1877 and May 1897 being approximately as follows :—

District.	Average number of lbs. sold for one rupee during seven months ending	
	31st May 1877.	31st May 1897.
Poona	21·5	17·6
Sholapur	19·0	19·0
Ahmednagar	24·9	19·1
Nasik	28·4	17·4
Khandeish	29·7	17·6

24. The larger relief works in the Presidency are placed in charge of the special civil officers whose duties are defined in sections 90 and 92 of the Bombay Code. They are appointed by the Collector, and are usually natives holding subordinate appointments in the Revenue Department, such as clerks, or candidates for appointments of a higher class. With reference to the direction in section 90 in only one of the works visited did I find that the special civil officer in charge was invested with summary powers as a Magistrate, and he possessed them before being posted to charge of relief works. The Collectors with whom I discussed this subject said that they did not consider that such powers were necessary, and that they had declined to recommend their being granted. As far as I could hear, these special civil officers were performing the duties required of them satisfactorily, though many of them had been very helpless in the first instance, and until they had been taught their work by the Public Works officer or subordinate attached to the work. I found however a very strong feeling among all the Public Works officers regarding the position which these men occupied on the relief works under their control. It was said that as they were appointed and dismissed by the Collector they considered themselves independent of the Public Works Department, and were not very ready to recognise the authority of the officers of that department. They were frequently inclined to be obstructive, and either on this account or from sheer timidity, would often hesitate to comply with orders from officers responsible for the works until they had communicated with the Collector. I did not consider it very necessary to enquire very closely into these complaints, though they were made in every district that I visited, but it seems very natural that difficulties of this kind should arise when works are put in the nominal charge of men of this class, who, however well fitted they may be for the special duties assigned to them in section 92 of the Bombay Code, have had no experience in the organisation and management of large bodies of labourers. Many of the works are under the immediate supervision of Assistant Engineers of the Public Works Department, or experienced upper subordinates of very good position, and the co-ordinate or independent position and authority which is given to or assumed by the special civil officer is not unnaturally resented by them. I need not do more than note here the dissatisfaction which is felt on this point, as it is but part of the more general question of the responsibilities and authority of the Civil and Public Works officers respectively in connection with the execution of famine relief works.

25. As part of the same question may be noted the strong objection expressed by the Public Works officers to the whole of section 38 of the Code, with the exception perhaps of clause (*d*), especially when this is read in connection with section 39 (*a*) under which the Executive Engineer of the district is held jointly responsible with the Collector that relief works do not fail in their object. It was urged by all, from the Chief Engineer downwards, that when once large relief works have been started the responsibility for these being carried in accordance with the instructions and spirit of the Famine Code should rest entirely with the Public Works Department, and that the legitimate authority and influence of the Collector in respect of such works could

be effectively exercised without subordinating all the officers of the Public Works staff to officers of somewhat corresponding rank in the Civil Department. Here again I will reserve my opinion for the present, and will only observe that although the anomalous and not very clearly defined position in which Public Works officers are placed by the language of the Code has undoubtedly in some cases produced a good deal of friction and unpleasantness, this has on the whole been much less than might have been anticipated—a result which is due to the good sense of the Civil and Public Works officers concerned. The Famine Code, in section 38 (*c*) and elsewhere ignores the existence of the Superintending Engineer, but in practice the whole work of designing relief works and controlling their management is entrusted by Government to the Superintending Engineer, and all questions in dispute between Collectors and Executive Engineers are as a rule settled by him and the Commissioner, working in harmonious co-operation. Subject to this control, the Collectors appear to have been generally willing to give the Executive Engineers a free hand in the management of relief works, and to have abstained from vexatious interference, while the Engineers on the other hand have endeavoured as far as possible in all cases to meet the views and wishes of the Collector.

In the lower ranks the friction has probably been greater, but however indefinite or unsatisfactory may be the language of the Code in defining the relations between the Civil and Public Works officer, I think that in practice each has been content to leave to the other the duties that naturally belong to him, and that both have worked together, shoulder to shoulder, in this famine campaign. In thus bearing testimony to the good spirit and feeling that has prevailed generally between the two departments, I do not mean to say that the provisions of the Code bearing on this relation are not in need of amendment. That is a question to be considered at leisure later on, but I think it may fairly be said that this cordial co-operation has been attained, not in consequence but in spite of the instructions that are contained in section 38 and other parts of the Code, and by the mutual and creditable forbearance of the officers concerned in both departments.

26. The famine has naturally put a great strain on the Public Works Department in the matter of establishment all over India. In Bombay the stress as regards engineers has been met by restricting leave and by transferring a few officers from Sind, where expenditure has been as far as possible curtailed, to the Deccan, and the services of two Royal Engineer officers have also been placed at the disposal of the Government of Bombay. What is most wanted here as elsewhere for relief operations is an increase in the staff of reliable and experienced upper subordinates. The best of these would be employed in sub-divisions, in the superintendence of the works on two or more charges, while others would be placed in subordinate charge. Five upper and three lower subordinates have been transferred from the Military Works Department to the Bombay Public Works Department, but when the services of such men are required in all the famine-stricken provinces in India much assistance cannot be relied on from this source, and Bombay is the only Province to which such transfers have been made. The Chief Engineer also informed me that great difficulty had been experienced in obtaining cashiers or paymasters for the various charges. These officials are required to furnish security to the amount of Rs. 1,000, but the duration of the appointments is so uncertain and the work is so hard and unpopular that it is difficult to get men of the class that can furnish this security to come forward.

Concluding remarks.

27. It has been my object in these notes to direct attention to those features in the management of relief works in this Presidency which it seems desirable to compare with the practice in other provinces, and I have abstained as far as possible from making any criticisms or recommendations. In conclusion, however, I must observe that the relief works appear to have been conducted in as close conformity with the provisions of the Famine Code as has been possible. It is true that in many matters of detail the practice varies in almost every Public Works division, if not in every sub-division or large charge. This is partly due to the Superintending Engineer or principal controlling officer having been himself very fully employed in the preparation of

new projects, and partly to his own desire to give as much freedom as possible to his divisional officers, leaving each to work out for himself what appeared to be the best method. But now that this varied experience has been gained and large works have been started at which labour will be concentrated, greater uniformity on the most approved lines will be possible. The most noticeable feature in the administration of these relief works has been the gradual substitution of large and useful for scattered and almost useless works, and the success even at this season of the year which is attending the efforts to draw the people to these larger works, and to make them reside on them. It is indeed possible that the works have been too popular, and that for nine months many attended them who were not absolutely without other resources. But there must be an intermediate stage between that in which relief works are altogether unnecessary and that in which a large section of the population is entirely dependent on them, nor can there be any objection on principle to people whose own resources are too slender to entirely support themselves and their families supplementing them by attendance on relief works. The difficulty is to draw the line that will admit these, but exclude those who are really capable of supporting themselves. The first duty of maintaining the health and vitality of the labouring classes has been successfully accomplished in the face of the evils of cholera and plague which threatened on every side, and if the works were at first too popular, so as to attract many who might have kept away from them, the mistake has been on the right side and the Local Government has been prompt to rectify it by the various measures that have been taken, and especially by the arrangements that have been made for opening large and beneficial works which will give employment to those who really need it, but are not likely to attract those who do not. It may safely be said that if unfortunately the present distress should be prolonged the Bombay Government are, as far as relief works are concerned, in a better position to satisfactorily meet it now than they were when operations commenced, whether regard be paid to the intrinsic utility of the works to be executed, or their efficiency as a means of famine relief.

DATED SIMLA ;
26th July 1897.

T. HIGHAM.

No. 81 Foreign (Internal) of 1897, dated Simla, the 8th June 1897.

From the Right Honourable the Governor-General of India in Council to the Right Honourable Lord George F. Hamilton, Her Majesty's Secretary of State for India.

MY LORD,

In continuation of our despatch No. 63 (Internal), dated the 12th May 1897, we have the honour to forward copies of famine statements* for April regarding affected States in Rajputana and Central India, and of other papers, as described in the attached list, which gives recent information as to relief operations. The more important figures for the last three months are summarised in the following tables :—

RAJPUTANA.

(*Area* 127,600 *square miles* : *Population* 12,220,000.)

State.	Affected area in square miles.	Population of affected area.	On relief works.			On gratuitous relief.			Remarks.
			Feb.	March.	April.	Feb.	March.	April.	
Bhartpur ...	1,325	440,000	14,711†	9,165†	10,395†	619	337	360	† Nearly all on ordinary public works.
Bikaner ...	18,750	587,000	13,038	11,350	7,779	2,756	4,266	3,439	
Dholpur ...	1,200	291,000	5,104	5,124	4,017‡	292	413	582	‡ About half on ordinary public works.
Jaisalmer ...	16,000	115,000	971	813	906	11	11	50	
Marwar ...	6,000	235,000	5,281	4,507	4,064	1,180	1,212	1,240	
Total ...	43,475	1,668,000	39,105	30,959	27,161	4,858	6,294	5,671	

* Not printed.

CENTRAL INDIA.

(*Area* 78,200 *square miles* : *Population* 10,319,000.)

State.	Affected area in square miles.	Population of affected area.	On relief works.			On gratuitous relief.			Remarks.
			Feb.	March.	April.	Feb.	March.	April.	
Gwalior ...	4,200	771,000	27,539	42,923*	47,405*	6,998	6,968	12,003	* Inclusive of 20,420 on the Guna-Bara railway.
Baghelkhand.	12,000	1,778,000	64,430	100,910†	115,053†	3,844	2,438	3,511	† Inclusive of 37,180 in March and 54,000 in April on relief works opened by subordinate Ilakadars of Rewa.
Bundelkhand	9,940	1,428,000	66,662	63,995	39,155	10,344	9,642	8,758	
Total ...	26,140	3,977,000	158,631	207,828	201,613	21,186	19,048	24,272	

According to the latest telegraphic returns, the numbers were :—

—	On relief works.	Under gratuitous relief.	Total.	Remarks.
Rajputana	25,968*	7,291	33,259	* Includes 2,710 on ordinary works in Dholpur, and 9,899 on ordinary works in Bhartpur.
Central India... ...	225,131†	24,962	250,093	† Includes 54,000 on relief works opened by subordinate Ilakadars of Rewa.

2. In Rajputana the rabi harvest was fair to good, except in the Tonk pargana. The harvesting operations caused a considerable temporary decrease in the numbers under relief. There has been a fairly general, if moderate, fall in the prices of nearly all food-grains ; but it is improbable that prices will approach the normal until the prospects of the kharif crop are secured. The arrangements for famine relief appear to be, on the whole, satisfactorily conducted. The works, opened or ready to be opened, are believed to be sufficient for all requirements, and the general condition of the people has improved. Emigration has practically ceased. The number of emigrants from Jaisalmer has been large, but even in ordinary years a very large proportion of the population leave the State during the cold weather months ; some to graze their cattle in the direction of Malwa, and others in search of employment in Sind, where high wages are generally obtainable on canal works or on field labour on canal-irrigated lands. In the past season there were over 20,000 emigrants, most of whom are believed to have gone to Sind. No complaints on the subject of immigration have, however, been received from that province. The emigrants are now returning to prepare their lands for the kharif sowings, and arrangements have been concerted for providing relief where required. Such operations in Jaisalmer are hampered by the extreme scarcity of drinking water ; in this respect, the position was somewhat improved by the fall of an inch of rain towards the end of April.

Surgeon-Lieutenant Wall, of the Indian Medical Service, was deputed in the middle of May to assist the Political Agent in the Eastern States of Rajputana in matters connected with famine relief. He immediately visited the southern portion of Bhartpur where conditions are worse than in the north of the State. He found everything in satisfactory order and reported that there was no distress and that none need apparently be anticipated, as ample work was being offered at reasonable wages.

Speaking generally, it may be said that there is an improvement in conditions and prospects in Rajputana, except in the Tonk State as to which the last report indicates that, unless the rains are punctual and adequate, distress may become widespread.

3. In Central India the position is still very serious.

The April returns for Bundelkhand showed, as anticipated by the Political Agent, a large decrease in the numbers on relief in the southern states accompanied by an increase in the northern; the net decrease was nearly 25,000, or about 39 per cent. of the total. The figures have risen again now that the rabi harvesting and the collection of the mohwa flowers have been completed, but it appears reasonable to hope that, in the southern half of the Agency, the worst is now over.

In the north the distress is growing more and more acute: a selected European Assistant Surgeon was sent to Nowgong early last month to assist Captain Ramsay. In Baghelkhand there is no material change. The Political Agent reports that supplies are sufficient and that there is no deficiency of fodder or pasture; but the mohwa crop unfortunately suffered from cloudy weather. There has been no recrudescence of cholera.

Famine relief operations in Gwalior appear now to be satisfactorily and systematically conducted. The percentage of population under relief throughout the affected area in Gwalior was 4·89 in the week which ended on the 15th May: in the previous week the similar percentage in 18 distressed districts of the North-Western Provinces was 4·98. The Darbar have recently brought back to their own territory and provided employment for over 6,000 persons who were found on relief works in the North-Western Provinces. A large number of immigrants from British India and other Native States are under relief in Gwalior.

Colonel Barr is able to report that arrangements have been made for famine relief in the Alampur pargana of the Indore State which will, in his opinion, prove adequate.

4. In Hyderabad the numbers on relief works at the beginning of May were just under 24,000; in the second week of May they fell to under 18,000; but in the third week there was a rise to over 27,000, and for the weeks which ended on the 24th and 31st May, the totals, including 1,410 and 2,812 on gratuitous relief, were 28,475 and 40,537. There was reason to apprehend that the relief operations undertaken by the Nizam's Government were extravagantly managed. We accordingly called for information under specific heads and await the Resident's reply. In the meantime Mr. Chichele-Plowden has transmitted a summary prepared by Mr. Dunlop, Senior Member of the Board of Revenue under the Hyderabad Government, who has charge of famine matters. Relief works, estimated to cost over 2½ lakhs, are in progress; orders have been issued for opening others, estimated to cost Rs. 68,000; and a programme of other works is maintained. Mr. Dunlop is of opinion that, as soon as the monsoon breaks, relief works will practically be closed; he adds, however, that His Highness's Government are fully prepared to meet any contingency. The large exports of grain from the Nizam's territories to the Bombay Presidency have continued; prices in Hyderabad are now rising to the Bombay level.

We have, &c.,

(Signed) ELGIN.
" G. S. WHITE.
" J. WESTLAND.
" J. WOODBURN.
" M. D. CHALMERS.
" E. H. H. COLLEN.
" A. C. TREVOR.

No. 93 Foreign (Internal) of 1897, dated Simla, the 29th June 1897.

From the Right Honourable the Governor General of India in Council to the Right Honourable Lord George F. Hamilton, Her Majesty's Secretary of State for India.

My Lord,

In continuation of our dispatch No. 81 (Internal), dated the 8th June 1897, we have the honour to forward copies of famine statements* for May regarding affected States in Rajputana and Central India, and of other papers, as described in the attached list, which give recent information as to relief operations. The more important figures for the last three months are summarised in the following tables :—

RAJPUTANA.

(*Area* 127,600 *square miles. Population* 12,220,000.)

State.	Affected area in square miles.	Population of affected area.	On relief works.			On gratuitous relief.			Remarks.
			March.	April.	May.	March.	April.	May.	
Bhartpur ...	1,325	440,000	9,165†	10,395	9,899†	387	360	348	† Almost all on ordinary public works.
Bikaner ...	18,750	587,000	11,350	7,779	6,509	4,266	3,439	3,673	
Dholpur ...	1,200	291,000	5,124	4,017‡	4,343‡	418	582	658	‡ About half on ordinary works.
Jaisalmer ...	16,000	115,000	813	906	1,409	11	50	94	§ On State works 662—515 being employed on the Chabra section of the Guna-Bara railway. On private works 2,056.
Marwar ...	6,000	235,000	4,507	4,064	5,394	1,212	1,240	1,269	
Tonk ...	595	114,000	63	*Nil*	2,718§	1,302	1,906	1,953	
Total ...	44,070	1,782,000	31,022	27,161	30,272	7,596	7,577	7,995	

CENTRAL INDIA.

(*Area* 78,200 *square miles. Population* 10,319,000.)

State.	Affected area in square miles.	Population of affected area.	On relief works.			On gratuitous relief.			Remarks.
			March.	April.	May.	March.	April.	May.	
Gwalior ...	4,200	771,000	42,923	47,405	58,090†	6,968	12,663	13,188	† Inclusive of 14,000 on the Guna-Bara railway.
Baghelkhand	12,000	1,778,000	100,910‡	115,053‡	124,000‡	2,438	3,511	4,556	‡ Inclusive of persons relieved by subordinate Ilakadars of Rewa.
Bundelkhand	9,940	1,428,000	63,995	39,155	57,126	9,642	8,758	7,028	
Total ...	26,140	3,977,000	207,828	201,613	239,216	19,048	24,272	24,772	

HYDERABAD.

(*Area* 82,697 *square miles. Population* 11,537,000.)

State.	Affected area.	Population of affected area.	On relief works.		On gratuitous relief.		Remarks.
			April.	May.	April.	May.	
Hyderabad ...	8,500	1,102,000	24,000	31,417†	*Nil*	374‡	† Inclusive of 1,489 on ordinary works. ‡ Exclusive of 3,523 non-working children.

2. In Rajputana, the condition of the people for the most part continues good. In the Bhartpur State, owing to a good rabi harvest, the famine is practically at an

* Not printed.

end. Elsewhere the new crop has put money into the pockets of the cultivators, has caused a fall in prices, and is enabling many poor people to tide over the season of distress. Rain fell slightly in Bikaner and Tonk during the month, and preparations are being made for the autumn sowings. Food-stocks are generally sufficient; where this is not the case, grain is freely imported. In Dholpur distress is said to prevail, but not famine. Adequate relief measures have been adopted. The action of the Darbar in the matter has been creditable.

3. In Central India the condition of the people varies from moderate to good, except in parts of Bundelkhand where it is bad as the rabi harvest and mohwa crop more or less failed. From Panna acute distress is reported. This State is somewhat inaccessible, and the orders issued by the Darbar for the relief of distress have been neglected by the subordinate officials. Steps are being taken to remedy this. Numbers of Rewa subjects, found on relief works in the neighbouring districts of the North-Western Provinces, have been brought back and given relief in their own State. The total of Gwalior subjects thus recalled exceeded 9,000 on the 9th of June.

4. The Hyderabad Government maintain that no famine, properly so called, prevails within the Nizam's territory. The condition of the people is good. Relief, where needed, is obtainable. Food-stocks are sufficient. In the Lingsugur district the loss of cattle from want of fodder has been considerable, but recent rain will have improved the pasture. The people are now occupied in preparing their lands for the monsoon sowings.

5. According to the latest telegraphic returns received up to the 23rd June 1897, the numbers were—

—	On relief works.	Under gratuitous relief.	Total.	Remarks.
Rajputana	26,828*	8,476	35,304	* Inclusive of about 10,000 on ordinary works.
Central India	185,899†	24,464	210,363	† Allowing for about 50,000 on works maintained by subordinate Ilakadars of Rewa.
Hyderabad	16,601	714	17,315	

These figures indicate a net decrease of over 16 per cent. as compared with the numbers under relief at the end of May. There was good rain in every Agency in Central India during the week, and a fair fall in many parts of Rajputana.

We have, &c.,

(Signed) ELGIN.
" G. S. WHITE.
" J. WOODBURN.
" M. D. CHALMERS.
" E. H. H. COLLEN.
" A. C. TREVOR.

No. 114 Foreign (Internal) of 1897, dated Simla, the 28th July 1897.

From the Right Honourable the Governor-General of India in Council to the Right Honourable Lord George F. Hamilton, Her Majesty's Secretary of State for India.

My Lord,

In continuation of our despatch No. 93 (Internal), dated the 29th June 1897, we have the honour to forward copies of famine statements for June and of other papers, as described in the attached list, regarding affected States in Rajputana and Central India, and Hyderabad. The more important figures for the last three months are summarised in the following tables. The general situation has greatly

improved in July, and particularly in the last fortnight. There has been adequate rain throughout practically the whole of Rajputana and Central India, and during the last week there have been moderate to good falls in the distressed portions of Hyderabad.

RAJPUTANA.

(*Area* 127,600 *square miles. Population* 12,220,000.)

State.	Affected area in square miles.	Population of affected area.	On relief works.			On gratuitous relief.			Remarks.
			April.	May.	June.	April.	May.	June.	
Bhartpur ...	1,325	440,000	10,395*	9,899*	7,051*	360	348	398	* Almost all on ordinary public works.
Bikaner ...	18,750	587,000	7,779	6,509	4,839	3,439	3,673	2,018	† About half on ordinary works.
Dholpur ...	1,200	291,000	4,017†	4,343†	4,568	582	658	1,267	‡ Including 228 children fed gratuitously and 23 on ordinary works.
Jaisalmer ...	16,000	115,000	906	1,409	1,753‡	50	94	181	§ On State works 662—515 being employed on the Chabra section of the Guna-Bara Railway. On private works 2,056.
Marwar ...	6,000	235,000	4,064	5,394	5,932	1,240	1,269	1,342	
Tonk ...	750	134,000	*Nil.*	2,718§	4,120‖	1,906	1,953	3,351	‖ On private works 1,974.
Total ...	43,925	1,802,000	27,161	30,272	28,263	7,577	7,995	8,557	

CENTRAL INDIA.

(*Area* 78,700 *square miles. Population* 10,319,000.)

State.	Affected area in square miles.	Population of affected area.	On relief works.			On gratuitous relief.			Remarks.
			April.	May.	June.	April.	May.	June.	
Gwalior ...	4,200	771,000	47,405	58,090*	42,014	12,003	13,188	10,497	* Inclusive of 14,000 on the Guna-Bara Railway.
Baghelkhand	14,500	1,778,000	115,053†	124,000‡	34,205‡	3,511	4,556	5,166	† Inclusive of about 54,000 persons relieved by subordinate Ilakadars of Rewa.
Bundelkhand	9,940	1,428,000	39,155	57,126	46,934	8,758	7,028	6,667	‡ Exclusive of persons relieved by subordinate Ilakadars of Rewa; no accurate return of these is to hand.
Total ...	28,640	3,977,000	201,613	239,216	123,153	24,272	24,772	22,330	

HYDERABAD.

(*Area* 82,697 *square miles. Population* 11,537,000.)

Affected area in square miles.	Population of affected area.	On relief works.			On gratuitous relief.			Remarks.
		April.	May.	June.	April.	May.	June.	
9,000	1,219,000	24,000	31,417*	12,493†	...	374‡	1,463§	* Inclusive of 1,489 on ordinary works.
								† Inclusive of 925 on ordinary works.
								‡ Exclusive of 3,523 non-working children.
								§ Exclusive of non-working children.

2. In Rajputana the monsoon rains, which broke in the middle of June, ceased again almost immediately, and many persons who had left the relief works to attend to agriculture were shortly forced to return. In Jaisalmer and Marwar the rise in numbers under relief in June was largely due to the annual reflux of emigrants who had taken their cattle to distant grazing grounds. Finding themselves on return unable to prepare their lands owing to the holding off of the rains, they were obliged to resort to the relief works. In Tonk the continued high prices

and the late arrival of the monsoon caused an increase in distress. In Bikaner the numbers in receipt of relief have fallen, but the first kharif sowings proved a failure. The figures for Dholpur indicate a marked increase of distress, but a good rainfall in the second week of the current month has improved the position. In Bhartpur, as intimated in the Viceroy's monthly famine telegram of the 11th July, distress is now practically at an end, and a telegram from Rajputana, dated the 26th July, reports that in Marwar scarcity is at an end for the present, the labourers under relief have left, and the earthwork on the proposed railway extension from Balotra to Shadipali is being carried on as an ordinary work.

3. In Central India the arrangements for relief remain unchanged. The rainfall in the middle of June called many persons away from relief works to attend to autumn sowings, and the numbers under relief have considerably decreased. Colonel Barr considers that, owing to the recent rain, Bundelkhand and Baghelkhand will be free from anxiety for the next month at least. In Gwalior there was a slight outbreak of cholera in June: those who left the State in the earlier part of the year have now returned to their lands. Since January last nearly a thousand masonry wells have been completed or started in the affected area with funds advanced by the Darbar. The action of the Darbar has given a great impetus to the construction of similar wells by zamindars and cultivators without aid from the State. Much attention is being paid to protective irrigation works; 243 *bands* have been started as relief works, and most of these have been completed; five inundation channels, with an aggregate length of 23 miles, have also been constructed as relief works.

4. The numbers in receipt of relief in Hyderabad have fallen 60 per cent. There was good rain at the commencement of June in the affected area, except in Parendah, and sowings were generally commenced; subsequently the rains held off, and, except in two talukas of the Lingsugur district, the position became very unsatisfactory. The kharif crop was endangered, and cholera is prevalent throughout the country, though the relief camps are reported to have escaped. Slight rain fell about the 12th July, and the falls of the last few days have considerably improved prospects in the affected area; prices, however, continue high, and the mortality among cattle and the weak condition of the surviving animals are causing anxiety. The Nizam's Government have made a fresh allotment of two and a half lakhs of rupees for immediate relief.

5. According to the latest telegraphic returns, the numbers under relief were—

—	On relief works.	Under gratuitous relief.	Total.	Remarks.
Rajputana	12,930*	6,646	19,576	*Inclusive of 3,474 on ordinary works, but exclusive of Marwar and Bhartpur (*see* paragraph 3).
Central India	73,175	20,519	93,694	
Hyderabad	11,561	1,366	12,927	

These figures indicate a net decrease of over 70,000 as compared with the numbers under relief at the end of June.

We have, &c.,

(Signed) ELGIN.
" G. S. WHITE.
" J. WESTLAND.
" J. WOODBURN.
" M. D. CHALMERS.
" E. H. H. COLLEN.
" A. C. TREVOR.

No. 67 (Famine), dated Simla, the 8th September 1897.

From the Governor-General of India in Council to the Right Honourable Lord George F. Hamilton, Her Majesty's Secretary of State for India.

My Lord,

In paragraph 4 of Your Lordship's despatch No. 81 (Revenue), dated 20th May 1897, concerning the famine and famine operations in India, our attention was directed to the large number of persons placed on gratuitous relief in Bengal and the North-Western Provinces and Oudh, and to the undesirability of giving gratuitous relief on an excessive scale early in the season.

2. Before the receipt of Your Lordship's despatch the subject, as will be seen from the famine correspondence weekly forwarded by us, had, as regards Bengal, engaged our attention, and we had been in communication on the matter with the Local Government. We had not discussed the subject with the Government of the North-Western Provinces and Oudh as we were satisfied from the Local Government's monthly famine proceedings, and from the prompt measures taken on several occasions by Sir A. P. MacDonnell to reduce the numbers relieved gratuitously in their homes when such relief appeared to have been too liberally given by the district officers, that strict vigilance in this respect was being exercised.

3. We now forward for Your Lordship's information a copy of the reports* made by the two Local Governments on the point raised in Your Lordship's despatch, and a copy of our reply* in each case. With regard to the North-Western Provinces and Oudh, it will be seen from the Local Government's letter that the high ratio of 41 per cent. which the numbers on gratuitous relief bore to the total number receiving relief in those provinces in the first week of April was due to a temporary decrease of nearly half a million in the relief work population, owing to harvesting operations and the substitution of piece for task-work in the less distressed districts. If the ratio is struck on the March figures, or again on the May figures, when the relief work population again rose to close upon one million, the percentage is found to be only 33. We agree with Sir A. P. MacDonnell that a percentage of 33 for gratuitous relief of all kinds is not excessive if regard be had to the exceptional intensity of the distress in a large portion of the provinces. We also agree with the Lieutenant-Governor that a distinction requires to be drawn between gratuitous relief given at the relief works to incapable dependants of relief labourers, or gratuitous relief given in poor-houses, and gratuitous relief in the homes of the people. In the two former classes of gratuitous relief a self-acting test of distress is in operation, namely, residence on the works in one case and residence in the poor-houses in the other. In the case of gratuitous relief in the homes of the people there can be no such test, and the personal discernment and discretion of the relieving officer have to be exclusively relied on. The letter of the Local Government will show Your Lordship the precautions which Sir A. P. MacDonnell has from the first taken to keep this form of relief within the narrowest limits compatible with the preservation of life. In the first week of April the percentage of persons gratuitously relieved in their homes to the total population did not exceed 3·5 per cent. in the Banda district,* and in four other districts where distress was nearly as severe as in Banda it did not reach three per cent. It is the Lieutenant-Governor's intention to discontinue gratuitous relief throughout the provinces by the end of the present month, as the early grain crops which promise well will by that time be ripe, and prices are expected then to fall.

* Banda 3·5 per cent.
Allahabad 2·0 per cent.
Jhansi 1·7 per cent.
Jalaun 2·8 per cent.
Hardoi 2·3 per cent.

4. The high proportion borne by the numbers receiving gratuitous relief in their homes to the total population and to the relief work population in the Bengal districts has occasioned us much perplexity. After attentively considering all that

* Not reprinted.

the Government of Bengal has urged in explanation of the figures, we have come to the conclusion that there is now no cause for uneasiness as to the administration of this form of relief in Behar. The special establishments employed in the Behar districts for famine work are strong, and they minutely supervise the gratuitous lists. The numbers on the lists in Behar have of late declined considerably, and the Local Government, anticipating a substantial fall in prices, proposes to entirely discontinue such relief by the end of the present month. In some districts outside Behar gratuitous relief was given for a short time on an excessive scale, but this has now been rectified. In the whole province the number of persons† on gratuitous relief in their homes has fallen during the last five weeks from 431,752 to 238,987. In the Nuddea district alone the number has fallen from 58,257 to 9,490.

† 31st July	431,752
7th August	351,638
14th August	303,574
21st August	273,830
28th August	238,987

We have, &c.,

ELGIN.
G. S. WHITE.
J. WESTLAND.
J. WOODBURN.
M. D. CHALMERS.
E. H. H. COLLEN.
A. C. TREVOR.

REPORT ON THE MANAGEMENT OF FAMINE RELIEF WORKS, BY MR. T. HIGHAM, C.I.E., LATELY ON SPECIAL DUTY IN CONNECTION WITH FAMINE RELIEF OPERATIONS.

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1. On my arrival at Bombay on the morning of 15th May, on return from privilege leave, I received a telegram from the Government of India, informing me that I had been placed on special duty for the purpose of visiting relief works in progress under different local Governments, and directing me to await further orders in Bombay. On the 17th I received a copy of the Resolution of the Government of India, Department of Revenue and Agriculture (Famine), No. 20-F.—157-I., dated 12th May 1897, and other subsidiary instructions, in accordance with which I visited a number of typical relief works in the Bombay Presidency, and afterwards in the Central Provinces, in the North-Western Provinces and Oudh, in Bengal, and in the Madras Presidency. Particulars of my tour in each province have been given in the inspection notes which have already been submitted to the Government of India, advance copies having also been forwarded to the Local Governments concerned. Burma and the Punjab were not visited, the former being too far away, while relief works in the latter were practically at an end by the time that I left the Madras Presidency. I arrived at Simla on the 21st July, and remained on deputation until the 1st of August, when I resumed my ordinary duties in the Public Works Department.

Provinces visited.

2. In the notes already submitted on the relief works in each province information has been given regarding the various matters mentioned in the second paragraph of the Resolution already quoted. In the present report I propose to collate many of the particulars that have been given in the inspection notes, and to offer such suggestions for the future management of relief works as have occurred to me in the course of my enquiries.

Provincial notes.

3. The first question to be considered is that of the classification of famine labourers, and the rates of wages that should be paid to them. The directions in all the Famine Codes are that adult labourers are to be divided into four classes as follows :—

Classification of daily labourers as prescribed in the Famine Codes.

A.—Able-bodied persons accustomed to labour of the kind required on ordinary works, *i.e.*, professional labourers.

B.—Able-bodied persons accustomed to labour, but not labour of the kind required on ordinary works, *i.e.*, labourers, but not professional.

C.—Able-bodied persons not accustomed to labour, *i.e.*, able-bodied, but not labourers.

D.—Persons not able-bodied, but fit for light employment on relief works, *i.e.*, weakly.

Each class is divided into two sub-classes—for men and women, and there are thus eight distinct classes according to which both tasks and wages are regulated.

In addition there are two classes of children, for each of which a different wage and task is prescribed. In many cases I found that the children were also sub-divided into classes A, B, and C, and the task-tables of some of the Codes are framed on the assumption that the children are so sub-divided.

The task-tables in the Madras Code have been drawn up on the supposition that each gang shall consist of workers of the same class, *i.e.*, that there shall be A, B, and C gangs, the task for which will depend on the number of child units in the gang, the task for a child unit being given in the table. I understand that the gangs were originally formed in this way, but at the time of my visit all the gangs were treated as belonging to class B, and great simplicity was thus gained, though with a loss of efficiency, economy and discipline, as the system involves paying all workers on a uniform wage scale, irrespective of their capacities. In Bombay, where the Code system has been adhered to more closely than elsewhere, the gangs were made up by families or villages, and included labourers of all classes, the task for the gang being the total of the tasks for the individual diggers included in it, as given in the standard task table, while the number of carriers was so proportioned that the total of the tasks of the individual carriers as obtained from the same table might be approximately equal to the total of the digger's task.

4. The classification prescribed by the Code is of use only for the purpose of determining the task and wage. In some of the monthly Famine Returns (*e.g.*), those of Bengal, Central Provinces, Bombay, and the Punjab, the numbers in each class are recorded, but even if the initial classification is correctly made, the exhibition of the numbers of men, women, and children in each class involves an amount of labour and a complication of the returns which is hardly justified by the value of the information given for statistical purposes. As a matter of fact, however, the figures that have been submitted are wholly unreliable and worthless for all purposes of comparison. It has been pointed out in paragraph 4 of my notes on the Central Provinces and paragraph 6 of those on Bengal, that the classification shown in the monthly Famine Returns of those provinces bears no relation to the actual classification upon which wages have been regulated, and in the case of the Central Provinces the returns are also affected by the fact that children are not shown separately, but are all included in class D. In Bengal the returns are complicated by the introduction of a new or special class, which includes all workers who are not regularly tasked. In the North-Western Provinces the Famine Returns do not show any classification of labourers at all. Apart from all this the classification is by no means uniform in different provinces. In Madras children from the 12 and 16 years of age are all included in the returns of adults, as men or women, according to sex, whereas in other

Want of uniformity in classification of labourers.

provinces they are returned as *children*. In Bengal children below the age of 10 years are not admitted as workers, whereas in other provinces the minimum limit of age for working children is 7 years. Such statistics of the number of men, women, and children in the different classes are therefore quite useless for purposes of comparison, for not only does the system of classification vary in each province, but the returns when submitted are not always in accordance with the actual classification in force, according to which wages have been regulated.

Code system of classification requires modification.

The elaborate system of classification contemplated in the Codes is very unsuitable for relief-works, and may be said to have broken down everywhere. It has been followed as faithfully as possible in Bombay and the Punjab, but even in these provinces the tendency has been to classify according to the actual outturn of work, or in other words, to determine the class by the task achieved, instead of adjusting the task to the class. In some cases this is done by putting all at first in a low or the lowest class, and transferring those who do more than the task prescribed for this class into a higher one, or in some way or other paying them a higher wage ; in others the workers are put into a high class, and if their tasks are short are either transferred to a lower class or fined, so that the wage is brought down to that of the class below. In short, the system of an *à priori* classification of workers before they are put to work, according to their apparent condition or antecedents, has given way to one in which the determination of the class and wage practically depends on the qualification of the worker as proved in practice. There is little advantage in the Codal distinction between a worker of class B and one of class C if the lower wage given to the latter is nearly proportional to the lower task assigned to him, and it is simpler in every way to say at once that if a man can perform the B task he will receive the B wage, and that if he is unable to do more than the C task he will receive the C wage.

Provincial variations from the Code system of classification.

6. In other provinces the Code system of classification has been given up altogether. The Government of Madras proposed to put all persons capable of doing any task at all into either class A or class B, and to reserve class C for those who fall under the code definition of class D and are unable to do more than a purely nominal class, thus abolishing one class altogether. The actual practice on the relief works visited by me went further than these proposals, and in fact all the workers, including those who could not be tasked at all, were placed in class B, so that there was but one class.

A departure in an opposite direction from the strict letter of the Code was introduced by the Government of the North-Western Provinces with the object of simplifying the classification, and was promptly adopted with unimportant variations in the Central Provinces and in Bengal. Class A was nominally retained for a few workers of special qualifications, but the rest of the workers were divided into two classes, the wages of which were the Code wages of classes B and D. All men who were diggers were paid as class B, and all other adults, that is, the whole body of carriers, received the wage of class D, which is the minimum wage contemplated in the Code. The reasons which have been put forward in justification of this system are stated in paragraph 4 of my notes on the relief works in the North-Western Provinces, and it is unnecessary to repeat them here ; but it may be remarked that while the task given to the carrier on the D wage in the North-Western Provinces is in most cases very light, it is, as a rule, by no means light in Bengal, where an almost identical system of classification hasbeen adopted.

Madras and North-Western Provinces systems of classification.

7. The proposals of the Government of Madras were not accepted by the Government of India, on the ground that they involved paying a higher wage to individuals belonging to the non-labouring and weakly classes (*i.e.*, classes C and D) than was contemplated in the Famine Codes, or than had been found necessary in

other parts of India. My provincial notes show indeed that the practice in most provinces has gone further in the opposite direction than was perhaps realized by the Government of India when these orders were passed, and that in the North-Western Provinces, in the Central Provinces, in Bengal and to some extent also in Bombay, class C has been eliminated by absorption into class D rather than into class B, while the numbers of workers actually in receipt of the D wage have been much greater than indicated in the Famine Returns.

The system of classification initiated by the Government of the North-Western Provinces has never been formally sanctioned by the Government of India in supercession of that prescribed in the Famine Codes. The North-Western Provinces Circular No. 18-P.W., dated 1st December 1896, in which this system was first formulated, was indeed forwarded to the Government of India as a collection of rules, based on the experience gained in the Bundelkhand famine of 1896, which had been drawn up in the Public Works Department, for the guidance of officers employed on relief works, and as such it was circulated to other provinces for information. It may thus be said that the rules as a whole were tacitly and provisionally approved at a time when famine relief operations were in full progress all over the country, and when much was necessarily left to the discretion of the Local Governments. The value of the rules has since been amply demonstrated by the excellent results attained under them, and the readiness with which they have been adopted almost without modification in two other provinces. But the fact that under these rules all who were unable to dig, that is, the great majority of relief workers, would be entitled to no more than the D or minimum wage, and would in case of short tasks be liable to fines which would still further reduce the wage, was not very prominently brought forward in the new rules, and it cannot be said that this method of classification has been formally and finally approved by the Government of India in supersession of that prescribed in the Famine Codes.

Question to be decided in regard to future classification.

8. I do not propose to discuss here the sufficiency of the wage of class D as a pure subsistence wage, which has been disputed by the Government of Madras, but assuming it to be sufficient, the question to be considered is whether the fourfold classification of the Famine Code should be given up, and whether we should put into this class, which will be entitled to what may be considered an adequate subsistence wage, all relief workers who are capable only of carrying, or of any other task that may be easily acquired after a little practice by all who come to the works, such as metal-breaking ; and whether we should offer a higher wage only to those more expert and able-bodied labourers who are able to handle a pick or *phaorah*, or to undertake other tasks which are beyond the capacity of the majority of the workers, but upon the performances of which the effective employment of this majority depends. This simpler system of classification differs entirely from that prescribed in the Famine Codes, which apart from its greater complication is open to the objection that it pre-supposes on the part of the official who makes the initial classification a knowledge of the antecedents of each individual, or a power of judging his physical condition, which the officers in charge of works cannot often be expected to possess.

Recommendation of the principle of the North-Western Provinces system of classification.

9. The arguments in favour of this simpler system of classification have been stated with sufficient fulness in paragraphs 4 and 35 of my notes on the famine relief works in the North-Western Provinces, and so long as the average task for the carriers, or, speaking more generally, for all workers who are put into class D, is not in excess of what may be legitimately expected from those who may be put into this class, these arguments may I think be accepted. But in the absence of a simple and definite standard for the task of worker in class D there is a danger that under favouring conditions the task may be excessive, and either that the workers may be insufficiently paid at the D wage when regard is paid to the work taken out of them, or that they may be unable to perform the task, and will therefore either receive less than even the D wage, or will be indirectly prevented from coming to the works. On the other hand, there is also a danger, in the absence of such a standard, that the task for workers of class D may tend to

become lighter than by proper arrangement is really necessary, so that the cost of the work done will be greatly increased, while the workers will be demoralized by the lightness of the task assigned to them.

If a satisfactory standard task can be proposed, I consider that the North-Western Provinces system may safely be accepted as the basis for the future classification of relief workers, but I would also recommend that *wherever circumstances will permit* the workers in this class D shall be afforded an opportunity, similar to that which is now given them under the "modified intermediate system" in those provinces, of earning a somewhat higher wage on the performance of a task in considerable excess (say 25 per cent.) of the standard. I will explain presently how this can be arranged in practice. I think that for reasons given in paragraph 20 of my notes on the relief works in North-Western Provinces the *morale* of the workers will be greatly improved whenever the stimulus of this extra wage can be given, and that if we place the great body of the workers on what we consider to be only a bare subsistence wage, the minimum wage of the present Famine Codes, we should, whenever we can, give them the opportunity of earning a small extra pittance by doing a proportionate amount of extra work. This opportunity of earning an extra wage is not however an essential, though it may be a desirable, addition to the original North-Western Provinces system, and its adoption as part of the task-work system of the portion may be left to the discretion of the local authorities.

Want of a standard for the task of an average carrier unit.

10. The adoption of the North-Western Provinces system of classification therefore depends upon the determination of a standard task for the worker in class D, or, in the case of earthwork, for the average carrier unit. Fortunately this is not as difficult a matter as may at first sight appear. The task for a digger varies within a very wide range on different works and often indeed on the same work, according to character of the soil and the expertness of the workers, and in its determination a wide discretion must be given to the local officers. But in India almost all the labouring classes, and especially the women and children, who form the majority of the carriers on relief works, are so well accustomed to carry loads on their heads that one is almost as expert in this work as another, while the character of the soil does not greatly affect the determination of the task. It is affected only by two considerations, the variations in the length of lead and height of lift, and the general physical condition of the people. The former of these can be eliminated by the adoption of a rational formula for the determination of the "*reduced lead*," which is a matter for experts, and there remains only the second. If the physical condition of the people were the same everywhere, we might fix a standard task for the carrier unit in terms of the "*reduced lead*," which might be adopted all over India. This is hardly possible, but the correction required on account of physical condition should not vary greatly, if at all, within the same district, or even within the same province, and there will probably be little difficulty in fixing for each province a standard task for the carrier unit which should be lowered or raised only under the direct orders of some high authority, such as the Superintending Engineer or the Commissioner.

I have appended to this report a note on the task for a carrier unit which is submitted as a contribution to the future discussion of this subject, and will at least serve to explain more fully what has been said above in regard to it. On this subject of tasking I have only to add that the Bengal and Punjab practice of fixing the task for the sub-gang, comprising generally about four diggers with the necessary complement of carriers, appears to me preferable to the system of setting the task either for a whole gang or for the individual digger and his party.

Standard tasks for road-metalling.

11. In the case of road-metalling works the determination of a standard task for the worker in class D is not so easy, as it will depend on the quality of the stone. It must therefore be left to the local engineers to determine the number of breakers required for a given quantity of road-metal, somewhat in the manner proposed in the instructions referred to in paragraph 27 of my notes on relief works in the North-Western Provinces.

12. If the principles stated in three preceding paragraphs are accepted, we may now proceed to consider the question of the future classification and wages of relief-workers. I would propose to divide all adult workers into three classes, which for the present may be called X, Y and Z, so that they may not be confused with the classes under the existing notation. For the sake of brevity these classes may be called respectively Special, Digger and Carrier, though in the case of the two last these terms will not quite accurately connote the work that they will be required to perform.

Proposed future classification of daily labourers.

Class X, or the Special class, will include all workers of special qualifications, of whom a certain number will be required on the work that cannot be attracted by the wage paid to members of class Y or class Z. It will include generally only mates in charge of the gangs, *kahars* for supplying water to the workers, and specially expert quarrymen. No more men should be entertained in this class than are absolutely necessary for the proper prosecution of the work, and as a general rule they should not exceed a certain percentage on the number of workers, which will vary according to the character of the work, and should be prescribed by high authority. Ordinarily the wages paid to this class should not exceed that prescribed under existing Codes for a male in class A, *i.e*, the cash equivalent for 21 *chataks* of grain, which will be the normal wage of the class. It may, however, be left to the discretion of the Commissioner or Superintending Engineer to sanction a higher wage, on sufficient reason being shown, for particular classes of workers or on particular works.

Class Y, or the Digger class, will ordinarily comprise all able-bodied male workers who are capable of performing a full digger's task, but more generally all able-bodied men who are required to perform tasks, whether in quantity or kind, which are beyond the capacity of those who will be relegated to class Z. Thus on road-metalling operations class Y will include men employed in ordinary quarrying operations, or on sledging or breaking up the larger blocks of stone from which spawls are supplied to the breakers, and also all those employed on consolidation, when the rammers used are not of very light weight. Men in class Y may occasionally be employed on work usually given to those in class Z, *i.e.*, on carrying or on breaking road-metalling when circumstances render this necessary, as for instance in the case of earthwork with a very long lead in which the diggers can excavate more than the carriers can remove, or in the case of road-works when the stones to be broken lie close at hand, and require no quarrying or slicing, so that practically all the workers are breakers or carriers. In all such cases, however, a worker in class Y should be required to perform a task 50 per cent. in excess of that set for a unit in class Z, or he will otherwise be ineligible for the Y wage. The Y wage and task should, however, only be allowed in such cases when the worker has been originally admitted into class Y, and is put on work ordinarily given to class Z temporarily, or as a matter of convenience. When the work is of such a character that proper employment on work ordinarily given to men of class Y cannot be regularly found for all of this class that come to the work, the number actually required for this work would be selected for this class, the remainder, which should include the weakest workers, being relegated to class Z and given the Z task and wage.

The wage for class Y will be that of a male in class B under present Codes, *i.e.*, the cash equivalent for 19 *chataks* of grain.

Class Z, or the Carrier class, will include the majority of the workers, the worker men and those unable to dig, and almost all the women and big children. On earthwork they will be employed as carriers and sometimes on dressing and tidying up. On road-work they will act either as carriers or breakers. Members of this class may sometimes be employed on digging, as suggested in paragraph 12 of my notes on relief-works in the North-Western Provinces, but in that case they should be given a half task, *i.e.*, two of them should be counted as a digger unit, and they should receive only the Z wage.

The wage of class Z might be that of a woman in class D under present Codes, that is, the cash equivalent of 13 *chataks* of grain.

13. It seems to me unnecessary to make distinctions within these classes between men and women as regards either wages or tasks. There will probably never be any women in class X or class Y, but if a woman is required in either of these classes, and can do the work and task required from the male, she should be allowed the wage of the class. Nursing mothers might also be enrolled in class X until the child has two teeth in either jaw, but they would be employed and tasked as carriers, although receiving the X wage, no allowance being made for the child. As to class Z the Code wages for present class D are the cash equivalent of 14 *chataks* for a man and 13 *chataks* for a woman, but in practice under the system of paying to the nearest pice the wages of a man and woman in this class are often identical. Thus, as shown in paragraph 5 of my notes on North-Western Provinces, the wages are identical for a grain rate of 10 seers to the rupee, but a man gets one pice more than a woman when the grain rate is 12 seers to the rupee. Even at the latter rate the wage of the man has been reduced to that of the woman where the intermediate system is in force, as shown in paragraph 16 of the same notes, the intention being to pay a uniform rate to the carriers per 100 cubic feet, irrespective of sex. Considering that the majority of adults in class Z will generally be women, and that the men will, as a rule, be old and feeble and unable to perform a higher task than a woman, I would recommend that all be paid at the money value of 13 *chataks* of grain. In further justification of this rate I would also propose to include in this class all children between the ages of 12 and 16, which is the present practice in Madras and is permissible also under section 73 of the Bombay Code. Children of this age require as much nourishment as adults, and should as a rule be able to do as full tasks as the average of this class. In Madras the task for a woman is fixed at that of two small child units, and it is assumed that girls between 12 and 16 can perform the same task, and that boys of the same age are equal to 2 or 3 child units according to age and physique. If the standard task for a carrier unit is moderate, as it should be, I think it may be assumed that it will not be beyond the capacity of children of this age, and we shall eliminate the present difficulty of deciding what individuals are below and above the age of 16. By bringing their big children into the adult class we render it the less necessary to pay the males in this class more than the women, for if the males have big children belonging to them, the aggregate wages of the family will often be slightly higher than under the present North-Western Provinces scale.

Unnecessary to sub-divide the classes according to sex.

14. There will then be only one class for children, *viz.*, children under 12 years of age. The minimum limit of age for working children is 7 years, except in Bengal, where it is 10 years. In paragraph 16 of my notes on relief-works in Bombay, it has been stated that the Bombay officers consider the limit of 7 years too low. I would recommend that no children should be employed on works below the age of seven years, but that it be left to the discretion of the officer in charge to employ children between the ages of 12 and 7 on the works. If willing and able to work, they should be counted as half carrier units, and receive a child's wage, which might be fixed at the money value of 8 *chataks* of grain. The present Codes do not all fix the grain equivalent for children. In the Codes for Bombay and North-Western Provinces 15 *chataks* is prescribed as the maximum and 10 as the minimum, but in the latter provinces the actual wage is on the basis of 10 and 6 *chataks*, and the Code rates appear to be unnecessarily high, considering that only 14 *chataks* are allowed for an adult male of class D. It is now proposed to give the big children, between 12 and 16 years of age, 13 *chataks*, and for the smaller workers 8 *chataks* might be allowed.

Children.

If children below the age of 12 will not work and only get in the way, the officer in charge should send them to the kitchen, or give them the wage of non-working children on all works in which relief is given to such as dependants. Similarly children over the age of 12 should be moved from class Z into the children's class if they are unwilling to work.

15. Under these proposals there will therefore be only four classes employed on relief-works, *viz.* :—

Summary of proposed classification.

Class X, Special.
Class Y, Diggers.
Class Z, Carriers.
Children-Children under 12.

There will also be only four rates of wage, except when special wages are allowed for some of the members of class X. With this simpler classification it will always be possible to compare the wages actually paid to the workers during any period of time with the amounts normally due to them under the Famine Codes, which can now be done with great difficulty and only by the use of very complicated forms of account. This is a point of great importance, and in a separate note (Appendix II.) I have explained how, with the classification proposed, it will be possible to adopt a simpler and more uniform system of relief-work accounts which will permit a fair and ready comparison of the results attained, not only in the same district at different times, but also in different districts or even in different provinces. This is a question that it is desirable to keep in view in all proposals for modifying the provisions of the existing Famine Codes.

16. In paragraph 9, *supra*, I have recommended that *whenever circumstances permit* the workers should be given an opportunity of earning something higher than the minimum wage. When the proportion of carriers to diggers is so high that it is impossible by any distribution of the workers to give the carriers anything approaching to the standard task, even if the diggers succeed in doing 25 per cent. more than their full task, an increase in the wage of the carriers would not be justified. This question is discussed in Appendix I. to this report; and in accordance with what is there said, I would recommend that when the number of carriers on a work does not exceed the number required for the diggers employed by more than 10 per cent., an extra wage should be allowed for both diggers and carriers when the diggers perform a task 25 per cent. in excess of the full task, but when the carriers exceed the number required by more than 10 per cent. the diggers only should be entitled to the extra wage. If, however, the Sunday wage is abolished on any work, diggers and carriers should all be allowed to earn an extra wage irrespective of the proportion that the latter may bear to the former. On such works it will amount to this, that the Sunday wage or its practical equivalent will be given only to those who earn it by doing between them during the week more than the full digger's task. I think that on most works the Sunday wage might be done away with on this condition, which is practically the North-Western Provinces intermediate system. The extra wage for week days will seldom cost more than the Sunday wage, but the *morale* on the work will be improved. The only case in which it would then be undesirable to permit the extra wage would be when work of any kind was so difficult to procure that a restriction of progress was on this ground very desirable. In such a case it might be better to allow no extra wage, but to make up for it by granting the Sunday wage, and to accept the lower *morale* that might result from such a course.

Option of earning an extra wage, and abolition of Sunday wage.

17. The question of payments has next to be considered. Broadly speaking, there are two systems only—that of weekly or bi-weekly payments, as in force in the Bombay and Madras Presidencies, and that of daily payments, as in force in the North-Western Provinces and in Bengal. In the former the daily wage is worked out according to the ready reckoners appended to the Codes to the nearest *pie*, the amount payable to the worker being the total for three, four or seven days, as the case may be, less the fine, if any, imposed for the whole period, which can also be fixed at discretion to the nearest *pie*. The net totals thus payable can be disbursed to the nearest *pice*, the payments on one or even more works being made by a single cashier or paymaster, who can pay a few gangs every day till he has gone round them all, when

Method of payments.

he will begin again. This cashier is quite independent of the mates and muharrirs who write up the muster rolls, and in theory at least none of the wages pass through their fingers. On the other hand, when payments are made daily as in Bengal and the North-Western Provinces, the daily wage must be calculated to the nearest *pice*, and the difference between this and the true wage, which is sometimes in favour of the worker and sometimes in favour of Government, must be cumulative throughout the week. So also in the matter of fines; under a system of daily payments the fine must be according to the day's work and must be expressed in terms of a full *pice*. If the work is short every day in the week to the extent that involves a fine of one *pice*, the worker is fined six full *pice*; but under the weekly payment system when the fine is imposed with reference to the short work of the week, the amount would often be much less than this owing to the calculations being made in *pie*, even if the fines in both cases were as nearly as possible proportional to the deficiency in task. Again, when payments are made daily, it is absolutely necessary that they be made by means of the muharrirs and mates, who are the very persons employed in writing up the muster rolls and pay sheets, and who thus have every encouragement to enter fictitious names and to pay the wages drawn for them to themselves.

So far the advantages appear to be all on the side of the system of weekly or bi-weekly payments. But there is a great deal to be said on the other side. In the first place it is an undoubted benefit to the workers to be able to receive their wages daily. It may be, as I was told, that the *baniahs* on the works are always willing to give credit until pay-day, but credit no doubt is not given for nothing, and unless paid daily the workers are not free to go elsewhere for their supplies. Moreover, payments that are not made daily are apt to be made very irregularly, as suits the convenience of the paymaster, and I found that in practice this was often the case, payments being sometimes made two or three days after the pay-sheet had been closed. But the great advantage of daily payments is that they are so easily understood by the workers. When a party has a piece of work marked out for it and is told that if it is accomplished in the day, each digger will receive 7 and each carrier 5 *pice*, but that if the work is short, they will get respectively 5 and 4 *pice* fine, the advantages of a daily reckoning are apparent. Under the weekly system the wage for each day is worked out in *pies*, which many do not understand, the rate per diem often varying within the week, as the grain rates go up or down, while there is an unintelligible deduction made at the end on account of fines which cannot be challenged several days after the measurements. I think it very doubtful whether any worker under the weekly system knows what he ought to receive, whereas under the daily system there is no doubt on the point. Another great objection to non-daily payments is that labourers are less free to leave the work, as they must stay till pay-day comes round, and that there will usually be a greater number of absentees when payments are made.

In the Central Provinces wages are paid bi-weekly, but the payments are made by *muharrirs*, and the daily wage is worked out in *pice*. This intermediate system appears to me to combine all the disadvantages of both systems. If wages are not paid daily, they should be worked out daily to the nearest *pie*, the total at the end of each period only being reduced to nearest *pice*, and they should be made through an independent cashier. If the daily wage is worked out to the nearest pice only, and payments are made by the muharrirs, daily payments should be regarded as obligatory.

Further remarks on the method of payments.

18. One difficulty in the system of daily payments is the large number of pice required daily on each work, but when these have been supplied in the first instance they circulate back to the work through the *baniah*. In paragraph 10 of my notes on the North-Western Provinces it is explained how the pice are counted and the payments made daily. I saw payments being made in Madras on the alternative system. An itinerating paymaster sat under a tree with a muster roll in his hand and two or three gangs seated round him. The names were called out three at a time, the aggregate wages of three workers slightly exceeding a rupee.

As the men came a rupee with the additional small change required was thrown out to the payees who were left to divide the amount between them in the proper proportions. As there were practically no fines this was probably a less difficult matter than it would have been otherwise, but these multiple payments, except to a recognized head of a party, must be very inconvenient to the workers, and it appears to me better to face the difficulty of small change. The advantage of payment by cashiers may, I think, be overrated. In all systems of task-work or daily wages, *bogus* entries, &c., have to be guarded against, and when payments are not made by the time-keepers there is great danger of collusion between them and the cashier, unless the latter is of a higher position than it is generally possible to obtain on relief works, and there is only another set of fingers between the worker and his pay. But under the system of daily payments it is much more difficult to defraud the workers, the systematic daily payment *coram publico* of a definite number of pice to each, and with the officer in charge and his assistants on the ground, being the most effective safeguard against fraud of that kind. If the muharrirs make anything by entering fictitious names, &c., it is not at any rate at the expense of the worker, and whether there be a cashier or not offences of this kind can only be detected by the frequent checks which it is the duty of the officer in charge and all inspecting officers to exercise.

Each of these two alternative systems has its advantages and disadvantages, and there may well be a difference of opinion as to which should be preferred. Personally I incline to the system of daily payments on a pice wage, though, as suggested in paragraph 9 of the notes on the Central Provinces, I would recommend that whenever the true wage exceeds an aliquot number of pice by 1½ *pie* or more the next higher number of pice should be given, and that ready-reckoners for pice wages should be worked out on this principle. But I think that it is unnecessary to prescribe either system to the exclusion of the other, as it would be better that such matter should be left to the option of the Local Governments.

Accounting for fines.

19. The next point to be considered is the manner in which fines should be exhibited, and this also depends in some measure on the system of payment adopted. As already pointed out when payments are made weekly or bi-weekly the payments show the gross amounts due, and the fines, if any, are shown in a separate single column against each name, the net or actual payment being shown in a third column. This is not, however, possible when payments are made daily. The actual amount to be paid after deducting the fine must be shown in the column for the day, as otherwise three colums would be required for each day. Thus the pay sheets or muster rolls on the daily payment system show only the actual amount due after deducting fines, whereas those on the weekly payment system show, or can be made to show, the actual amount of the fines. The point is not, however, one of great importance, because it is only by referring to those initial records, which are usually in the vernacular, that an officer can find out the actual amount of fines, even on the weekly system, and in the daily system he can find it out with very little extra trouble by referring to the same records. Under neither system, however, is the account of fines carried further or into the derived accounts, in which actual payments only are shown, without any exhibition of fines. It would be impossible to to do this in any serviceable manner without greatly complicating the accounts, especially under the present system of classification. In Appendix II. I have, however, shown how under the new system of classification proposed it will be possible at all times to compare the wages actually paid with the amounts normally due for full tasks, and to ascertain the works on which fining has been excessive, working down from the work to the particular gangs which have been in default.

Relief of dependants.

20. As regards dependants on workers it must, I think, be accepted that relief should in some form be given to them on almost all task-works upon which the workers receive little, if any, more than a bare subsistence wage. The tendency in all provinces, except Bengal, where the number of dependants on a single work is very small, has been to

substitute grain or cooked rations in place of a cash dole, cooked food being given almost everywhere in the case of children. There are difficulties in connection with the management of kitchens, and abuses and complaints are no doubt frequent, while it is certain that they are very unpopular with the people, and are not willingly resorted to, except by those of the lower castes. This is not, however, altogether a disadvantage, and it has been shown in the notes on relief works in Bombay and the Punjab how great abuses are likely to occur when there is a liberal cash dole. The Government of the North-Western Provinces has declared that when a cash dole was given, the children were not properly fed, and has animadverted on the effect of the distress in weakening the natural solicitude of parents for their offspring. It must, however, be remembered that while many parents in the North-Western Provinces seldom receive more than the minimum wage, the non-working children have never received more than one pice per diem, which will not cover the cost of the cooked ration when grain sells for less than 12 seers to the rupee. The opinion of Famine Officers is, however, I think generally in favour of kitchens in lieu of a cash dole for non-working children on all but very small works, but it is a matter that may be left to the discretion of the Local Governments.

As regards adult dependants, grain rations were sometimes given in Madras, but the general practice is to give a money dole. The percentage of adult dependants is almost everywhere so small that it is not a question of great importance. The allowance in cash for dependants, whether adults or children, is not very clearly stated in terms of a grain equivalent in the Provincial Famine Codes, but it may perhaps be taken at 12 *chataks* for a man, 10 for a woman or child over 12 years of age, and 5 for a small child. I doubt whether is necessary, however, to make a distinction in this class any more than in any other, between men and women, which cannot always be maintained when payments are in full pice, and would prefer to take 11 *chataks* in future for an adult dependant, whether male or female, or 2 *chataks* below the proposed Z wage.

Piece-work.

21. The foregoing proposals relate to the future organisation of relief works on the task-work system, which is that contemplated in the Famine Codes, and which no doubt is in many cases the only system which can be safely adopted. The possibility of a more extensive introduction of piece-work in future remains, however, to be considered. The question has been discussed in paragraphs 132 and 133 of Part I. of the Report of the Indian Famine Commission, which are quoted in full below—

> 132. The contract system in its ordinary form, under which the labourers become the servants of the contractor, on whom all responsibilities for their payment rest, should be prohibited on relief works, as it is incompatible with that direct supervision and control on the part of the supervising officer, and that free communication between him and the labourers, which are essential to secure the effectiveness of the relief. The method of payment by the piece may, however, be introduced with advantage, provided that it is optional with the labourers to choose between it and the daily wage. One or more piece-work gangs might therefore be attached to each large relief work, in which all who are both able-bodied and skilful labourers should be classed, and to which those who are improving in strength and skill may, if they wish it, be transferred. The rates should be so fixed (with reference to the price of food-grain) as to give a little more than the ordinary daily wage in return for the quantity of work likely to be performed. Such increased earnings may tend to encourage a spirit of industry among the labourers which will be beneficial to all; but it should be remembered that it is not expedient to add to the outlay on relief, or to the consumption of food beyond what is essential, and that no object is to be gained by the early completion of any work put in hand. Again, at the end of a famine, if any able-bodied labourers are disinclined to go back to their ordinary work, a system of piece-work may be used, with lowered rates, to induce them to go.
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> 133. We have arrived at these conclusions after careful consideration of the arguments of those who advocate systems differing in some one or other respect from that which we recommend. Of these suggestions, one of the most important is that all relief works should be on the piece-work system; that work should not be employed as a test of necessity, and as a condition of relief, but that it should be offered to all persons whose labour is "remunerative," that is, labourers capable of earning a living on works carried on the usual system of the Public Works Department, at rates adjusted to the price of food. We are of opinion that experience has proved that the portion of the population not accustomed to work for wages on public works will not spontaneously seek such employment until forced to do so

by want, and that it must be anticipated that many will be reduced in strength, and at first at all events incapable of earning a livelihood on the public works, assuming that the work to be done to earn a livelihood by everyone must be that of an able-bodied labourer. An unusual proportion will certainly be women, and a large fraction will consist of children unfit for labour, the aged and infirm and those who are unaccustomed to the sort of work and otherwise unable to work up to the standard performed in the case of skilled labourers in ordinary times. Any attempt, therefore, to make these classes earn their living by ordinary piece-work could not fail to result in great suffering and mortality. If to avoid this the rate be adjusted to meet the powers of the least capable, it will make the works enormously costly, or if it were adjusted to the different degrees of strength of the labourers, the result would be to introduce a variety of rates suited to varying capacities, and so end in something not really differing from task-work. If, again, only those who can be employed profitably on works are so employed, a great mass of people will be thrown on the Government demanding gratuitous relief, but absolved from all necessity for showing that they are really in want. On these grounds we think that the only safe course for providing for proper management and economy on the one hand, and the interests of humanity on the other, is to give all those who can do a reasonable amount of work a task carefully adjusted to their powers, and pay them a wage on which life and health can be maintained; piece-work being employed only under the conditions mentioned in the preceding paragraph, and gratuitous aid, as described in the succeeding section, being confined to those who are incapable of working.

It will be seen that the Commissioners recommended the adoption of piece-work, but under the condition that it would be optional with the labourers to choose between it and the daily wage. This condition would be so inconvenient in practice that it is really prohibitive, and piece-work has in consequence not been provided for in any of the Provincial Famine Codes. During the late famine, therefore, all works were at first conducted on what have been called Code principles, that is, under some system of task-work more or less approaching to that contemplated in the Codes; but, as stated in paragraph 13 of the notes on the North-Western Provinces, the Government of those provinces took the initiative in proposing the adoption of piece-work under certain conditions. These proposals were approved by the Government of India and were circulated in due course to other provinces, with the result that all, with the possible exception of Burma, have since arranged to give piece-work a trial. Unfortunately at the time of my tour this trial was in progress only in Behar and in the Gorakhpur division of the North-Western Provinces, for the "modified intermediate system" in those provinces, which forms indeed the basis of the foregoing proposals regarding task-work, cannot rightly be considered as piece-work, inasmuch as payments are made under it with reference to the constitution of the working party, and not solely and absolutely with reference to the quantity of work done. Even when true piece-work had been adopted, it had been in force for too short a time for a fair opinion to be formed in its merits, and it laboured under the great disadvantage of having been introduced in succession to task-work, or among people who had been previously working on the task-work system.

The main objection to task-work or daily labour.

22. The objections to piece-work have been fully stated in the extracts from the Report of the Famine Commission which have been quoted above, but those which may be made to a system of task-work or daily labour have not been as fully set forth. Of these by far the most important is that the tendency of a system in which the wage of every worker is in theory strictly restricted to his own individual requirements, the State undertaking the duty of separately relieving all dependants on him who are unable to work, is to weaken that sense of an obligation to maintain their own dependants which is so universal throughout India. So long as we pay neither more nor less than a bare subsistence wage to all who come to our works, we do not offer those who can work either the inducement or the means for supporting those who cannot, which is both a natural instinct and an established custom. The men who can work do not come to the works as long as they can earn in any way as much at home as they could get on the works, but they send all their women and children and infirm to take the Government dole. The alternative system of allowing those who can work to earn as much as they can, and throwing on them the responsibility of supporting those who cannot, has never fairly been tried. When the average wage per unit paid to relief-workers exceeds the subsistence limit, there is a natural apprehension that the cost of relief is excessive, and little consideration is paid to the proportion of effective and

ineffective labourers on the works concerned, or to the number of "units" that are kept off the works by the higher wages earned by their friends. It is at least conceivable that if the number of labourers on any work were reduced by one half, and then received a double wage, the amount paid as wages being the same as before, the half remaining at home would not be any worse off. The Famine Commission, in paragraph 127 of its Report, remarks that it will "be necessary to see that the cost to which the community as a whole is put by the employment of persons in want is no more than the case strictly requires." Accepting this as a fundamental principle of famine relief policy, it by no means follows that the system of paying a subsistence wage only to all who are in want is either more economical or more efficacious than that of paying a liberal wage to all who are willing to work for it; but it is undoubtedly far more demoralising, if it be true, that what is not required by the workers for their own subsistence will be applied to the support of their non-working dependants.

Second objection to task-work.

23. The next great objection to task-work is the fact that the amounts to be paid depend on the maintenance of an accurate register of the attendance, that must be taken at least twice a day, and also of a detailed record of the tasks performed daily. For the maintenance of these records in all necessary detail and for the preparation of the derived periodical statistics, a whole army of underlings, such as mates, murharrirs, paymasters, work agents, &c., have to be employed, the majority of whom are only too anxious to make illicit gains, either by actually intercepting the wages due to the workers or by exaggerating the amounts to be paid to them, and pocketing the excess. All Famine Officers complain that this is the case, and that it is only by incessant exertion on the part of a strong and highly-paid supervising staff that frauds can be kept within bounds, while it is impossible to absolutely prevent them. In piece-work, however, there is nothing to be considered in making payments but the quantity of work done by each gang or party, without reference to the daily attendance. In the matter of measurements there is of course ample room for fraud, but with proper and systematic arrangements, such as are now well understood by Famine Relief Officers, it is possible to prevent much overmeasurement, and when work is paid for by the piece and has been properly marked out, there is no doubt that in most places the people fully understand what amounts are due to them. In addition to the large sums of money that may be saved either to Government or the workers by thus reducing to a minimum the number of these subordinate agents and the opportunities for cheating and peculation, there is the actual cash saving due to the reduction in these establishments which piece-work renders possible, and all this has to be considered as part of the cost to which the community as a whole is put by the system of daily labour.

Third objection to task-work.

24. Another objection to task-work is its inelasticity, and the vexatious and unnecessary restrictions which it imposes on the people. They must come daily to the work, often at a considerable distance from their homes, to do what may be no more than a nominal task, which may not, however, be exceeded; whereas if left to themselves, as in piece-work, they would often do a double task in one day, working perhaps long overtime, and stay away the next. In paragraphs 12 and 21 of the notes on relief works in North-Western Provinces it has been shown how the efficiency of a working party may be affected by other restrictions that have been imposed under the task-work system, and although these are perhaps not all necessary or an essential part of that system, there must always be a tendency to hamper the workers when payments have to be made with reference to the attendance and classification of individuals as well as to the outturn of the gang and not to the latter consideration only.

Last objection to task-work.

25. The last objection to task-work or daily labour is the great cost of the work done in proportion to its normal cost, I put this last because I regard it least. It is generally assumed that the cost to the community as a whole per unit relieved will be less under the daily labour than the piece-work system. This has not, and perhaps cannot be proved, and is at

least open to question if we include among the units relieved all those whom the piece-workers support in their own homes. But assuming for the moment that it is true, the only economical advantage that could be claimed for piece-work would be that for a given expenditure a greater quantity of work would be done under it than under the daily labour system period. This advantage would, however, be of little real value in the case of the many relief works of small or doubtful utility which have been started solely for the purpose of providing employment, and on which expenditure would be stopped at once directly the need for employment has passed. On such works great progress is rather an embarrassment than an advantage, as it tends more rapidly to exhaust the reserve of works held available for relief purposes. There are, however, other works in which it is a real advantage to get as much work done for a given outlay as may be possible, and in which the real cost of the relief given may be regarded as the difference between the normal value of the work done and the amount actually expended, and on such works the objection now under notice has a direct connection with the cost to which the community as a whole is put to by the employment of persons in want.

Desirability of substituting piece-work for task-work when practicable.

26. If the experience gained during the recent famine, up to the time of my tour and subsequently, has furnished no positive indication that the objections which have been entertained to piece-work are exaggerated, it has at least shown how great are the disadvantages of the alternative or Code system. The deviations from the strict letter of the Codes in the direction of payment by results which have been approved by several Local Governments and the readiness with which all have accepted the suggested introduction of piece-work as an alternative, are proofs of the dissatisfaction that is felt with the original Code system. Circumstances during the recent famine probably differed considerably from those which the Famine Commissioners had in mind when framing their proposals for the organisation of relief works. The great extensions of the railway system have tended to equalise prices all over India, and while the local intensity of distress has thus been mitigated the area has been greatly widened. Moreover, the effect of the Famine Codes has been that more complete arrangements were made on all sides for the timely anticipation of distress, and as recommended in paragraph 127 of the Commissioner's Report the relief afforded by relief works has in most cases been "tendered promptly and before the people have begun to lose strength from want of food." All officers whom I have met who have had experience in previous severe famines, especially in Bombay and Madras, have told me that the condition of the people on the works was then infinitely worse than it has been in 1896-97, and indeed the cases of emaciation or even physical weakness which I saw on the works, although numerous enough to indicate the reality of distress and the necessity for remedial measures, were nevertheless few enough to indicate the efficacy of the measures that had been taken. There must, however, be some intermediate stage between that at which it is necessary to invite all that are in want to the works, and to give to each a wage that is but a thinly-disguised form of gratuitous relief, and that at which those who can work can earn enough by their ordinary occupations, for the support of themselves and of those who are dependent on them. The question is whether it would not suffice at this intermediate stage to provide full employment for those who can work at rates which will enable them to support their dependants, and whether the actual cost to the community would be any greater than under the Code system. This can only be answered by giving the proposal a fairer and more extended trial, under favouring conditions, than has hitherto been deemed advisable. It is no doubt true that the piece-work system cannot be adopted at all times and places. In many cases, and perhaps in the majority of cases, the daily labour system, with all its faults, will be the only one possible, and it is on this account that the question of classification of daily labourers has been considered at such length. But unless it be held that it should be adopted universally, to the entire exclusion of piece-work, the problem which will await the famine administrators of the future, and which must be kept in mind in considering the questions that remain to be discussed in this report, is the determination of the circumstances or conditions under which piece-work may safely, advantageously, and economically be substituted for task-work. On this point some suggestions will be offered later on.

27. The next point to be considered is the class of work most suitable for relief works. Practically the only works which all but a very small minority of relief labourers are capable of performing are earthwork and stone-breaking, and all relief labour must be mainly employed on one or other of these. Subject to the condition that employment of this kind is provided, relief works may be divided into four classes as follows:—

Works suitable for relief works.

Class I.—Productive public works already in progress.

Class II.—New works or extensions of existing public works which are likely to be productive or financially remunerative.

Class III.—Public works which will be of great utility to the general public, but which will not be financially and directly remunerative.

Class IV.—Works which will not be useful to the general public, and which will benefit only a small section of the population.

Works of Class I. are unfortunately rare, the Fattepur extension of the Ganges Canal being perhaps the only instance in the late famine. When such works are available, however, they are to be preferred to works of any other class, because the ultimate cost to the community of the relief afforded by them will be actually less than the difference between the expenditure incurred and the normal value of the work done, as the acceleration of progress will enable the works to earn revenue sooner than would otherwise be the case.

Works of Class II. differ only from those in Class I. in so far that Government is not committed to any expenditure on them. But when relief works are necessary they are those which can be most advantageously undertaken after those in Class I., and the ultimate cost of the relief afforded by them should not greatly exceed the difference between the actual expenditure and the normal value of the work done. The Ghaggar and Jhelum Canals in the Punjab and the Barsi-Pandharpur Light Railway in Bombay are examples of such works.

Class III. includes all road works, and also irrigation and drainage works, which, though not likely to be remunerative, will be useful as protective works or on sanitary grounds. The expenditure on works of this class is regulated mainly by the extent to which it is necessary to provide relief works, but in most of them it is desirable that they should be pushed forward to completion before relief works are closed, as until completed they are almost valueless. These works are only open to objection when they are likely to result in future liabilities for the net cost of upkeep out of all proportion to the benefits to be derived from them.

Class IV. comprise village tanks and other petty works which would never be undertaken, except for the sake of providing employment for distressed labour, and which will benefit only a few individuals, or at most the inhabitants of a single village. These works can be discontinued at any time, and there is no advantage whatever in stimulating progress, if this involves any increase in expenditure beyond that absolutely required for the relief of distress.

28. The Famine Codes provide that programmes for relief works shall be prepared by the Civil and Public Works Officers in communication in anticipation of famine. Such programmes doubtless existed in all provinces long before relief works were undertaken, and employment appears to have been found everywhere for all who applied for it, in spite of the long duration of distress. The number of remunerative works, Class II., which were available when relief works were started appears, however, to have been very small in all provinces, except in the Punjab, and perhaps in Burma. And of works falling under Class III. the utility of many was very small, while in respect of others the future liabilities for maintenance will possibly result in their being ultimately abandoned. In Bombay and Bengal large and useful projects were started at a later stage of the relief operations, but the preparation of these was only put in hand after distress had declared itself, and was necessarily hurried. In view of this fact, and of the frequent postponement on account of want of funds of public improvements or of large works which are likely to prove remunerative, the

Programmes of relief works.

question naturally suggests itself whether the original provincial programmes might not have included a greater number of desirable works of this kind.

It is difficult to answer this question directly and for each province, but there are many reasons for the non-inclusion of many large works in the programmes of relief works. There is perhaps a tendency to place too much reliance on the sufficiency of petty works, such as are described in paragraph 13 of the North-Western Provinces Code, and indeed in two Codes it is directed that in the early days of scarcity these should be used to the utmost in preference to large works, "which will be the backbone of the system of relief in the later stages of a famine."* This may be advisable when such works can be executed by private agency assisted by takavi advances, as contemplated in paragraph 13 of the North-Western Provinces Code, but if there is the slightest prospect of scarcity deepening into distress, and of relief works proper being required, the sooner petty works of this kind are closed the better. They may be invaluable at a later stage, when the prevalence of epidemic disease may render it desirable to disperse large gangs of labour, as in the South Allahabad district, referred to in paragraph 31 of the notes in North-Western Provinces relief works, or when for any other reasons it is necessary to bring the people into the neighbourhood of their homes, but the utility of such works is as a rule so small that they should be reserved for such occasions. After village works reliance has next been placed on road work. This may often be useful, though, owing to the general shortness of the lead, it does not admit of full tasks being given to the carriers, and the cost of road earthwork is generally excessive. In many cases, however, roads are made when they are not required, or they are embanked where embankment is unnecessary, or they are metalled when it is certain that they cannot afterwards be maintained as metalled roads.

* See paragraph 48 of Central Provinces Code and paragraph 71 of Burma Code.

29. The preference given to works of this kind is no doubt mainly due to the fact that they provide employment close to the homes of the labourers, and it is in some provinces almost an article of faith that if this is not done the people will not go to the works, but will prefer to lie down and die in their own villages. I doubt, however, if experience in the recent famine really justifies this view, which if accepted will render a programme of useful relief works almost impossible. In Bengal the large number of persons on gratuitous relief, and in Madras the small proportion of men on the works, have been explained as in a measure due to the fact that on the approach of scarcity many of the men migrated into Assam or Mysore in search of employment, and if this is the case, it is difficult to understand why they will not attend relief works in their own province. In Bombay, where this belief at one time obtained, no difficulty appears to have been found in inducing the people to attend large relief works at a distance of 30 or 40 miles from their homes, and it has been found practicable to enforce a rule rendering residence within the relief camp obligatory on all workers. I understand that when labourers are drafted to a distant work they either receive advances for the journey or arrangements are made for giving them a daily allowance at certain stations on the road. In the Punjab relief workers do not object to travelling 50 miles to the works, and in the North-Western and Central Provinces a considerable number of labourers sojourn at or near the works. The objection that if the works are too far from the homes of the workers the latter will not readily return to field labour as soon as opportunity offers has some weight; but a distance of 40 miles can be easily covered by any native in two days, and will not prevent his return when occasion presents itself. No doubt as long as employment can be found in the vicinity of the villages, the inhabitants will profess a great disinclination to go further afield, but I have found no evidence that they cannot be induced to attend large works at a distance from their homes when others are not provided close at hand, and when proper arrangements are made for their maintenance during transit and for their accommodation on the works.

Distance of relief works from the affected villages.

In connection with this subject it may be noted that the extension of the railway system has given great facilities for deporting labourers to large works at

great distances from their homes. It is now a common practice for contractors on large public works to import labour by rail, and in Burma it was recently proposed to deport relief workers in this way from the Meiktila to the Shwebo district, or over a distance of about 125 miles. It was, however, eventually decided to employ them on the Mandalay Canal, which is a little nearer; but in this case they will also be carried nearly 100 miles by rail, and the result of the experiment will be interesting.

Possibility of including large public works in programmes of relief-works.

30. In future famines we may therefore contemplate the employment of relief-workers at greater distances from their homes than has hitherto been the general practice, but there are nevertheless other difficulties in the way of entering large public works in the relief programmes. In the first place it will sometimes be found impossible to propose any works within any practicable distance of an affected tract. In the next the completion of such works may often involve heavy expenditure which will be useless for purposes of famine relief, especially in the case of railways, as already pointed out in the Famine Codes. Again for the preparation of projects in the necessary detail the assistance of a considerable professional establishment is required, which is often not available.

These difficulties are great, but something might be done. At present many projects are shelved after a preliminary investigation which indicates that they will not be financially remunerative, or on the ground that there is little prospect of funds being available for them. But it should be remembered that in reserving works of this kind for purposes of famine relief, it is not necessary that they should be remunerative in the sense of yielding an adequate return on the outlay incurred. Such works may be recommended if they will not impose a permanent charge on the community out of all proportion to the benefits derivable from them, including their protective value in case of future famines, and if they will be less useless than other works that may be proposed. Again, as regards funds the position is that in time of famine funds have to be found for the relief of distress, and it is only a question of the works on which they may be most advantageously applied. As regards railways and other works involving heavy charges which will be useless for purposes of famine relief, it is no doubt of great importance that such works should never be started unless and until their construction has been decided on upon other grounds than that of affording employment for relief labourers. But as regards railways there are now programmes of lines to be constructed all over India, in which the position of each in order of urgency has been laid down, and the prosecution of which depends mainly on the extent to which funds can be provided. When the construction of a line has been decided on, relief-workers cannot be better employed than on the earthwork, especially in an undulating country, and perhaps on the collection of ballast. Even if the permanent-way be not laid down until 10 years after, such labour is not thrown away. In Bombay and Bengal railway relief-works have been carried out during the recent famine which afforded a most excellent means of employment. The same remarks apply to the case of large irrigation works, the construction of which has been definitely decided on as soon as funds are available, as in the case of the Jhelum Canal and some other minor canal works upon which relief-workers have been recently employed. As regards establishment, if after due consideration the construction of any public works in a district subject to famine appears *primâ facie* to be a desirable means of employing relief labour, there should be plenty of time in the long intervals between famines to permit their being properly investigated, even though the Public Works Department may not be prepared to recommend their construction under any other circumstances.

Small works cannot be relied on in future famines.

31. Before leaving this subject it may be pointed out that in the next great famine there will probably be less room for a programme of small works than hitherto. During the recent famine roads have been made in all directions, supplies of metalling have been collected which will probably in many cases never be used, village tanks have been excavated or cleared wherever suitable sites could be

found, and generally the reserve of works of this class has been nearly exhausted. No doubt in course of time other works of the same kind may be proposed as suitable, but as already pointed out they should be held in reserve. In future famines the backbone of the relief system, not only in the later, but in the earlier, stages, should therefore be large works of public utility; and I venture to think that a fuller programme of such works will be possible in future if it be recognized that the labourers may be drafted to much greater distances from their homes than has hitherto been customary, and that large public works may be contemplated, even when not likely to prove financially remunerative, whenever it can be shown that they will entail a smaller ultimate cost to the community than other works that may be proposed, or will be more suitable for purposes of famine relief, special preference being given to works which will afford protection in future famines, such as minor irrigation works or protective railways.

Interference of relief-works with the supply of labour to private employers.

	Paras.
Bombay	24
Madras	23
Central Provinces	12
North-Western Provinces ...	29-30
Bengal	28

32. The next question to be considered is the complaint that relief-works interfere with the supply of labour to private employers, to which reference has already been made in the provincial notes as in margin. It is no doubt true that an ordinary family of relief-workers can, with their dependants, earn between them much more on relief-works than on a railway or other work constructed by contractors or private employers on ordinary contract principles, and this is especially the case when, as in Bombay, Madras, and the Punjab, the carriers receive more than the D wage. But such workers are not required on contract works of the kind referred to, and the real complaint is that professional labourers are attracted to the works by the advantages offered. It is not so easy to say whether the workers of a professional family can earn more between them on contract works than they and their dependants can draw between them on famine relief-works, as this really depends on the relation of the contract rates to the price of grain. When the contract rate is invariable the relief-works naturally become more attractive as the price of grain rises, and it appears that railway engineers and contractors are very reluctant to raise their rates even in the face of a great rise in the price of grain. One of the minor advantages of a more extensive introduction of piece-work would be that the payments made to relief-workers and to those employed on contract works could be brought into fairer comparison, and if the relief-works were found unduly attractive, the piece-work rate could be reduced into closer agreement with those paid on the contract works. But before making such reductions Government should first satisfy itself that the rates offered on contract works are fair rates with reference to the price of grain. If the rates offered are so low than no one but a Titan could be expected to earn a living wage on such works, the complaint that the relief-works interfere with the supply of labour to private employers will not deserve attention.

I do not think that the rates on piece-work should often materially exceed those offered by a Railway Company to its contractors. The piece-workers will then receive higher rates than the railway-workers by the difference between the rates offered to the contractors and the rates paid by them to their labourers, and this difference is no more than is required on account of the lower efficiency of the relief-workers. If it be apprehended that with this almost unavoidable difference professional labourers will leave the contract works, some effort must be made to limit the daily task. In the case of railway works it will perhaps often be preferable to take the work over as a relief-work, to be conducted on the task-work or piece-work system as may be more convenient, and on the understanding that the railway should be charged only the actual value of the work done at normal rates, *i.e.*, at ordinary rates enhanced to the extent considered appropriate on account of the high price of grain; the normal rate thus being not the ordinary rate, but the rate that would certainly have to be paid to attract the labour required in a season of high prices, such as renders incumbent the opening of Government relief-works. This is the plan that has been adopted in the case of the railway relief-works that have been undertaken in Bombay and Bengal, and although it throws more work on the

Public Works officers, it has the advantage of eliminating altogether the difficulty in regard to professional labourers, who are as much entitled to employment as any other class of labourer.

Responsibilities of Civil and Public Works officers in relation to relief works.

33. We have next to consider the respective duties and responsibilities of Civil and Public Works officers in relation to relief works. As has been pointed out in some of the provincial notes, the existing Famine Codes do not very clearly define the position of the officers in the different classes of the Public Works Department in connection with these works. In some the existence of such an officer as a Superintending Engineer is recognised only to the extent of declaring him responsible that requisite arrangements are made for supplying tools and plant to the relief works, while the duties of a Chief Engineer are confined to seeing that due budget provision is made for the expenditure to be incurred. The theory is that the Collector is the responsible officer for the management of relief works, however numerous or important, and that the officers of the Public Works Department are merely required to assist him with professional advice on technical matters. The matter is referred to in paragraphs 129 and 130 of the Report of the Indian Famine Commission which are quoted below:—

> 129. The immediate direction of these works should be entrusted to the officers of the Public Works Department, whose special training best qualifies them for such a duty and who would be responsible for enforcing discipline and directing the labour. It is to be clearly understood by these officers that their duty is not, as in ordinary times, to get the greatest quantity of work done at the cheapest rate, but to give effectual relief to the labouring population, inasmuch as the work is undertaken, not for its own sake, but for the sake of the people employed on it. Labourers of all kinds and of all degrees of working capacity and working power should be received on these works if they apply for admission, and civil officers should be appointed to co-operate with Public Works officers in classifying the labourers and seeing that they are properly paid and tasked according to their strength. The other duties of the civil district officers will be so numerous and important that it is not expedient that the ordinary relief works should be carried on by them unless in the case of the Public Works Department being unable to supply officers for that purpose. Work might, however, be carried on under the civil officers for the purpose of giving employment to persons who have been in the receipt of gratuitous relief, and who, though beginning to recover from debility, are not yet strong enough to be sent off finally to the regular relief works.
>
> 130. The collector of the district should exercise general supervision over all works as over all other arrangements for giving relief within his district, and should be responsible to Government for their efficiency. Pending reference to the Government or other superior authority, his decision should be accepted by the Public Works officers in all matters relating the task and wage of the people employed, as well as in opening or closing works, and generally in everything except arrangements of a merely technical nature.

In practice the Public Works officers have, during the recent famine, been granted a wider discretion in most provinces than allowed by the strict letter of the Codes; and, except in the Madras Presidency, the Superintending Engineers, working in close communication with the Commissioners and under the orders of the Local Government in their own department, have been mainly responsible for the conduct and organisation of relief works.

Public Works officers should be solely responsible for the proper management of the relief works entrusted to them.

34. I venture to think that this is as it should be, and that in any future revision of the Famine Codes the Public Works Department should be declared responsible for the proper organisation and management of all relief works that may be entrusted to its control. The Collectors cannot possibly exercise the supervision of these works which is contemplated in the Codes, except through the medium of their subordinate officers who should have no authority to interfere with the arrangements on works which are controlled by an Executive Engineer, who is an officer of another department. The division of duties and responsibilities in this matter can be made very clear. The whole work of famine administration outside the relief works should lie with the Civil Department, the Public Works Department being responsible for the management inside the works. It will thus be the duty of the Civil officers to send to the works all who are in need of out-door employment, and of the Public Works officer to find

suitable employment for all who come, in accordance with the rules that may be prescribed for his guidance by the Local Government in his own department, and subject to the control of his own departmental superior, the Superintending Engineer.

The responsibilities of the Civil officers in time of famine are very onerous, even if relieved entirely of the duty of controlling the management of relief works. In addition to the ordinary administration work of the district, extra duties fall on them in connection with the system of village relief, agricultural advances, distribution of charitable funds, and a great many other matters; and it is a waste of power if, with such an organisation as the Public Works Department at hand, they should have also to concern themselves with the management of relief works. It may be urged too that, whatever system may be adopted inside the relief works, the effect can be best appreciated by outside enquiry. Take, for instance, the case of unlimited piece-work, where high wages may be paid to a comparatively small body of competent workers. If we want to estimate the efficacy of a relief work of this kind, we must not consider the question of the average task or daily wage, but must ascertain by village inspections the extent to which the works meet or fail to meet the demand for employment. Famine relief is too much associated with the idea of relief works, but one conclusion that may perhaps be drawn from experience in the recent famine is that village relief requires as much attention and supervision as the relief works, whether regard be paid to the numbers relieved, or the demoralisation and excessive expenditure that may result from lax supervision. Constant village inspections and scrutinies of the village relief lists will probably afford the best means of testing the efficacy of all branches of relief administration, including that of relief works, and such inspections would be more frequent and thorough if Civil officers were relieved of all responsibility in connection with the relief works. Of course they should have access to them at all times, and have every opportunity of ascertaining the condition of the workers, the proportions of the sexes and of different classes and castes, the villages from which drawn, and other particulars. The authority of the Collector or Deputy Commissioner as head of the district must also always be recognised, but this would not be in any way affected by transferring the responsibility for all details of management from him to the Public Works Department, nor will it be less incumbent on Public Works officers to pay prompt attention to all his representations. The practice which has been described in paragraph 14 of the inspection notes on relief works in the Central Provinces is one which may be recommended for future guidance in this respect.

There are a few relief works that must always remain under the charge of the Civil officers, such as petty agricultural works for which tacavi advances have been made, works in outlying parts of the district where no Public Works officers may be available, works of moderate size in the immediate neighbourhood of tahsils, &c., and, when considered advisable, small works employing not more than say 500 labourers in other parts of the district. No hard-and-fast rule is required, but whenever it becomes evident that relief works on a large scale will be required, the whole business of organising and managing them should be entrusted, as far as possible, to the Public Works Department.

Officers in charge of relief works.

35. The next question that calls for consideration is that of the officers in charge of relief works. The Famine Codes lay down no precise rules on this subject, and the practice varies somewhat in different provinces. In the Punjab, where distress was confined to a comparatively small area, the resources of the Public Works Department were not very severely taxed and the officers in charge were usually either Assistant Engineers or experienced Upper Subordinates. In Bengal, where the relief works were very numerous, but generally of very small size, men of all classes have been placed in charge, including European, and even native, non-commissioned officers. In Madras, where the relief works are more directly under the control of the District Officer than elsewhere, it has been the practice to employ Upper Subordinates of the Public Works Department as officers in charge, but the supply has been wholly inadequate to the demand, and it has been necessary to engage a number of temporary subordinates who were in many cases very imperfectly qualified for the work. In Bombay, the Central Provinces and the North-Western Provinces, the officers in

charge have as a rule been Revenue Subordinates who have been nominated in the Civil Department, generally and at first men in the position of Naib-Tahsildars or Kanungoes, though as the number of works increased it has been necessary to go wider afield than this, and to appoint others of lower status and qualification. The officers in charge are usually of this class in all these three provinces, but whereas in the two last they are nominated by the Civil Department, but placed entirely under the orders of the Public Works officers, they are in Bombay nominally under the direct orders of the Collector. In this Presidency they are called Special Civil Officers, and their duties are laid down in paragraphs 90 to 93 and 96 of the Bombay Famine Code. In paragraph 90 it is directed that the Special Civil Officer should be a Magistrate with summary powers, but as observed in paragraph 24 of the Bombay inspection notes this has not been found necessary or even desirable, and as far as I am aware such powers have never been granted in Bombay or elsewhere to officers in charge as such, though they may in some cases have been invested with them before appointment to the charge of relief works. In Bombay the Special Civil Officer is not, I believe, often in full charge of the work, as there is on all the larger works an Engineer or Upper Subordinate in charge, who is responsible for payments. In the Central and North-Western Provinces the officer in charge is also cashier and responsible for all payments.

The practice of employing these nominees of the Civil Department in full or subordinate charge of relief works appears to be a good one as long as men of the requisite character and qualifications are forthcoming. Their special duties are to receive all applicants for relief, to draft them to the work, to arrange for and supervise the bazar, to look after the sanitary arrangements and health of the people, with the aid of the medical subordinate, to check the musters and move about among the gangs so as to receive complaints, to be present as frequently as possible at the distribution of wages, to prepare and despatch the daily or periodical reports and returns, and when there is no sub-divisional officer resident on the works to have the care of the cash chest, and to be responsible for all payments. All these duties can be best performed by intelligent and respectable natives, who understand the language and the people, and have had some experience in office and accounts work. The practice of nomination by the officers of the Civil Department is convenient, but after appointment they should, as in the Central and North-Western Provinces, be placed entirely under the orders of the Public Works Department. In the case of large works which require constant and close professional supervision, the officer in charge should however be a resident sub-divisional officer of the Public Works Department, that is, an Assistant Engineer or senior Upper Subordinate, whenever these are available, and the Special Civil Officer should act under his orders as assistant officer in charge. In this case the sub-divisional officer will keep the cash book and be responsible for payments, and his assistant may generally be a man of somewhat lower qualifications than those required when there is no resident sub-divisional officer. In general, however, the Special Civil Officer must be entrusted with full charge of the works under the orders of a non-resident sub-divisional officer, who will have several charges under him, visiting each as frequently as may be possible.

When relief works are numerous it will be better to utilise the services of Upper Subordinates as visiting inspectors, as is done in North-Western Provinces, than to place them in charge of relief works. Their special duties will be to visit each work in these circles in turn, and instruct and overlook the Lower Subordinates who set out the work and record the measurements, and also to make suitable arrangements for supply of tools, &c. When works are being first started or when gangs are being reorganised they should remain two or three days, or longer if necessary, to put things into a proper groove. The services of experienced Upper Subordinates are specially required for work of this kind, and their time should not be taken up with the other matters which can be entrusted to the Special Civil Officers.

Public Works Establishment.

36. As regards the Engineer Establishment, it must inevitably be short-handed when relief works are simultaneously required in almost all provinces, as during the recent famine. The time of the ordinary divisional and sub-divisional officers is very much occupied in the

preparation of reports and estimates for the works to be started, and in the arrangements for setting them out and organising the various relief camps, and they have little left to devote to the constant inspection of relief works which is so essential. The establishment can be strengthened only by stopping leave, and by the temporary transfer of Royal Engineer Officers and Upper Subordinates from the Military Works Department. When this is insufficient the employment of officers from the Staff Corps must be contemplated. Many of these officers are required in the Civil Department for work of village inspections, but when necessary some of them should be placed at the disposal of the Public Works Department, as in the North-Western Provinces, for exclusive employment as circle officers, whose duty it is to supplement the efforts of the regular engineering staff in inspecting works by surprise visits, for the special purpose of checking the muster rolls, pay sheets and measurements, reporting on the condition of workers, sanitary arrangements, and all other questions on which the orders or advice of the divisional or sub-divisional officer is required. These latter officers will of course also inspect the works as frequently as possible, and should at first visit them with the circle officers so as to be able to instruct them in the points requiring attention, and the general *modus operandi* in inspections. I have already, in paragraph 33 of the notes on the North-Western Provinces, referred to the value of these circle officers, and in such a famine as that through which we have just passed, the number that can be very profitably employed is limited only by the extent to which they can be spared from their military duties. The value of their services is not to be measured only by the assistance rendered in preventing peculation and extortion, in dealing with epidemics, and in facilitating the successful and economical prosecution of the works, for much of the experience gained while thus brought into close touch with the people cannot but tend to increase the efficiency of these officers in their own profession. The great want on relief works is constant supervision by active, sympathetic and reliable European officers, and for these principal reliance must be placed on the Indian Staff Corps.

Conditions favourable for the introduction of piece-work.

37. We may now return to the consideration of the question of piece-work, and the circumstances under which it may be advantageously employed. The problem is not how to get a maximum outturn of work for a given outlay or even for every unit receiving relief, but how to supply adequate relief to all who apply for employment at a minimum ultimate cost to the community as a whole. Piece-work may involve much higher payments to each worker unit than the daily labour system, but its ultimate cost to the community may be less for one or other or all of the following reasons :—

(*a*) The number of persons requiring relief may be less, as part of the higher wages earned by the workers will go towards the support of many who would otherwise come to the works.

(*b*) There will be a saving in the cost of special establishment required for the supervision of task-work.

(*c*) The difference between the total expenditure and the real present value to the community of the work done, which is the true ultimate cost of famine relief, will be less.

In piece-work the people are encouraged to do very full tasks, even where it may be necessary to fix a maximum limit. If the work selected is one of great utility, and especially if it is likely to prove remunerative, this will not much affect the ultimate cost to the community, because the more work a man does the greater will be the present value of that work, and the less the actual cost, inasmuch as the greater the progress the lighter will be the incidence of establishment and miscellaneous expenses. But if the work is one of very doubtful or limited utility, there is little advantage in a full tale of work, and under such circumstances it would be better not to introduce piece-work.

If, however, future programmes of relief-works can be so arranged as to include a number of really useful works, even at some distance from the affected villages, it would be an immense advantage to commence operations by opening these, first as test and afterwards as relief-works, on a strict piece-work system. The duty

of Government at this stage is merely "to replace for the moment, as far as may be needed, the ordinary employers of labour, and to furnish work and the wages for work to the labouring classes, with a view to enabling them to earn a livelihood as long as their ordinary occupations are necessarily interrupted" (see paragraph 127, Report of Indian Famine Commissions). This is a very different thing from offering a daily wage in consideration of a more or less nominal task to every man, woman and child who will come a short distance daily to ask for it, and in addition gratuitous relief to as many of their dependants as may be incapable of even a nominal task. On works of the kind now under consideration it is almost a matter of indifference how high are the earnings of the workers, if the rates have been properly fixed, as long as it is found that these earnings go to the support of those who cannot work. When this is not the case, and weak women and small children are thus forced to come to the works in greater numbers, it may be necessary to alter the system. When piece-work has once been properly established there will never be any difficulty in converting it into task-work, and introducing the special extra establishment required, though it is probable that this will only be necessary when distress has become very acute. If we begin, however, by a demoralising system of task-work, it will always be difficult to successfully change this for piece-work, and it is on this account that I have urged that piece-work has never hitherto been given a trial. In the Punjab notes instances have been given of works on which piece-work might have apparently been introduced initially with very great advantage.

38. The question as to the conditions under which piece-work or task-work should be adopted is one that may, I think, be left in the first place to the Public Works Department, if this Department be made solely responsible for the effective management of relief works. The principles and criteria by which its officers would be guided in this matter would be authoritatively laid down by the Head of the Department in each province, and approved by the Local Government. It would be the primary duty of these officers to provide work suitable to their capacity for all who apply for it, but not in the first instance at any rate to offer what is little better than gratuitous relief to those who will not or cannot work. It will be the duty of the civil officers to watch the results outside the works, and if they find that people are coming to them for gratuitous relief who are at least capable of doing a light task, that many are kept from the works by the insufficiency of the wage that they can earn on them, and that in fact the initial standard must be lowered, their representations to that effect should receive immediate attention.

The Public Works Department should decide in the first place whether work is to be carried on by piece-work or daily labour.

The concessions or relaxations that may be made as distress deepens may be very gradual. Before giving up piece-work it may be supplemented by task-work, or by relief for dependants, or the effect of raising rates may be tried. When task-work has been adopted the tasks may be successively lowered as the *nadir* of distress is reached and may be again raised as prospects improve, until as the distress draws to a close it is possible to return again to piece-work on low rates, as contemplated in paragraph 132 of the Report of the Famine Commission. There are other devices by which the works may be adapted to variations in conditions. For instance, when piece-work became impossible on a line of road owing to great accessions of women and children, these might be drafted off to village tanks along or near the line of road, with a small complement of diggers, and employed on task-work. It will be the duty of the Public Works officers to adapt their works to the exigencies of the situation, and I do not think that they will fail in this if they are given a sufficiently free hand, and clearly understand what is required of them. The great experience that has been gained by Public Works officers during the recent famine will justify the proposal that the future management of relief works should form a specialised branch of Public Works administration, and it should not be impossible to frame rules and task-tables for future guidance which will permit an adaptation of the system on each work to all the circumstances of the case.

The question of fixing a maximum limit to piece-work earnings is also one of those that should be considered departmentally with reference to circumstances.

The objection to it is that it involves the maintenance of an exact register of the attendance of piece-workers and an interference with the free action of the workers, which are undesirable, but there may be cases in which such a limit is advisable—as, for instance, when it is found that the works attract an excessive proportion of professional labourers, and it should be left to the Public Works Department to scrutinise the working in either case, and to make such changes as may be necessary.

Again, with reference to the special contract system alluded to in paragraphs 11 and 14 of the Central Provinces and North-Western Provinces notes respectively, and also in the Punjab notes, there are undoubtedly occasions when this system could be employed with advantage. Many Executive Engineers have contractors on whom they can thoroughly rely, and who by their long experience in the organization of labour gangs would be far more efficient in every way than the untrained establishment that must otherwise be employed. In the few cases in which this system can be introduced with advantage discretion should be given to the Public Works Department to adopt it.

Expansion of ordinary Public Works under the usual or contract system.

39. In paragraph 136 of the Report of the Indian Famine Commission, it is observed that when distress is comparatively light and "only amounts to severe scarcity, the Government will commonly find it sufficient to enlarge its ordinary works, so as to offer employment to greater numbers than usual, but without any change of system; and this, with the addition of some help in the villages to those incapable of work, will probably enable people to tide over the season of distress." By this is meant that ordinary public works may, under the conditions stated, be carried out in the usual manner, through the agency of contractors, and that operations may be expanded when it is considered necessary to afford employment on such works to greater numbers than would otherwise be employed. The prosecution of ordinary public works on the usual Public Works system is contemplated in most of the Famine Codes, but an expansion of these works without any alteration of system, so as to obviate the necessity of opening more or less useless relief works, is at present seldom permissible, however strong a case may exist. An expansion of such operations almost necessarily involves an increase of the Budget Grant under some other head than that of Famine Relief, and financial exigencies will seldom permit this being sanctioned. In order to get the requisite funds, it is therefore necessary to convert the work into one conducted on famine relief principles, which has hitherto been taken to mean on the task-work or daily labour system, although under the proposals now made piece-work may in future be regarded as in accordance with famine relief principles. But under the conditions assumed contract work may often be more economical and effective than piece-work, and involves less disturbance. To meet such cases it would be a great advantage if, by a suitable modification of financial rules, the extra grants required could be given without reference to the condition that the work should be carried out on famine relief principles. There is of course a danger that grants for the expansion of ordinary public works in times of scarcity may be applied for more for the sake of expediting the progress of the works than because their more active prosecution will render it unnecessary to open other relief works. But it should not be difficult to insist on satisfactory assurances in this respect before sanctioning additional grants, and when such assurances can be given a considerable waste of public money may be prevented.

Relief works accounts.

40. In paragraphs 14 and 31 of the notes on relief works in Bengal attention has been drawn to the number of elaborate famine returns in use in that province. In other provinces the periodical returns published in the Gazettes give a certain amount of information, and they may be supplemented by unpublished returns in the divisional or circle offices, but all these statements are open to the same objection. They are not based on a uniform plan or framed in such a way as to permit comparisons with the returns of other provinces, and they exhibit only the figures for the particular week, month, or

other period to which they relate, and not up to date figures. In a separate note I have made suggestions as to the initial forms of account to be maintained on the works and the periodical returns which will be derived from them, which will meet these objections, and if adopted the periodical returns will give reliable, if not absolutely correct, information on all the most important points connected with the efficiency of relief works. Apart from these statements or returns there is the question of the audit of famine accounts, or rather of the accounts of relief works carried out by the Public Works Department. In Bengal special instructions have been issued by the Examiner, Public Works Accounts, in regard to the accounts of relief works, and a Deputy Examiner has been appointed who inspects the offices. The muster rolls and other vouchers are sent direct by the sub-divisional officer to the Deputy Examiner, and not to the divisional officer, who is thus relieved of a great deal of accounts work. I do not know how this system has been found to work in practice, or what modifications, if any, of the ordinary public works system have been made in other provinces. I believe, however, that in none were audited accounts obtainable showing up to date expenditure in comparison with the value of work done, and certainly not in an aggregate form. It was said that accounts could not be kept up to date, and that information of this kind could only be given months hence, when the great pressure of relief works was removed. There can be no doubt of the supreme importance of making relief work accounts as simple as they can be made, and of leaving all officers as free as possible for inspection of the works, but it is at the same time very desirable that accounts of the cost of relief works should be punctual and up to date, and it is far easier to compile them with the necessary degree of completeness as the work is in progress than at a much later date. This is not a question to which I was specially directed to pay attention, and I did not make many enquiries on the subject, but I have been struck with the want of uniformity in provincial returns which render comparisons of results attained almost impossible, and with the difficulty of obtaining reliable information relating to the actual expenditure over a considerable area and period, with reference either to the number of units relieved or the normal value of the work done. The suggestions which have been made in the appended note are intended to remove this difficulty, but I am of opinion that the whole question of the manner of rendering and auditing relief work accounts should be considered by a committee of experts, with the view, on the one hand, of simplifying and assimilating them as far as may be possible, and on the other of keeping them close up to date. It is desirable to utilise the experience gained in the recent famine for the improvement, not only of the system of organisation, but also of the system of accounts.

Summary of recommendations.

41. The recommendations made in this Report may now be summarised as follows:—

(*a*) Efforts should be made to include in future programmes of relief works a greater number of large public works, which shall either be of a remunerative character, or of such public utility as to justify their construction when it is incumbent on Government to devote large sums of money to the purpose of famine relief, which must otherwise be expended on works of a less useful and perhaps absolutely useless character. It is not essential that such works should be remunerative, but they should not involve future liabilities for maintenance out of all proportion to the public benefit that will be derived from them. Nor should they involve heavy expenditure on materials or on work that will be almost useless for purposes of famine relief, except in the case of projects the construction of which, sooner or later, has been recognised as necessary, and has been definitely approved by competent authority.

(*b*) Such works may be entered in the programmes of relief works on the understanding that on the first occurrence of distress it will not be obligatory to provide employment for the people in the immediate neighbonrhood of their homes, but that they may, on the contrary, be drafted to works 40 or 50 miles away from their villages. In the case of large and important works, upon which great numbers of labourers

can be employed with great public advantage, it may even be contemplated to draft them by rail from greater distances than this, when the requisite facilities exist.

(*c*) As soon as it appears probable that relief works will be required, test and relief works should, in the first instance, be opened as far as possible on works of the class referred to in (*a*) and with reference rather to the utility of the work than to its proximity to the affected villages, but arrangements may be made when necessary and under proper precautions to convey the people to the works, or to pay the cost of their maintenance during transit.

(*d*) When it is evident that relief works will be required on an extensive scale in any district, they should be placed under the charge of the Public Works Department, which will be solely responsible for the organisation and management of such works in accordance with the principles and rules that may be laid down for its guidance by the Local Government, which will be framed with reference to the general provisions of the Famine Code to which these instructions will be subsidiary or supplementary.

(*e*) When relief operations are first started, whether as test or relief works, a strict system of piece-work should be enforced and the people should not be encouraged to expect employment for all as daily labourers, even at the minimum wage, without reference to their capacity for work. As the works proceed, it should be left to the Public Works Department, in free and constant communication with the civil officers, to introduce any system approved in the departmental instructions which may appear most appropriate, with reference to the character of the work, the condition, customs, and capacities of the workers, the proportions of men, women and children, the qualifications of the available subordinate and special establishment, the intensity of the distress, and other considerations.

(*f*) It will be the duty of the Public Works officers to so adapt the system on each work that suitable employment may be offered to all who are drafted to the works by the civil officers who are engaged in the supervision of village relief, and whose duty it will be to send to the works all applicants for gratuitous relief who may be considered capable of performing a moderate task. The inter-dependence of relief works and village relief must be fully recognised, and though the civil officers should be relieved of all responsibility for the management of the former, they should pay increased attention to the supervision of the latter, not only on account of the great numbers for whom this form of relief is alone suitable, but also because the scrutiny of the village lists afford the most reliable means of testing the efficiency of the relief works as a means of relief.

In connection with this subject it is most desirable that there should be some fairly uniform standard by which the capacity of an applicant for relief to perform a moderate task may be judged. It should be recognized that, while it is very demoralizing to give gratuitous relief to persons who are capable of working, it is not less so to lower the task standard on relief works by the admission of large numbers who can only be given an absolutely nominal task.

(*g*) When it is found necessary to substitute a system of daily labour for piece-work upon any work, the classification, wages and tasks of the daily labourers should be regulated in accordance with the suggestions that have been made in paragraphs 8 to 16 of this Report, or any modifications of them that may be finally approved by Government.

(*h*) Whenever the more active prosecution of public works already in progress or sanctioned is shown to the satisfaction of the Government of India to be desirable, as a means of obviating the necessity for opening relief works on the systems approved in the revised Famine Codes, the requisite funds should be provided for an expansion of operations under the usual Public Works system, as a temporary charge, if necessary, against famine relief, without insisting on its being conducted on Code principles.

(*i*) Petty works in the neighbourhood of distressed villages should not be opened in the earlier stages of distress, but should be held in reserve in the event of its becoming necessary to disperse the labour collected on large works, or until the large works are approaching completion, or for the latest stage of distress.

(*j*) Small relief works which cannot conveniently be placed under the charge of officers of the Public Works Department, and all petty agricultural works for which petty advances have been made, should remain under the charge of the Collector or Deputy Commissioner, and be managed, as far as may be, in general accordance with the principles to be laid down in case of works under the Public Works Department, though the accounts may be kept in less detail.

(*k*) The systems that may be adopted on relief works may be classed as follows :—

(i) Ordinary public works conducted on the ordinary public works or contract system, under the conditions referred to in (*h*), or when an expansion of operations on such works is considered necessary in the public interests.

(ii) Works conducted on the piece-work system, whether limited or unlimited, and whether under the management of approved contractors or on the pit-gang system, no allowance being in any case made to dependants.

(iii) Piece-work as in (ii), supplemented by relief to dependants, both adult and children, or to children dependants only.

(iv) A combination of piece-work and task-work, with or without relief of dependants, certain parts of the work being set apart for piece-workers, and others for daily labourers ; or workers of the digger class being paid by the piece and carriers as daily labourers.

(v) Task-work or daily labour throughout, with or without relief to dependants, but without a Sunday wage, the option being given to all tasked workers to earn a higher wage than that pertaining to their class on performance of more than the full task.

(vi) Task-work or daily labour in which no one can earn more than the normal wage of his class and in which all dependants are relieved and a Sunday wage is given.

It may be contemplated that as distress deepens the system will gradually change from (*i*) or (*ii*) to (*v*) or (*vi*), and that as prospects improve and the demand for relief is less keen and universal a reversion will be gradually made in the reverse order.

(*l*) The relief of dependants should depend on the degree of distress, and should be given only on the recommendation of the Collector or Deputy Commissioner. When relief is necessary it should, whenever possible, be given by means of kitchens, the children receiving a cooked ration, and adults either a cooked or dry grain ration. The systematic management of these kitchens will be part of the duty of the Public Works Department.

(*m*) On all large works a special civil officer to be appointed, who shall usually be nominated by the Civil Department, but whose services should be at the disposal of the Public Works Department. When there is a resident Assistant Engineer or Upper Subordinate in charge of a work, the special civil officer will be placed under his orders as assistant officer in charge, but otherwise he will be the officer in charge, and subordinate to the sub-divisional officer in whose charge the work lies. The duties of the officer or assistant officer in charge will be generally as described in paragraph 33 of this Report.

(*n*) Payments of daily labourers may be made daily, or at longer intervals, as may be decided by Local Governments, but the adoption of the system of full pice wages and payments through the medium of the gang muharrirs and mates should be permitted only when payments are made daily. Piece-workers may be paid daily, or at longer intervals, as may be directed by the Superintending Engineer.

(*o*) The Collector or Deputy Commissioner should be furnished with a daily report of the number of men, women and children on the works and in receipt of relief as dependants, and other information that may be required for the weekly returns of relief operations, but the periodical returns showing expenditure incurred, value of work done, and other working statistics should be rendered by the Executive to the Superintending Engineer, by whom copies or abstracts would be forwarded to the Commissioner for inclusion in the periodical returns required by the Local Government or the Government of India. Suggestions as to the form of these returns have been made in Appendix II. to this Report.

(*p*) A committee of experts should be appointed to consider the more general question of forms of account for relief works, and the manner of rendering and auditing them, with a view to greater simplicity and uniformity, and an earlier return of properly audited figures relating to all expenditure on famine relief works incurred in the Public Works Department.

Modifications of the existing Famine Codes.

42. Some of these proposals will involve a few modifications in the existing Famine Codes, but they will not be very great, nor will they be inconsistent with the recommendations of the Famine Commissioners. If, at the end of this enquiry, I am unable to recommend more radical alterations, the fact may be regarded as one indication of the value of the Codes, which cannot be overrated. Whatever deviations may have been found necessary in some provinces from the strict letter of these Codes, or whatever difficulties or friction may have been occasonally caused by some of their provisions, it is impossible to deny their great usefulness during the recent famine as a guide to all officers engaged in relief operations and as a means of ensuring a fair uniformity of system and standards in the management of relief works. They have been severely tested, and have stood the strain so well that, although many amendments are doubtless necessary, some diffidence must be felt in proposing them, especially by one who can claim no personal experience in the executive control of famine relief operations.

Conclusion.

43. In conclusion I must express my obligations to all the Civil and Public Works officers that I met during my tour for the hospitality and assistance offered to me. On the part of all the greatest readiness was manifested to anticipate my desires for information and to give me every opportunity of visiting as many works as possible, though the arrangements for my journeys must have often caused a great deal of trouble and inconvenience.

In addition to this personal acknowledgment, I desire also to allude to the splendid work that has been done in this famine campaign, not only by these officers, but by others whom I had not an opportunity of meeting. It is not within my duty, nor is it indeed within my power, to appraise the services of individuals, but as one who has had the privilege of witnessing relief operations in almost all parts of India at a time when distress was near the maximum, and during the hottest season of the year, I cannot conclude this Report without bearing testimony to the zeal and devotion of the officers in all Departments who have been conducting them. In addition to constant fatigue and exposure, the work of these officers has been of a most arduous and anxious kind, for not only the economical expenditure of the resources of Government, but also the health and lives of thousands, have depended on their energy, vigilance and ubiquity, while the new difficulties constantly presenting themselves have demanded great resourcefulness, judgment and tact. Famine officers in the discharge of their duties must often appear stern and hard-hearted, but the ready cheerfulness with which their work has been everywhere carried on must be mainly attributed to a spirit of compassion of which this was the only permissible manifestation. I have felt, while in every province, that whatever success may have attended the relief operations, the most important factor has been the ability, sympathy and devotion of the officers who have been in charge of them, and whatever may be the forms or provisons of the revised Famine Codes, it is on the same high personal qualification that principal reliance must be placed in future.

1*st October* 1897. T. HIGHAM.

APPENDIX I. TO REPORT ON MANAGEMENT OF RELIEF WORKS.

Note on the standard task for an average famine carrier.

1. In paragraph 10 of the Report to which this note is an Appendix, it is shown that one of the most important problems in the organization of relief works is the determination of the average carrying task that may be legitimately expected from an ordinary famine carrier who receives only the D minimum worker's wage. It is unnecessary to consider here the digger's task, which varies according to the nature of the soil, from 200 cubic feet in Bengal to 40 cubic feet or less in the Deccan. The problem is to determine for different leads and lifts the minimum complement of carriers required for a company of diggers who are set a full task of T cubic feet per diem. Circumstances may still often render it unavoidable to employ more than this minimum number, and to whatever extent this may be the case the carriers will be lightly tasked. The determination of the minimum will, however, give a standard by which the lightness of the task will be judged, and if it is ever necessary to employ less than the minimum complement, that is, to increase the task above the standard, the carriers will be fairly entitled to something more than a minimum wage.

2. In many of the Codes, *e.g.*, that of Bombay, tables of standard tasks for carriers have been worked out for males and females of the three classes A, B and C and for working children, but in them certain relations are assumed between the task that can be done by a man, a woman and a child, or by a member of one class and a member of another class, which are at least in some cases open to question, and although the task proposed may, in particular cases, be fairly correct, it does not follow that the derived tasks are correct, nor is it clear what task should be allowed for the average on famine works. Another objection to most of the tables is that they are based on the assumption that the task will vary inversely as the horizontal lead when the lifts are the same. It is, however, much easier for a woman to carry a basket on her head for say a mile, and return with it empty, than to make 53 trips of 100 feet each and back with the same basket, taking it full from the digger in each case and returning to him with it empty. In any line of carriers the first in the line who takes the basket from the digger carries it a much shorter lead than the others when there is no lift, and it is clear that some allowance has to be made for the initial effort. The first carrier frequently has to assist in filling the basket, or loses time waiting until it is filled by the digger. She has then to lift it to her head through a height of over five feet, but in this is generally assisted by the digger, and after carefully poising it has in most cases to step out of the pit, and whether (as in the case of very short leads) she be the only carrier, or the first in a long line, she usually has to take the load through a lift of at least 3 feet in addition the horizontal lead.

3. We may thus consider the *reduced lead* upon which a carrier's task must be based to consist of three factors—the initial effort, the horizontal lead and the vertical lift; and if we can express the first and third of these factors in terms of the second, the sum of the three will represent the *reduced lead*. As regards the initial effort I consider that it may fairly be taken as equivalent to 72 feet of horizontal lead, that is to say, that the carrier who takes the basket from the digger and carries it to a distance of 28 feet will be just able to serve the second carrier who may be supposed to carry the basket through a horizontal lead of 100 feet. It must be added that this initial effort must be held to include a vertical lift of three feet, which may be taken as a minimum lift in almost all forms of earthwork. The carrier has usually to step out of a pit one or two feet in depth, and the earth when thrown down will stand at a level of one or two feet above the natural surface. The first in a line of carriers in almost all cases overcomes the first three feet of the vertical lift, as she transfers the basket from her own head to that of the second carrier at a level from which it can be thrown down to a level of at least three feet above the horizontal plane from which the earth was taken.

4. As regards the conversion of vertical lift into horizontal lead, there is some difference of opinion and practice. In the standard task-table, of the Bombay Famine Code, 5 feet of lift are taken as the equivalent of 100 feet of horizontal lead, or 1 in 20. In some experiments with able-bodied labour made many years ago on the Sirhind Canal, it was concluded that 1 foot of lift was equivalent to 6 feet only of horizontal lead. In the Bengal rules 3 feet of lift are taken as equivalent to 50 feet horizontal lead, which gives a proportion of 1 to 16·6 feet. Professor Rankine states that in wheelbarrow work 1 foot of lift may be taken as equivalent of 6 feet horizontal lead, but for basket work no doubt the equivalent in horizontal work is greater. The extra rates paid for lift and lead in Northern India are usually 8 annas per chain of 100 feet horizontal lead and 1 anna per foot of lift, which is therefore the equivalent of 12½ feet of horizontal lead. On the whole I think that a ratio of 1 to 12 may be accepted as that most generally applicable, and it accords very well with such observations as I have been able to make on relief works.

5. The reduced lead on any work may therefore be expressed symbolically by the following formula :—

Let R = Reduced lead in feet.
H = Horizontal „ „ „
V = Vertical lift „ „
Then $R = 72 + H + 12 (V-3) = 36 + H + 12 V$.
And if T = Task of diggers in cubic feet.
C = Task of carriers in cubic feet carried over lineal feet.
Then C = T. R.
And if c = Task of an ordinary famine carrier.
$\frac{T.\ R.}{c.}$ = Number of carriers required for a digger's task T to be carried over a reduced lead R.

6. We have next to consider a fair value for c, the carrying task of an individual famine cooly, and for this we may take a woman as representing the carrier unit. The great majority of the carriers will always be women, and we may assume, as in Madras, that children between 12 and 16 will between them be able to work up to the woman's task, the boys doing perhaps a little more than the average and the girls a little less. The male carriers will, as a rule, be old and feeble men who will not be able to do much more than the women, though a higher task may be set for strong men when it is necessary to employ them as carriers. Children under 12 may be regarded as half units.

7. By observations made on the works and collation of task-tables, &c., I have formed the conclusion that the maximum task that can be expected from one carrier unit, expressed in terms of the quantity of cubic feet to be carried multiplied by the number of lineal feet in the reduced lead, may as a rule be taken at 12,500, that is to say, that 12·5 cubic feet may be carried over a reduced lead of 1,000 feet, or 125 cubic feet over a reduced lead of 100 feet. This is, however, a maximum task, such as is found in long leads or when carriers can be worked to the utmost. For ordinary tasks, entitling to the minimum wage, and adapted to gangs containing a fair proportion of girls, nursing mothers, and others who may be a little below the average, a reduction of 20 per cent. may be made, and the ordinary famine task per carrier unit may be taken at 10,000.

8. A more concrete idea of the work involved in this task may be formed by considering the number of trips that must be made for leads of varying length. Observations made on many works showed that the weight of the loaded basket carried by the average carrier unit was from 30 to 35 lbs., and it may fairly be taken at one-third of a cubic foot. Some will of course carry heavier loads and move at a slower pace, while others will carry lighter loads and make more trips in the day, but in almost all soils the average load seems to approximate very closely to one-third of a cubic foot, as has been assumed as one of the data in the Bombay task-tables. If the number of cubic feet multiplied by the reduced lead in lineal feet be taken at 10,000, the number of baskets carried multiplied by the same lead will be 30,000, or one basket-load will have to be carried a distance of 30,000 feet, or 5·68 miles, the carrier returning with the empty basket. In practice of course a single basket is not carried this distance, but more baskets over a shorter lead. Thus, supposing the reduced lead to be 100 feet, 300 baskets would be carried. As 72 feet are allowed for the initial effort, the actual distance travelled in this case would be $300 \times 28 = 8{,}400$ basket-feet only, and back with the empty basket, but the carrier would in addition have to do all the initial work connected with the filling and first lifting of 300 baskets, which may be taken as the equivalent to a task of 21,600 basket-feet.

9. The determination of the number of carrier units required in any gang will thus be a very simple matter. All that is necessary is to multiply the full task of the diggers in cubic feet by the length of the reduced lead in lineal feet, and divide by 10,000 (that is, cut off by a decimal point the four figures on the right hand of the product) to find the number of carrier units required. In making up this number children under 12 should be counted as half units, and able-bodied men, of the digger class, whom it may be necessary to employ as carriers, should be counted as equal to 1½ units. All other carriers should be regarded as single units.

10. In the following table the tasks per carrier unit deduced from the formula now suggested are compared with those derived from the standard task-tables of the various Provincial Codes, for a woman of B class, or man of C class:—

Lift and lead.	Reduced lead.	Task per carrier unit.	Bombay, Central Provinces, Upper Burma.	Bengal.	North-Western Provinces.	Punjab.
	Lin. feet.	Cubic feet.	Cubic feet.	Cubic feet.	Cubic feet.	Cubic feet.
50 feet lead, 5 feet lift	146	68	60	62	71	93
150 „ „ „ „ „	246	41	30	43	34	70
550 „ „ „ „ „	646	15	10	15	10	18
50 „ „ 20 „ „	326	31	15	17	16	25
150 „ „ „ „ „	426	23	12	14	12	22
550 „ „ „ „ „	826	12	7	8	7	12

It will be seen that with one or two exceptions the tasks proposed for lifts of 5 feet agree very fairly with those prescribed in the Codes, though much below the Punjab tasks. For other lifts the tasks proposed are much higher than allowed in the Provincial Codes, except in the Punjab. This is due to the fact that the tables in other Codes are based on the assumption that 5 feet of lift are equivalent to 100 feet of horizontal lead, instead of 60 feet as in the formula proposed. The latter ratio appears to me to be more closely in accordance with observed facts, and if so, the tasks for high lifts proposed in the tables of standard tasks are much too

low. The initial tasks prescribed for class A labourers in the Bombay, Central Provinces and Upper Burma table are also low, as pointed out in paragraph 17 of the Bombay notes.

11. The standard task proposed of 10,000 cubic feet over lineal feet may now be considered with other formulæ or rules, and to certain observations recorded in my inspection notes :—

(*a*) The formula proposed in a Resolution by the Government of Bengal, dated 5th October 1892, which has been inserted in almost all the Provincial Codes, assumes that the initial effort is equivalent to an additional lead of 50 feet ; but it is stated that the formula is a little too liberal when the lead is long, so that it may be inferred that the allowance for initial effort is not quite as much as it should be, and that 72 feet allowed in my formula will be more appropriate. The assumption is also made that a man can carry 125 cubic feet of soil for 100 cubic feet when there is no initial effort, and that a woman can carry a little less than a man. The task in cubic feet over lineal feet for a man is thus 12,500.

If 50 feet be allowed for initial effort, the task for a woman, according to the examples cited in the Resolution, will be 10,000.

(*b*) In the note by the Chief Engineer of Bengal, dated 15th March, 1897, on the manner of laying out tanks for famine relief works, it is stated that under normal conditions a carrier will remove 125 cubic feet a day for a lead of 100 cubic feet and lift of 3 feet, but that famine carriers will not do more than five-eighths of such a task, or 75 cubic feet. This, however, is for the initial chain, and involves the initial effort. If we add 72 feet for this to the lead, the real task done is $76 \times 172 = 13{,}072$.

In paragraph 7 of the same note it is laid down that in road-work three carriers are required for every 200 cubic feet carried over a lead usually under 50 feet, with a lift under 6 feet. For a 50 feet lead and 6 feet lift the reduced lead, according to the formula proposed, would be 158 lineal feet, and the work done by three carriers would be $158 \times 200 = 31{,}600$, or 10,533 per carrier. The carrier's task is generally low on road-works.

In paragraph 3 of the same note it is said that two extra carriers should be allowed in tank work for the second and successive lines of pits, that is, for every additional 25 feet of lead, the task of the diggers being 800 cubic feet. Here we have not to consider the initial effort. The task of the additional carriers is $\frac{800 \times 25}{2} = 10{,}000$, but it is remarked that this is somewhat too low.

In paragraph 4 of the same note it is directed that for every successive horizontal layer 2 feet in depth, two extra carriers may be allowed for the task of 800 cubic feet. The extra depth of 2 feet in digging will probably involve an extra height of 1·5 feet in the spoil bank, so that the extra mean lift will be 3·5 feet, and for this the same number of extra carriers is allowed as for 25 feet extra horizontal lead, that is, 1 foot of lift is taken as equal to only 7 feet of horizontal lead instead of 12 feet allowed in the proposed formula, 16·6 feet in Bengal piece-work rules, and 20 feet in most of the standard task-tables. If we take the ratio as 1 to 12 as in the proposed formula, the carrier's task becomes $\frac{800 \times 3{\cdot}5 \times 12}{2} = 16{,}800$ which is very high.

The rules for extra carriers on tank work have been framed with a view to simplicity and appear to be rather too liberal for extra horizontal lead and too hard for extra lift, but taking both together it will be found that the carrier's task varies in different pits and for different lifts from 11,000 to 13,000, and that 12,000 may be taken as the average contemplated in Mr. Glass's rules.

(*c*) In paragraph 16 of my notes on relief works in North-Western Provinces it is shown that on road-work, with a lead not exceeding 50 feet, two carriers are allowed for a full digger's task of 100 cubic feet, and if the lift be taken at 5 feet, the carrier's task according to the formula is $\frac{100 \times (36 + 50 + 60)}{2} = 7{,}300$ only, while for a maximum digger's task of 125 cubic feet, the carrier's task is but 9,125. The carriers in the North-Western Provinces are, however, generally very lightly tasked, especially on road-work.

(*d*) On the Amipur Nullah embankment referred to in paragraph 25 of the same notes it may be assumed, for the reasons given, that the 1,736 diggers spent half their time in carrying. The carriers consisted, therefore, of :—

	Carrier units.
868 diggers	= 1,302
2,006 other men	= 2,006
4,151 women	= 4,151
1,287	= 965
	8,424

I have taken each digger as equal to $1\frac{1}{2}$ carrier units and each child as $\frac{3}{4}$ of a unit. Small children should count only as half a unit, but on this work the proportion of small

children was very low. The quantity of earth removed over the lead of 900 feet and lift of 3 feet was 104,160, and the average task per carrier unit was therefore $\frac{104,160 \times 972}{8,424} = 12,019$.

These were all piece-workers, and were probably doing their best. This example is an interesting one, as there was a long lead, but practically no lift.

(*e*) Two examples of high lifts are given in paragraphs 12 and 13 of my notes on the relief works in Bengal. In the former the task of the carriers, according to the proposed formula, was $\frac{600 \times (36 + 200 + 240)}{22} = 12,982$, and in the latter $\frac{200 \times (36 + 140 + 240)}{7} = 11,886$. Both these cases were task-work on the Blackwood system, or practically piece-work.

(*f*) In paragraph 19 of the same notes it is shown that 18,302,704 cubic feet of earth-work were carried out by 392,354 workers, of whom it is assumed that 30 per cent. were diggers, so that the number of carriers may be taken as 274,648, and the task per carrier will have been $\frac{18,302,704 \times (36 + 68 + 120)}{274,648} = 14,927$.

The digger's task worked out in this case to 155 cubic feet, which is not very high, and it is possible that some of the diggers assisted in carrying, while the average lift of 10 feet has probably not been calculated very accurately, and may have been somewhat over-estimated. A high duty might, however, be expected on this canal, which was piece-work.

(*g*) In Madras I found that carrying tasks for leads of over a furlong were generally fixed on the assumption that a woman could carry a basket containing 0·4 cubic feet of earth a distance of 5 miles per diem, returning with the empty basket, and that a child could carry a basket containing 0·2 cubic feet the same distance. The woman's task would therefore be equivalent to 10,560, if no allowance be made for initial effort. With short and numerous trips, making up to 5 miles, the task done would be heavier than this, as allowance would have to be made for the initial effort. In practice, however, the tasks in Madras were generally much less than this owing to the excessive number of carriers.

(*h*) In paragraph 12 of the Bombay notes it is shown that women carriers were required to carry 20 seers, or $\frac{1}{2}$ a cubic foot of road-metalling 6 miles daily, returning with the empty basket, and in paragraph 6 of the Central Provinces notes the task for carrying kankur long distances is stated to have been 3 cubic feet, divided by the distance in miles. In both these cases, therefore, 1 cubic foot is carried 3 miles, and disregarding initial effort for these long leads the measure of the task is 15,840.

(*i*) From a note by the Chief Engineer, Irrigation Works, Punjab, on relief works in that province, it appears that for a horizontal lead of about 65 feet the carrier's task was 75, 50, and 40 cubic feet for mean lifts of 3, 9, and 16 feet respectively, and the measures of these tasks are 10,275, 10,250, and 11,720.

(*j*) On the Jhelum Canal in the Punjab three carriers were required to take 160 cubic feet over an average horizontal lead of 200 feet and a lift of 4 feet, the measure of the task, according to the proposed formula, being $\frac{160 \times (200 + 36 + 48)}{3} = 15,147$. An extra carrier was allowed for every additional 8 feet of lift, the measure of whose task would be $160 \times 8 \times 12 = 15,360$. These tasks are high, but they were set for labourers receiving the A class wage.

12. A consideration of all these instances in different provinces will, I think, be found to justify the assumption that 10,000 may be taken as the measure of the task for an average carrier's unit, and 12,500 of the task entitling to an extra wage. An able-bodied carrier receiving the wage of a digger should be required to perform a task of 15,000, while the ordinary task for a child would be 5,000.

13. It is not obligatory, however, to adopt these constants in all cases. In some provinces or districts the condition of the people may be such as to justify the adoption of a lower standard, and the task for the average carrier unit may be taken as 9,000 or 8,000, the tasks for child units or for able-bodied men employed as carriers being proportionally reduced. On the other hand there may be more provinces in which the standard may be fixed as high as 12,000. If the formula for the reduction of lead is accepted, the value of c, or the measure of the task for the average carrier unit, may be fixed at discretion. The formula and constants proposed are those which appear to me generally suitable for relief works, but are only put forward tentatively for the consideration of those who have great or more extended experience in famine earthwork. What I am most desirous of urging is the necessity for establishing some standard whereby it may be readily seen whether famine carriers are being over or undertasked. Overtasking can always be prevented by taking off some of the diggers and making them carry. Undertasking will be often unavoidable when the proportion of carriers is excessive, but it is nevertheless desirable that there should be some standard by which the degree of undertasking can be measured and undue laxity prevented.

14. Let it be supposed that there are 10 diggers in a pit, whose normal or full task is 1,000 cubic feet per diem, *i.e.*, 100 cubic feet per man, and that 40 carriers are required to carry this away, for the given lead and lift, each carrier performing a task measured by 10,000. If the diggers do a maximum task (25 per cent. in excess of full task), or 1,250 cubic feet, they will be entitled to an extra wage, but this will involve on the part of each carrier a task of which the measure would be 12,500 and each carrier would also be entitled to the extra wage. If, however, owing to excess of carriers it were necessary to put 50 instead of 40 into the pit, the measure of the carrier's full task would be 8,000 only, and if the diggers did a maximum task of 1,250 cubic feet, the carrier's task would still only measure 10,000, so that the diggers only would be entitled to an extra wage. If, however, the number of carriers were less than 50, the task would exceed 10,000 when the diggers did 1,250 cubic feet, though it would not amount to 12,500 as long as the number of carriers exceeded 40. The extra wage should therefore be allowed for some number intermediate between 40 and 50. Let us fix this at 44, or 10 per cent. above the normal number. When the diggers perform a maximum task, the carriers will do a task of $\frac{40}{44} \times 12{,}500 = 11{,}364$ or 13·64 per cent. more than the standard task. If this may be considered as entitling them to an extra wage, the following rule may be adopted in deciding whether an extra wage may be allowed to carriers when the diggers do 25 per cent. more than the full task :—

"When the number of carriers on a work does not exceed the number required for the diggers, according to standard task-tables, by more than 10 per cent., carriers and diggers should alike receive an extra wage when the diggers perform a maximum task. When the number exceeds 10 per cent. the diggers only shall be paid an extra wage."

If the gang registers and work abstracts are properly maintained, it will never be difficult to ascertain when the number of carriers on a work exceeds the number required by over 10 per cent.

If there is no Sunday wage, the carriers might, however, be allowed an extra wage whenever the diggers perform a maximum task.

2nd October 1897. T. HIGHAM.

APPENDIX II. TO REPORT ON MANAGEMENT OF FAMINE RELIEF WORKS.

Note on Initial and Periodical Returns relating to Famine Relief Works.

1. The initial field accounts and derived periodical returns relating to Famine Relief Works which are in use in different provinces differ very much, both in form and in regard to the nature and extent of the information which they are intended to convey, but all, including even those which are the most detailed and elaborate, are open to the following objections :—

Objections to present forms of Relief Work returns.

(i.) The returns derived from the initial field accounts do not show the extent to which the relief workers are fined, or the difference between the amounts actually paid to them and those to which they are normally entitled under the Famine Code rules in force.

(ii.) The periodical returns do not compare the expenditure incurred on wages to relief workers, and on other items, with the value of the normal rates of the work done during the period under reference.

(iii.) Nor do they show the average task required on the principal forms of works and, in comparison with this, the tasks actually performed.

(iv.) The forms in use do not provide for showing separately the results of piece-work and task-work.

(v.) All returns exhibit only the figures for the period, day, week, or month to which they relate, and there is no record of up-to-date figures.

(vi.) The returns for one province are not comparable with those of another, owing to the great differences of form and classification, and even in the same province returns for different districts are in regard to many points not comparable, owing to differences in the grain rates, or the character of the works, *e.g.*, the outturn of earthwork per male unit, without reference to the hardness of the soil or the conditions of lift and lead.

2. The great variety of forms is in a great measure due to the variety in the systems of classifying relief workers, and of fixing their tasks. If the suggestions in regard to these matters made in the Report to which this note is an appendix are accepted, it will be possible to introduce more uniform and simpler forms of returns to which the foregoing objections will not apply. The following proposals to

Simpler and more uniform returns will be possible under a simpler system of initial classification.

this end are made, partly for the purpose of more fully illustrating the advantages of the system of classification proposed in the Report, and partly as a starting-point in the future consideration of the general question of the returns and accounts relating to relief works.

Intervals embraced by periodical returns.

3. In most provinces some form of progress report or famine return is prepared weekly, and is either recorded in the district or divisional offices, or is published in a more or less condensed form at weekly, fortnightly or monthly intervals in the local Government Gazette. In Bengal these returns were compiled weekly, and in addition separate sets of returns were submitted at ten-day intervals to the Examiner for accounts purposes. The length of the period to be embraced in periodical returns is a matter for the discretion of the Local Government, but it is at least advisable that the periods adopted for statistical and accounts purposes should be synchronous. The forms proposed in this note are intended to be made out half-monthly, that is, for the former 15 and latter 15 or 16 days of a month of 30 or 31 days, and it is thought that this will be found more convenient than any other period. But there will be no difficulty whatever in using the forms for periods of a week, 10 days, a fortnight, or a month, as may be deemed desirable. It should be noted, however, that the periodical returns now under consideration are not intended to supersede the brief weekly returns which are now required by the Government of India, showing for each district the numbers on the last day of the week of workers and dependants and recipients of other forms of gratuitous relief without regard to sex, age or class.

The series of statistical returns.

4. There are five forms of return to be considered, *viz.* :—

(1) The initial returns, including the Gang Register, Muster Roll and Measurement Book.

(2) The Daily Reports, or abstracts of the Gang Registers, &c.

(3) The Works Abstract or Day Book maintained on each work by the officer-in-charge.

(4) The Half-monthly Progress Report, prepared from the work abstracts in the Sub-divisional or Divisional Office.

(5) The Final Return, or abstract of the figures given in the Progress Reports, for each Civil District, or, if thought necessary, for each sub-division of a district.

The last is the only return that would usually be published in the local Government Gazettes.

Each of the last four of these returns will be an abstract of the return immediately preceding and all will be essentially in the same form. The forms appended are those suggested for the Works Abstract or medial return of the series, and will be first described, the few modifications necessary in the initial and derived forms being explained subsequently.

The Works Abstract.

5. The Works Abstract will consist of three parts, but the appended forms are for Parts I. and II. only. Part III., which will be on the reverse of the form, is merely required for the exhibition of the progress, "last reported," "during month," and "to end of the month," under all the work sub-heads of the estimate, and will be in the form usually adopted for Daybooks or Work Abstracts.

Parts I. and II. have been drawn up on the supposition that piece-work and task-work are both in progress on the same work, though this will not be very commonly the case. When there is no piece-work, columns 9 and 12 of Part I. and columns 2 to 13 of Part II. may be altogether omitted, and the form will be greatly simplified. When there is no daily labour but all are piece-workers (which will perhaps seldom however be the case) columns 6 to 11 of Part I., and columns 14 to 25 of Part II. will not be required. In practice, therefore, the Works Abstracts may often be in a much simpler form than proposed, but the two derived returns, the Progress Report and the Final Return, will very often include piece-workers and daily labourers, and it is convenient, therefore, to show the Works Abstract in a form that will be suitable for these derived returns.

Part I. of Works Abstract.

6. Part I. of the Works Abstract will contain an abstract of the daily reports for every day in the half-month, each column being then totalled to show the totals for the half-month. This Part gives all necessary details of the attendance and classification of the workers, the amounts of the wages to which they are entitled at the prescribed normal rates, the amounts earned, and those actually paid. A comparison of the amounts entered in columns 10 and 10 (*a*) will show at a glance to what extent deductions have been made from the normal wage. Payments for piece-work and on account of other items are shown separately (column 13 may be sub-divided at pleasure), and the total daily payments on all accounts, except Relief of Dependants, are shown in column 14. The total in this column at end of the half-month is compared with the total value of work of all kinds done by the relief labourers, whether on piece or task-work, during the same period, as worked out from the details of progress in Part III. of the Works Abstract. In the next column the figure of merit for the half-month, or percentage on the total expenditure

of the value of work done, is recorded. This in itself will not always be an index of the efficiency of the work, as in particular months the special or miscellaneous charges may be very heavy, but the forms permit the up-to-date percentage being also exhibited, and as miscellaneous charges are shown separately they can be always allowed for. The last four columns of this Part show the number of dependants and the amount paid on their account. This amount will not be included in the total expenditure shown in column 14, as many officers consider that gratuitous relief should never appear as a charge against the work. It may be said on the other hand that, as daily wages are often fixed with reference to the consideration that dependants will receive gratuitous relief, and as dependants are not usually relieved when piece-workers are employed, the cost of gratuitous relief may fairly be charged against the work. Where gratuitous relief is given it forms a considerable but very fluctuating proportion of the total expenditure, over which, however, the officer-in-charge has very little control, and on these grounds I think it better that it should not be included in the works expenditure shown in column 14. As long as the cost of such relief is shown separately, as in the form proposed, it is not of much importance whether it is included or excluded from the total in column 14, but the practice should be uniform in all provinces.

The form will show the totals for the half-month for each column. Some additions will probably have to be made in the sub-divisional or divisional office under columns 13 and 14, and when this has been done the form can be completed by entering from the last preceding Works Abstract the totals to end of previous half-month, and then showing for each column the totals from commencement to end of the half-month, or up to date.

Part II. of Works Abstract.

7. It may be said that Part I. will not give information as to the actual cost of the work in sufficient detail, especially as the payments to daily labourers will include the wages of many who have not been tasked. Its usefulness as a general abstract of the operations for the period embraced would be marred however by loading it with further details, and it is on this account that Part II. is proposed which will deal with the more important working statistics. Columns 2 to 7 relate to piece-workers of all kinds. In columns 2, 3 and 4 the total number of men, women, and children employed are shown, as it is very necessary to keep a distinct record of the proportions which men bear to women and children on piece-work. The corresponding number of male units, calculated as directed in the notes on the form, will be entered in column 5. The amounts to be entered in column 6 will be identical with those in column 12 of Part I., so that the average earning of the piece-workers per male unit may be shown in column 7.

When piece-work is in force it will probably assume various forms, on many of which very few workers will be employed. As full details cannot be maintained for each kind of piece-work all piece-workers will be accounted for together in columns 2 to 7. On all relief works, however, the great majority of the relief workers, whether paid by the day or by the piece, are employed either on earthwork or on road-metalling, and working statistics must be maintained for these if it is desired to test the efficiency of the management. As regards piece-workers the information to be given in columns 8 to 13 of Part II. is all that is required, and require no explanation. Earthwork by daily labour will be accounted for in columns 14 to 19. Although it has long been recognised that earthwork tasks must be fixed, in the first place, with reference to the capacity of the diggers, I have seen no forms, except in some cases the gang registers, in which a record has been maintained of the work of the diggers. In column 14, however, the number of digger units employed daily will be shown, the aggregate task set for this number will be entered in column 15, and the work done, as measured, in column 16. A comparison of column 15 with column 16 will thus show at a glance to what extent the work of the diggers has fallen short of or exceeded the amount prescribed as a full task, however much this amount may differ, according to hardness of soil or for other reasons, in different gangs. Similarly as regards carriers; the number of units required for the work to be done by the diggers, as taken from tables based upon the formula and constants proposed in Appendix I. will be entered in column 17, and a comparison with the number of units actually employed, as shown in column 18, will indicate at a glance whether carriers are in excess or are being too heavily worked. From these columns alone the efficiency of the task-work can be ascertained, but as most officers like to compare the wages actually paid to task-workers in working days with the amount of work done, I have added column 19 for this purpose. The work done is shown in column 16, but the total of this column should be corrected at the end of the half month when necessary so as to accord with final measurements as reported in Part III.

Columns 20 to 21 will give necessary details of road-metalling task-work. Here the main point to be considered is the work of the breakers, of which details may be given in columns 20 to 22 similar to those relating to the work of diggers in columns 14 to 16. In addition to the breakers there will be a number of complementary workers, whose proportion to the breakers must be fixed for each work according to circumstances by the Sub-divisional Officer, and a comparison of column 24 with column 23 will show at all times whether this number is being exceeded, that is, whether the complementary workers are being undertasked. The actual cost of the finished outturn (column 22) will be shown in column 25.

All the columns in Part II. will, like those in Part I., be totalled at the end of the half-month, and in the sub-divisional office the totals to end of previous half-month will be added, so as to show on the Works Abstract up to date totals to end of the period embraced, as well as those for the period itself.

Gang Register and Muster Roll.

8. We may now consider the initial field accounts, the Gang Register and Muster Roll The measurement book, which is as important as either, may be in any convenient form, but as the daily outturn of each gang is posted into the gang register from the measurement book the latter requires no further consideration here. The gang register may be kept in a separate book, or it may form an outer cover to the muster roll, but from these two records, in whatever form maintained, will be derived the figures required for columns 2 to 12 and 16 to 19 or 20 of Part I., and all columns in Part II., though there will, of course, be separate gang registers for piece and task-workers. The task-work gang registers will in the case of earthwork also show for each gang the lead, lift, and reduced lead, from which the number of carrier units required will be calculated for purpose of column 17 of Part II.

Daily Reports.

9. The Daily Report will be a daily abstract of all the gang registers and muster rolls. It will be convenient to use exactly the same form as proposed for the works abstract, which will be posted from the daily reports. Each muharrir may submit a *goshwara* or abstract in this form of the registers of his own gangs, the totals of these abstracts being worked out in the works office for posting in the works abstract, or a muharrir may be sent round to post the abstract of each gang register into a book, the totals of which will be posted into the works abstract. On receipt of the daily report the officer in charge should particularly scrutinise the entries for each gang under columns 10 and 10*a*, the differences between which will indicate the amount of the fines or deductions, or of the extra wages earned by doing more than full tasks, so that any cases in which the differences are abnormal may be promply enquired into. Inspecting Officers will also of course pay much attention to this point.

District Progress Reports.

10. After the Works Abstracts have been completed in the Sub-divisional or Divisional Office the District Progress Report can be prepared. This will be in two parts of identically the same form as Parts I. and II. of the Works Abstract, except that column 1 in both parts will be headed "Name of work" instead of "Day of the month" and column 10 (*a*) in Part I. may be omitted, as in forms derived from the works abstract it is only necessary to consider wages paid, which in the long run are practically identical with wages payable. In this and the final returns annas and pie may also be omitted from the money columns. In column 1 will be entered in succession the name of each relief work in progress in the district during the half-month, and opposite it, on the same line, the totals for half-month of each column, as shown in the works abstract. Below the last work will then be entered in each column the totals for the half-month for the whole district. Below this again will be entered the "Totals to end of previous half-month" for the district as reported in the previous Progress Report, and below this the district totals for each column to the end of the half-month under consideration.

The form as thus prepared will show under each part the figures relating to each work for the half-month and the up-to-date figures for all works, *i.e.*, for the district. It will not show the up-to-date figures for each work, though it can, of course, be prepared so as to do so if considered necessary. But the Divisional officer, who is most interested, will have the up-to-date figures for each work in the Work Register concerned, which will be filed in his office, and the more important entries will be posted in due course into his register of works.

Abstracts of the half-monthly Progress Reports.

11. Assuming that the responsibility for the management of relief works under the Public Works Department lies solely with that Department, the Divisional officer will submit his half-monthly Progress Report to the Superintending Engineer, by whom abstracts of the same for each district (or copies if desired) will be forwarded to the Commissioner. The abstract would be in the same form as the half-monthly Progress Reports, with the exception that the heading for column 1 in each part would be "Civil Districts" instead of "Name of work." Each part would then be divided into two sections. The first or upper section would be headed as "Operations for the half-month," and a line would be allotted for each district, upon which the column or totals for the half-month would be entered as given in the half-monthly Progress Report, the totals for all districts being shown at the bottom. The second or lower section in each Part would show "Operation to end of the half-month," a separate line being again allotted to each district, upon which would be entered the column or up-to-date totals, at the foot of the half-monthly Progress Reports.

Returns for works carried out by Civil officers.

12. The abstract thus prepared would be the Final Return for a Civil Division if all works were conducted under the Public Works Agency, but in some districts there will probably be a few works under the management of civil officers. The initial accounts for such works should be kept as nearly as possible in the manner proposed for works under the Public Works Department, but as the civil works will generally be comparatively small and unimportant, it will probably not be thought necessary to keep up Part II. in the daily report or other derived returns. Part I. should, however, be maintained, and at the end of the half-month the Collector or Deputy Commissioner would forward a half-monthly progress report in this form to the Commissioner for incorporation in the final return.

13. The final return as prepared by the Commissioner would therefore require for its Part I. two lines for each district, in both the first and second sections. On one line would be entered the appropriate totals for works under Public Works Agency, and on the second those for works under Civil Agency, but it will hardly be necessary to total these separately for each district, though the grand totals for the Civil Division at the bottom of each section may be shown on three lines, one for works under Public Works Department, the second for works under Civil Agency, and the third for the grand total for works of all kinds.

The final half-monthly returns.

Part II. would comprise only works under Public Works Department, and would remain in the form of the abstract received from the Superintending Engineer.

14. These Final Returns for each Civil Division might be published in the local Government Gazette, but if relief works have been started in more than one Civil Division, there should be an abstract at the end of both parts showing the aggregate totals for the province. It may be observed that the published provincial returns at present show only the figures for each district separately for the period to which they relate, and not the total operations of the province for that period and up to date, which is however desirable.

Final returns for the province.

15. I have hitherto proposed that the district should be the unit for the final returns, but if desired a sub-division of a district or the tahsil may be taken as the unit. The half-monthly progress reports can be prepared as easily for tahsils as for districts, but the final returns will be longer.

Sub-division of the district as a unit for returns.

16. In the Bengal returns it is the custom to reduce the numbers of relief workers to male units. The total amount paid as wages divided by the number of male units is then taken as the average wage of the male unit, and the quantity of earthwork done, divided by the same number, is the outturn of work per male unit. In these proposals I have discarded the male unit, except for the returns relating to piece-work, for several reasons. In the first place the process of reduction, however simple it may be, involves a good deal of clerical labour when it has to be constantly repeated. The actual practice followed in making this reduction is, however, neither uniform nor correct, and is sometimes very incorrect. It is unnecessary to explain this at length, because even if we could reduce all labourers to a male unit by some system which was uniform, simple, and correct, we could not make very useful deductions. The average wage per male unit, who would have to be a male of one particular class, would no doubt be an indication of the average wage of a unit of any sex or class, but for all purposes of comparison we must know in every case what the wage basis or selling rate of grain has been, and this, which varies in different districts and often in the same districts at different times, is not shown in the returns, and cannot be shown without greatly complicating them, while the further reduction to a common wage basis would be very troublesome. The average wage of any class of daily labourer can be far more readily ascertained, either for the gang, work, district or province, by observing the ratio of column 10 (*a*) or column 11 of Part I. of the proposed forms to column 10. The actual wage will have been in this ratio to the normal or code wage of the class, and it is unnecessary to consider at all the wage basis.

Reduction of daily labourers to the male unit.

So with regard to the outturn of work per male unit. Nothing can be more misleading than the outturn of work per male unit obtained by adding together the quantities of earthwork on different works and dividing the total by the number of male units. For the quantities of work are not like quantities, owing to differences both in the quality of the soil and in the lift and lead, and without a knowledge of these conditions in each case a statement that the average task per male unit or per worker unit was 30 cubic feet per diem conveys no meaning at all. Columns 14 to 16 of Part II. will, however, show, also for the gang, the work, the district, or the province, what the average task for each digger has been in relation to the normal task due from him, and columns 17 to 19 show the same for the carriers, or, what is the same thing, the number of carriers employed to the number normally required for the work to be done.

For piece-work it is, however, necessary to consider the male unit, because there is no classification of piece-workers, nor can a separate account be kept of diggers and carriers. For the consideration of piece-work statistics we must therefore fix some conventional ratios for the comparative efficiency of men, women and children as wage-earning units. Having regard to the conditions of those who will ordinarily come on piece-work, I would propose the ratios of 3, 2 and 1, that is, I would assume that a man could earn half as much again as a woman and three times as much as a working child under 12 years of age. The wage for a piece-worker male unit might then be fairly compared with that earned by an ordinary digger, or that prescribed for a unit of class Y according to the new classification proposed in the report.

17. The forms as now proposed will work upwards from the gang to the province, and a main object that has been kept in view is that the district, or even the provincial, totals shall be as fairly comparable *inter se* as those for two neighbouring gangs on the same work. As regards the wage to daily labourers, the figures will show in all cases what proportion the

All returns will be comparable irrespective of the unit of area or difference of conditions.

average bears to the average contemplated under the Code rules for the time being in force, without reference to the wage absolutely paid or the current price of grain. The total payments, whether on wages only or on all accounts, will be comparable with the actual value of the work done, without reference to the total quantity of earthwork, &c., done, under very dissimilar conditions. As regards earthwork under task-work the total quantities will indeed be shown irrespective of these conditions, but it will not be compared with the number of working or male units employed, but with the quantities that ought to have been done under the standard task-tables in force by the number of diggers employed, and it will at the same time be seen whether the complement of carriers has been excessive or not.

So too for earthwork by the piece; the returns will show the total quantity done under varying conditions of lead and lift by a given number of male units, but this will be considered with the amount paid for the same, or with the averate rate per 1,000 cubic feet, which will sufficiently indicate the average character of the work as well as the quantity executed by the male unit. All these comparisons will therefore be between like and like, and in addition they can be made, not only for the period embraced in particular returns, but also on the transactions from the commencement and up to date. It is only by means of this double comparison that progress or retrogression in efficiency can be properly detected.

Concluding remarks.

18. It is believed that the forms now proposed will give a maximum of information and a minimum of labour, and that in the form in which it can be most readily utilised. They do not involve any more entries in the initial or gang registers than are now regularly made on almost all works, except that of the normal number of carriers required. Their subsequent compilation will involve less labour than is now expended in almost all provinces on the returns at present maintained, though they will contain a great deal more information, and will be free from all the objections which may be raised against those returns. The great experience of many famine officers will no doubt enable them to suggest some modifications and improvements; but the form of statistical returns is so intimately connected with the general question of the management of relief works that I have thought it desirable to indicate even at this stage the form in which statistical information can be most readily and usefully supplied, as a matter that must be taken into account when such questions as the future classification of workers are under consideration. The great wants, both in the initial classification and in all returns dependent on it, are simplicity and uniformity, and a constant effort to bear these in mind has been made in the proposals now offered for consideration.

T. HIGHAM.

9th October 1897.

Form of Works Abstract for Famine Relief Works—Part I.

1	2	3	4	5	6	7	8	9	10	10 (*a*)	11	12	13	14	15	16	17	18	19	20
Day of the month.	Relief workers of all kinds on works.				Classification of daily labourers.				Payments to daily labour.			Amount paid for piece-work.	Payments for other items.	Total payments.	Value of work done.	Percentage of column 15 on column 14.	Gratuitous relief.			
	Men.	Women.	Children.	Total.	Class X @	Class Y @	Class Z @	Children @	Normal amount due.	Amount payable.	Amount paid.						Men.	Women.	Children.	Amount paid.
									Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.						Rs. A. P.

Columns 2 to 5—Will include all relief workers, whether on piece-work or a daily wage. The figures will be obtained from the gang registers of task and piece-workers. Boys and girls between the ages of 12 and 16 to be returned as men and women respectively. Children to include all working children under the age of 12.

Columns 6 to 9—Will show the distribution by classes of all who are not employed on piece-work, without distinction of sex. When there are no piece-works the totals of columns 6, 7, and 8 will equal the total of columns 2 and 3, and the number in column 9 will equal the number in column 4. Differences will represent the number of adults and children employed on piece-work.

Column 10—Will show for each day the amount normally due to the workers entered in columns 6 to 9, at the rates in force for each class. The rates in force on the first day should be noted in the heading. Changes in rates during the half-month should be shown in a foot-note.

Column 10 (*a*)—Will show the amount due to daily labourers, after deductions for short work, &c., as entered in the gang registers or muster rolls. Arrears due to labour at commencement of the period should be brought forward in head of this column.

Column 11—Will show actual daily payments on account of wages to daily labourers, whether tasked or not, including the Sunday wage or other payments for days on which little or no work has been done. Entries to agree with those shown in the cash-book. The difference between total of column 11 and column 10 (*a*) at end of half-month will be the amount to be carried forward as arrears unpaid into column 10 (*a*) of the work abstract for next half-month.

Column 12—Will include all payments for work done by piece works, as entered in the cash-book.

Column 13—Other items will include pay of special establishment, expenditure on hutting exclusive of wages of relief labour employed, wages of artisans and others who are not relief workers, purchases of baskets, string, and other materials, and all other miscellaneous payments chargeable to the work. This column may be sub-divided so as to show principal items separately, when thought necessary.

Column 14—Will show total charges against the work, or the total of columns 11, 12, and 13.

Columns 15 and 16—Will be filled in only at end of half-month, and in sub-divisional office. The amount in column 15 will be obtained by evaluating the quantities shown as progress during half-month in Part III. under sub-heads that are mainly or entirely carried out by relief labour at the rates entered in the works estimate, which should be normal rates. If relief labour is partially or to a small extent employed on other sub-heads the wages of the labour so employed or its value at a fair rate on the progress exhibited may also be included in value of work done, but this should not include cost of labour employed on work which is included in the normal work rates, such as carriage of water, dressing earthwork, &c.

Columns 17 to 19—Will show the daily attendance of dependants, as recorded in the muster rolls.

Column 20—Will show the daily payments on account of dependants, whether in the form of a cash dole or in the purchase of grain or maintenance of a kitchen.

Form of Works Abstract for Famine Relief Works—Part II.

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
Day of the Month.	Piece-workers of all kinds.						Earthwork by piece-workers.			Road-metalling by piece-workers.			Earthwork by daily labour.						Road-metalling by daily labour.					
	Men.	Women.	Children.	Male units.	Amount paid to piece-workers.	Rate per male unit.	Male units.	Quantity of work done.	Amount paid.	Male units.	Quantity of work done.	Amount paid.	Diggers.			Carriers.		Wages paid for earth-work.	Breakers.			Complimentary.		Wages paid for Road-metalling.
													Number of units.	Full task.	Work done.	Units required.	Units employed.		Number of units.	Full task.	Work done.	Units required.	Units employed.	

Columns 2 to 5—Will be filled in daily from the daily reports of the piece-work moharrirs. The number of male units will be the number of men as in column 2, *plus* $\frac{1}{3}$ of the number of children as in column 4.

Column 6—The amounts to be entered in this column will agree with those entered in column 12 of Part I. Annas and pie may be omitted.

Column 7—The rate should be expressed in annas and decimals, and need be struck only at end of the half-month, and entered on the line showing totals for half-month.

Columns 8 and 11—The number of male units, calculated as for column 5, employed on earthwork and road-metalling will be taken direct from the moharrir's daily reports.

Columns 9 and 12—The quantities of work done will be as entered in the measurement books and daily reports.

Columns 10 and 13—Will include only the payments made to piece-workers on earthwork or road-metalling. Annas and pie may be omitted.

Columns 14 to 25—The figures for these columns are all obtainable from the gang registers and daily reports. Column 14 shows total number of task-work digger units, column 15 the total task required from them, and column 16 the total task accomplished; column 17 shows the number of carrier units required, as worked out for each gang according to the reduced lead, and column 18 the total number actually employed. Similarly column 20 shows number of units employed on breaking, and columns 21 and 22 the quantity of broken metal required from this number as a full task, and the quantity actually done. Column 23 shows the number of complementary units required for quarrying, slicing, and carrying, and will be determined for each work by the Sub-divisional Officer according to circumstances, and column 24 will show whether this number has been actually exceeded. Columns 19 and 25 will show amount of wages actually paid to workers included in columns 14 and 18 and columns 20 and 24. It will not include Sunday wages, or payments to special or untasked gangs employed on miscellaneous work for which provision is not made in the number of carriers or complementary workers allowed, and which may be regarded as outside the form of task-work under consideration. In both these columns annas and pie may be omitted.

Extracts from the Proceedings of the Government of India in the Department of Revenue and Agriculture, No. 31—237-2-F., dated Simla, the 25th October 1897.

READ :—

(1) Government of India Resolution No. 35—33, dated 24th August 1893.

(2) Government of India Circular No. 16-104—1, dated 13th February 1897.

(3) Government of India Resolution No. 20—157-1, dated 12th May 1897.

RESOLUTION.

By the last Resolution read in the preamble, Mr. T. Higham, C.I.E., Deputy Secretary to the Government of India in the Department of Public Works, was deputed in May last to visit the famine relief works then in progress in the different provinces, and to make inquiries on matters in connection with them, regarding which the Government of India wished to obtain information which might be useful for a future revision of the Famine Codes, or the administration of the next famine. Mr. Higham completed his tour of inspection by the end of July, and has since submitted full notes on the management and special features of relief works in each province, which have been communicated to the several Local Governments and Administrations concerned. These notes are of great interest and value, and the Governor-General in Council desires to record his acknowledgements to Mr. Higham for the assiduity with which he discharged his inspection duties at the most trying season of the year, and for the care and ability with which he has placed the results of his enquiry before the Government of India.

2. In a Final Note which accompanies this Resolution, Mr. Higham makes certain recommendations based on a comparison of the different methods of managing relief-works which came under his notice, and on a consideration of the extent to which the relief-work system embodied in the Famine Codes has in practice proved efficacious and economical. He is of opinion that, regarded as a whole, the system has well stood the severe strain to which it has been subjected. But he points out that numerous departures from the regulations of the Famine Codes with regard to relief works have been found necessary by several, if not all, of the Local Governments, and that the Codes no longer represent the actual practice approved by them. In these circumstances more or less extensive amendments in the chapters of these Codes which deal with the organization of famine labour will be required, and Mr. Higham's recommendations are accordingly now placed before Local Governments in order that they may receive careful consideration in connection with such revision.

3. The first group of recommendations deal with the classification and wages of relief workers employed on task-work, and their general purport is towards a simplification of the present Code regulations on the lines adopted in the North-Western Provinces and Oudh, Bengal, and the Central Provinces in the present famine campaign. The Government of India will be glad to know how far Mr. Higham's detailed recommendations under this head (paragraphs 1 to 20) are accepted by Local Governments, and what alterations in the Provincial Codes will be thereby necessitated. Succinctly stated, these recommendations are :—

(1) Relief workers to be classified into three classes, or (I.) Special, (II.) Diggers, (III.) Carriers.

(2) The wages of the three classes to be the cash equivalent of—

42 ounces of grain	... ...	In the case of Class I.
38 ounces of grain	... ...	In the case of Class II.
26 ounces of grain	... ...	In the case of Class III.
16 ounces of grain	... ...	In the case of children between 7 and 12.
22 ounces of grain	... ...	In the case of adult dependants.
10 ounces of grain	... ...	In the case of children between 7 and 12.

(3) No distinction in regard to wage to be made between males and females, and children over 12 to be reckoned as adults.

(4) A "standard" task for Class III. to be fixed in each province; the task for Class II. being fixed for each work by some competent authority.

(5) On any work on which a Sunday wage is not given, workers in Classes II. and III. to be permitted to earn an extra wage by the performance of a task in excess of that prescribed.

(6) On any work on which a Sunday wage is given, and on which the workers in Class III. exceed by more than 10 per cent. the number actually required, an extra wage to be earnable by Class II. alone.

4. Paragraphs 21 to 24 and paragraphs 35 and 36 of the Note deal with the desirability of substituting "pure piece-work" or "petty-contract," as distinguished from the modified forms of task-work which have been experimentally tried in several provinces under the name of "intermediate system," for the task-work system of the present Codes, to a greater extent than has hitherto been done. It will be observed that the note indicates that piece work, such as is discussed, has not had sufficient trial to enable a conclusion to be formed as to how far it is well adapted for relief purposes; and that all that is urged is that such modifications should be made in the letter of the Famine Codes as will permit of piece-work being resorted to, should this be found desirable, instead of the task-work system, when relief works are required in a district, especially in the early stage of a famine, and when the relief works consist of works of permanent public utility. In the "Principles for regulating expenditure upon public works in time of Famine" circulated in the early part of the year the Government of India have already expressed approval to petty piece-work as a form of relief when the existence of distress is first indicated by a demand for labour on the part of the able-bodied, and they will consider favourably any amendments for giving recognition to it within due limits in the Famine Codes that may be recommended by Local Governments. With regard to the advantages claimed for piece-work over task-work in the Final Note, the Government of India think that some, at least, of the defects and inconveniences attending the present Code system of task-work will be considerably reduced by the adoption of the simplified classification and wage scale proposed by Mr. Higham, and by daily payments of the labourers. The simpler the system, the less occasion there is for large establishments, and the less room for successful fraud.

Circular No. 16–104—1 (Famine) dated 13th February 1897.

5. Paragraphs 25 to 29 of the note contain recommendations as to the principles on which the programmes of relief works should be drawn up and as to the desirability of including in them a greater number of large works of permanent utility. The Government of India concur in the view that large works are preferable to small works as the backbone of famine relief whenever the necessity arises for employing relief labour on an extensive scale, and they consider that the provisions contained in one or two of the Provincial Codes as to reserving large works for the late stage of a famine should be revised. They would like to receive the opinions of Local Governments as to the possibility of improving the programmes of famine works in the manner suggested by Mr. Higham, and as to the extent to which relief labour can be drafted to considerable distances. If any amendments on these points in the Famine Codes suggest themselves to Local Governments, they should be reported. Mr. Higham's remark in paragraph 29 that in the next great famine there will probably be less room for a programme of small works than hitherto, owing to the exhaustion of this class of works in the late famine, appears to the Government of India to be indisputably true. And this makes it all the more necessary that the question discussed by him should receive the fullest consideration.

6. With regard to paragraphs 31 to 34, which deal with the responsibilities of Civil and Public Works officers in charge of relief works, the Government of India are aware that the present Codes are on this point somewhat wanting in clearness, and that the degree of control over the management of relief works exercised by

the Divisional Commissioner and the District Officer in the present famine has been greater in some provinces than in others. It is desirable that the recommendations made in this portion of the Note should be carefully examined in the light of the actual practice and experience of each Local Government, and that amendments may be proposed in the Provincial Famine Codes embodying the final views of the Local Government. It is noticed by Mr. Higham that in most provinces during the present famine the chief responsibility for the management of the relief works has been placed by the Local Government on Superintending Engineers, and that in practice the Collector of the district has not interfered. But the Government of India apprehend that the District Officer has at least been allowed a voice as to the opening and closing of relief works in his district, as to the substitution of piece-work or modified task-work for the task system of the Codes, and as to purely non-technical questions connected with the management of the works. While therefore the Government of India are anxious to define more clearly the respective duties of Civil and Departmental Officers, and to give the latter the powers which in practice they have been authorised by Local Governments to exercise, they consider that a case does not exist for departing from the principle laid down in paragraph 130 of the Famine Commission's Report.

7. The question of relief works accounts discussed in paragraph 38 of the Note should be considered in connection with the suggestions made by Mr. Higham in an appendix, on which the opinions of Local Governments are invited.

8. The Government of India will be glad to have the opinions of Local Governments on the recommendations of the Note not later than the 1st March 1897. They propose to fix that date also for the submission by Local Governments of such amendments to the Provincial Famine Codes as the experience of the present famine may have shown to be necessary, not only in respect of the chapters regarding relief works, but in respect also of other parts of the present Codes and their appendices.

ORDER.—Ordered that a copy of the above Resolution be forwarded to Mr. T. Higham, C.I.E., Deputy Secretary to the Government of India in the Public Works Department, for information, and to the Local Governments and Administrations noted in the margin, for information and guidance.

Ordered also that copy be forwarded to the Foreign, Finance and Public Works Departments, for information.

Government of Madras
" Bombay.
" Bengal.
" the North-Western Provinces and Oudh.
" the Punjab.
" Burma.
Chief Commissioner of the Central Provinces.
" " Assam.
" " Coorg.
" " Ajmere.
Resident at Hyderabad.

[True Extract.]

T. W. HOLDERNESS,
Deputy Secretary to the Government of India.

Table of monthly death-rates in continuation of vol. IV., p. 231.

Districts.	JUNE 1897.			JULY 1897.			AUGUST 1897.			SEPTEMBER 1897.			OCTOBER 1897.			NOVEMBER 1897.			DECEMBER 1897.		
	Death-rate of the month per mille per annum.	Average in 10 previous non-famine years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average in 10 previous non-famine years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average in 10 previous non-famine years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average in 10 previous non-famine years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average in 10 previous non-famine years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average in 10 previous non-famine years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average in 10 previous non-famine years.	Deaths from starvation.
MADRAS.																					
	Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.					
Kurnool	19·5	21·0	...	30·7	23·3	...	44·7	24·3	...	52·4	23·0	...	38·1	22·6	...	24·5	22·9	...	...	...	...
Cuddapah ...	17·3	15·8	...	19·0	17·8	...	22·6	19·8	...	33·1	20·9	...	50·4	21·3	...	31·6	22·8	...	...	...	...
Bellary	23·3	24·4	...	35·5	25·6	...	46·4	23·6	...	41·2	20·8	...	34·1	20·3	...	27·1	19·4	...	...	...	...
Anantapur ...	18·5	18·5	...	22·9	20·6	...	22·8	20·5	...	45·1	18·4	...	49·3	18·9	...	30·7	18·8	...	...	...	...
Ganjam*	97·5	25·9†	...	82·5	24·8†	...	55·5	20·9	...	42·1	20·6	...	41·7	18·1	...	40·0	17·1	...	...	...	...
Vizagapatam* ...	33·6	19·7†	...	48·0	22·6†	...	40·8	20·5	...	40·0	22·3	...	43·8	18·8	...	33·6	17·7	...	...	...	...
Bhadrachalam (Godavari Dist.)	61·1	30·0	...	36·2	27·4	...	31·9	27·1	..	23·7	35·4	...	23·6	38·4	...	32·6	42·6	...	...	...	...
BOMBAY.																					
	Per mensem.			Per mensem.			Per mensem.			Per mensem.			Per mensem.			Per mensem.			Per mensem.		
Ahmednagar ...	3·50	2·97	...	6·86	4·67	...	7·18	4·76	...	5·09	3·64	...	4·52	3.20	...	3·02	2·66	...	...	...	...
Khandesh ...	3·17	2·37	...	3·62‡	2·95	...	7·32	4·03	...	6·40	3·28	11	3·68	2·66	...	2·83	2·64	...	...	...	...

Nasik	5·25	2·98	...	6·54‡	3·38	...	8·06	3·78	...	6·51	3·14	12	5·11	2·78	4	3·68	3·09	...	...	...	...
Poona	5·72	2·28	...	10·10‡	3·31	...	7·18	3·84	...	5·14	2·98	...	5·25	2·53	...	5·19	2·38	...	3·73	2·37	...
Satara	5·81	2·73	...	5·82	3·30	...	5·52	3·62	...	5·30	3·21	...	6·74	2·95	...	5·27	2·52	...	...	...	...
Sholapur	3·96	2·55	...	7·72	3·86	...	5·78	4·07	...	4·77	3·35	...	5·20	3·00	...	4·97	2·63	...	4·39	2·42	...
Belgaum	5·0	2·99	...	3·73	2·99	...	3·46	2·78	..	2·82	2·38	...	2·72	2·31	...	2·81	2·15	...	2·69	2·21	...
Bijapur	4·56	2·85	...	5·25	3·06	...	5·18	3·00	...	4·48	2·56	...	4·22	2·40	...	3·38	2·23	...	2·25	2·07	...
Dharwar	...	...	...	...	...	...	3·31	2·64	...	2·82	2·30	...	2·62	2·30	...	3·19	2·46	...	...	...	...

	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.
BENGAL.																					
Patna	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Shahabad	2·75	2·44	*Nil*	2·85	2·89	*Nil*	3·44	3·66	*Nil*	2·73	3·53	*Nil*	...	...	...	...	...	...	...	...	...
Saran	2·45	2·71	Do.	2·59	2·90	Do.	3·89	3·30	...	3·11	2·89	...	...	...	...	...	...	...	...	...	...
Champaran ...	2·44	3·31	Do.	2·49	3·05	Do.	4·50	3·86	...	3·99	3·22	...	...	...	...	...	...	...	...	...	...
Muzaffarpur ...	2·26	4·25	Do.	2·62	3·01	Do.	4·07	3·30	...	3·41	2·97	...	...	...	...	...	...	...	...	...	

* Owing to the fluctuation in the population for which returns are received in these districts, it has not been found possible to estimate the present population, and consequently the rates have been calculated upon the census population.

† Average of five non-famine years.

‡ High death-rates due to cholera.

NOTE.—Mortuary registration has much improved in Bengal during the last five years, and an average rate struck on the figures for 10 years incorrectly represents the actual average mortality.

NOTE.—The average death-rate from April has been calculated for the last five years (1892-96).

The high death-rate of Puri in June is due to epidemic cholera.

The increased death-rate in July in Palamau, Manbhum, Hazaribagh, Lohardaga, Puri and Bankura was due to an epidemic of cholera.

The high death-rate in August in Palamau, Manbhum, Lohardaga, Puri, Sonthal Parganas was due to cholera; in Champaran and Muzaffarpur the high rate was due to fever.

Table of monthly death-rates—continued.

Districts.	JUNE 1897.			JULY 1897.			AUGUST 1897.			SEPTEMBER 1897.			OCTOBER 1897.			NOVEMBER 1897.			DECEMBER 1897.		
	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.	Death-rate of month.	Average of previous 5 years.	Deaths from starvation.
									Bengal—*continued.*												
Darbhanga ...	2·1	3·83	*Nil*	2·0	2·54	*Nil*	2·9	2·48	...	2·6	2·30	...	...	...	...	...	...	...	...	...	...
Palamau	3·83	3·39	Do.	4·62	2·97	Do.	6·43	3·32	...	5·29	3·32	...	...	...	...	...	...	...	...	...	...
Manbhum ...	3·96	2·40	Do.	4·08	2·51	Do.	4·49	2·66	6	2·26	1·94	...	...	...	...	...	...	...	...	...	...
Hazaribagh ...	3·03	2·53	Do.	5·34	3·00	Do.	10·51	3·50	*Nil*	6·59	3·08	...	...	...	...	...	...	...	...	...	...
Lohardaga ...	1·97	2·22	Do.	3·42	2·72	Do.	12·07	3·46	1	8·77	2·91	...	...	...	...	...	...	...	...	...	...
Nadia	1·70	1·62	Do.	1·64	1·69	Do.	1·83	1·94	*Nil*	1·87	2·18	...	...	...	...	...	...	...	..	..	..
Khulna	1·59	1·47	Do.	1·86	1·76	Do.	2·38	1·95	Do.	2·32	2·12	...	...	...	...	...	...	...	...	...	...
Puri	5·58	2·39	Do.	4·87	2·44	Do.	4·66	2·71	Do.	3·00	1·86	...	...	...	...	...	...	...	...	...	...
Bhagalpur ...	2·1	2·81	Do.	2·29	2·38	Do.	3·5	2·94	Do.	...	...	...	...	...	...	...	...	...	...	...	...
Sonthal Parganas	2·43	1·89	1	2·85	2·12	Do.	4·13	2·42	1	...	..	...	...	...	...	...	...	...	...	..	...
Murshidabad ...	2·12	1·72	*Nil*	2·61	1·85	Do.	2·74	2·12	*Nil*	...	...	...	...	...	...	...	...	...	...	...	...
Bankura	2·47	1·73	Do.	2·44	2·02	Do.	1·92	2·40	Do.	1·78	1·87	...	...	...	...	...	...	...	...	...	...

I.—Distressed Districts.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.
									NORTH-WESTERN PROVINCES AND OUDH.												
Agra	2·94	2·54	*Nil*	2·63	2·25	...	4·17	2·89	*Nil*	7·75	3·23	...	12·39	3·29	*Nil*	9·22	2·83	...	5·94	2·85	...
Etawah	2·61	2·29	Do.	2·20	2·20	...	3·08	2·96	...	4·26	3·12	...	8·83	3·31	Do.	7·46	3·00	...	4·75	2·74	...
Cawnpore ...	2·62	2·88	Do.	2·70	2·91	...	2·81	3·45	...	3·67	3·68	...	6·53	4·02	Do.	5·87	3·44	...	4·24	3·29	...
Lalitpur	...	...	Do.	...	...	..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Fatehpur	3·61	3·01	Do.	2·68	2·51	...	2·93	2·67	...	3·88	3·01	...	5·22	3·98	*Nil*	4·89	4·30	...	3·89	4·06	...
Banda	3·60	3·60	Do.	2·62	2·94	...	2·61	2·54	...	3·97	2·98	...	4·76	3·65	Do.	5·06	3·61	...	4·15	3·50	...
Hamirpur... ...	4·97	3·27	Do.	3·80	4·19	...	6·62	4·52	...	8·93	4·63	...	9·89	5·31	Do.	6·60	4·68	...	4·05	3·78	...
Allahabad... ...	3·09	2·57	Do.	2·45	2·28	...	2·70	2·52	...	3·64	2·87	...	3·67	3·40	Do.	4·03	3·21	...	4·64	2·93	...
Jhansi	3·25	3·76	Do.	3·18	3·54	1	4·40	4·03	...	5·15	4·04	...	5·64	4·57	Do.	4·74	3·99	...	3·80	3·48	...
Jalaun	3·67	3·55	Do.	4·39	3·54	...	6·19	3·65	...	9·34	3·82	...	9·78	4·87	Do.	6·95	4·25	...	5·02	3·74	...
Mirzapur	3·45	2·69	Do.	3·83	2·65	...	4·57	2·98	...	4·51	3·17	...	5·38	3·33	Do.	4·73	2·94	...	4·25	2·73	...
Jaunpur	2·48	2·08	Do.	2·83	2·02	...	3·18	2·39	...	3·11	2·38	...	3·64	2·58	Do.	3·55	2·59	...	3·14	2·29	...
Gorakhpur ...	2·10	2·39	Do.	3·20	2·13	...	4·09	2·33	...	3·56	2·36	...	3·83	2·86	Do.	3·14	2·91	...	2·52	2·75	...
Azamgarh ...	2·34	2·21	Do.	3·89	2·27	1	5·02	2·70	...	4·62	3·83	...	3·93	3·20	Do.	3·33	2·74	...	2·63	2·42	...
Lucknow	3·06	3·07	Do.	4·89	3·36	...	6·00	3·91	...	5·22	3·38	...	5·56	3·60	Do.	4·39	3·52	...	3·57	3·03	...

Table of monthly death-rates—continued.

Districts.	JUNE 1897.			JULY 1897.			AUGUST 1897.			SEPTEMBER 1897.			OCTOBER 1897.			NOVEMBER 1897.			DECEMBER 1897.		
	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for month in 10 previous years.	Deaths from starvation.
I.—Distressed Districts—cont.							North-Western Provinces and Oudh—*continued.*														
Unao	2·34	3·05	*Nil.*	2·81	3·08	...	3·26	3·51	1	4·15	3·17	...	5·56	3·43	*Nil*	3·98	2·86	...	3·47	2·62	...
Rai Bareli ...	2·95	3·71	Do.	2·94	2·71	...	3·64	2·56	*Nil*	4·09	2·48	....	4·85	2·92	Do.	4·34	2·95	...	3·75	3·38	...
Sitapur	2·96	2·65	Do.	2·70	2·28	...	3·11	2·55	...	4·10	3·15	...	3·80	3·49	Do.	3·36	3·43	...	2·70	2·80	...
Hardoi	2·95	2·34	Do.	4·37	2·52	...	5·72	3·30	...	4·82	3·68	...	5·40	4·55	Do.	4·05	3·31	...	2·76	2·67	...
Bara Banki ...	2·87	4·03	Do.	3·22	3·38	...	3·34	3·20	...	2·72	2·81	...	3·05	3·03	Do.	2·56	2·81	...	2·76	2·78	...
II.—Districts under observation.																					
Dehra Dun ...	1·77	2·86	Do.	...	...	....	...	...	...	...	...	...	2·26	2·29	Do.	2·68	2·09	...	1·96	2·04	...
Muttra	2·37	2·41	Do.	1·73	1·82	...	2·06	2·23	...	4·75	2·83	...	8·37	3·18	Do.	7·73	3·24	...	5·00	3·02	...
Farukhabad ...	2·60	2·36	Do.	2·55	2·51	...	2·78	3·16	...	3·23	3·33	...	5·85	3·67	Do.	5·68	3·32	...	4·42	3·13	...
Mainpuri	1·98	1·93	Do.	1·65	1·78	...	1·80	2·10	...	2·61	2·35	...	5·15	2·54	Do.	5·77	2·21	...	6·71	2 70	...
Etah	2·57	2·40	Do.	2·48	2·05	...	2·59	2·43	...	3·71	3·00	...	6·00	3·42	Do.	6·28	2·94	...	4·18	2·93	...

Bareilly	2·15	2·35	*Nil*	2·10	2·11	...	2·63	2·65	...	4·55	3·62	...	12·85	4·71	*Nil.*	11·56	4·10	...	6·66	3·36	...
Bijnor	2·22	2·93	Do.	1·93	2·14	...	2·30	2·47	...	3·27	3·25	...	5·24	4·12	Do.	4·81	3·81	...	4·11	3·41	...
Budaun	2·22	2·12	Do.	2·21	1·97	...	2·46	2·43	...	3·35	3·33	...	5·08	3·98	Do.	3·61	2·90	...	3·58	3·20	...
Moradabad ...	1·96	2·72	Do.	1·95	2·39	...	2·62	3·16	...	4·60	4·66	...	7·21	5·37	Do.	6·01	4·35	...	4·11	3·79	...
Shahjahanpur ...	2·20	2·40	Do.	2·35	2·35	...	3·93	2·96	...	4·76	4·08	...	5·83	5·52	Do.	3·76	3·99	...	2·95	3·35	...
Pilibhit	1·88	2·61	Do.	1·96	2·24	...	2·27	2·64	...	5·11	3·50	...	10·78	5·12	Do.	8·00	4·73	..	6·09	4·20	...
Benares	3·21	2·32	Do.	3·76	2·62	...	4·89	3·32	...	4·63	3·22	...	5·15	3·23	Do.	5·02	3·06	...	3·45	2·99	...
Basti	2·50	2·42	Do.	2·80	1·97	...	2·59	1·98	...	2·45	2·06	...	3·19	2·62	Do	3·03	2·91	...	3·25	3·09	...
Kheri	2·47	2·74	Do.	2·50	2·27	...	2·95	2·63	...	3·31	3·27	...	3·43	4·33	Do.	2·89	4·34	...	2·74	3·68	...
Fyzabad	1·81	2·44	Do.	2·70	2·29	...	3·69	2·41	...	3·13	2·55	...	3·97	3·13	Do.	3·11	3·39	...	2·76	3·52	...
Gonda	3·13	3·30	Do.	3·77	2·52	...	4·84	2·54	...	3·85	2·55	...	3·40	2·87	Do.	2·93	3·12	...	2·41	3·10	...
Sultanpur... ...	2·44	3·17	Do.	2·57	2·51	...	2·82	2·39	...	2·92	2·46	...	4·17	2·90	Do.	4·03	3·27	...	3.17	3.58	...
Partabgarh ...	2·32	2·49	Do.	2·16	2·24	...	2·59	2·06	...	3·50	2·12	...	3·73	2·49	Do.	4·52	2·68	..	3·53	3·83	...

	Death-rate per annum.	Normal for June.	Deaths from starvation.	Death-rate per annum.	Normal for July.	Deaths from starvation.	Death-rate per annum.	Normal for August.	Deaths from starvation.	Death-rate per annum.	Normal for September.	Deaths from starvation.	Death-rate per annum.	Normal for October.	Deaths from starvation.	Death-rate per annum.	Normal for November.	Deaths from starvation.	Death-rate per annum.	Normal for December.	Deaths from starvation.
									PUNJAB.												
	Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.		
Hissar	40·15	36	1*	40·20	27	...	27	46·35	...	64·3	35	...	...	...	...	...	...	...	...	...	...
Rohtak	28·95	34	...	27·94	24	...	25	28·72	...	39·7	39	...	...	...	...	...	...	...	...	...	...
Gurgaon	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

* Occurred in June but not before reported.

Table of monthly death-rates—continued.

Districts.	JUNE 1897.			JULY 1897.			AUGUST 1897.			SEPTEMBER 1897.			OCTOBER 1897.			NOVEMBER 1897.			DECEMBER 1897.		
	Death-rate per annum.	Normal for June.	Deaths from starvation.	Death-rate per annum.	Normal for July.	Deaths from starvation.	Death-rate per annum.	Normal for August.	Deaths from starvation.	Death-rate per annum.	Normal for September.	Deaths from starvation.	Death-rate per annum.	Normal for October.	Deaths from starvation.	Death-rate per annum.	Normal for November.	Deaths from starvation.	Death-rate per annum.	Normal for December.	Deaths from starvation.
Punjab—*continued.*																					
	Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.			Per annum.		
Delhi	29·12	42	...	23·98	29	...	30	22	...	32	44	...	...	...	...	..	...	...	...	...	...
Karnal	32·30	45	...	30·74	34	...	34	33·42	...	41·7	45	...	...	...	...	...	...	...	...	...	...
Umballa	21·27	35	...	22·88	26	...	28	23	...	...	...	...	...	...	...	...	...	..	...	...	...
Ferozepore ...	28·07	32	...	24·92	28	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Lahore	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Gujarat	17·97	24	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Death-rate of the month per mille per annum.	Average of month in previous years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average of month in previous years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average of month in previous years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average of month in previous years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average of month in previous years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average of month in previous years.	Deaths from starvation.	Death-rate of the month per mille per annum.	Average of month in previous years.	Deaths from starvation.
BURMA.																					
Meiktila	36·00	...	*Nil.*	36·00†	Not known.	*Nil.*	30·00	Not known.	*Nil.*	30·9	Not known.	*Nil.*	...	...	...	...	...	...	..	...	..
Yamethin ...	20·76‡	Not known.	Do.	23·76	Do.	Do.	21·12	Do.	...	17·64	Do.	...	...	...	...	...	...	...	...	...	...
Myingyan ...	24·48	...	Do.	28·44	Do.	Do.	20·16	Do.	...	12·48	Do.	...	...	...	...	...	...	...	...	...	...

† There was an outbreak of cholera at Tamma and Natsin villages, but public health was on the whole good.
‡ The cholera has now abated and the mortality decreased.

	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.
CENTRAL PROVINCES.																					
	Per mensem.			Per mensem.			Per mensem.			Per mensem.			Per mensem.			Per mensem.			Per mensem.		
Saugor	10·37	3·32	...	8·26	3·64	...	11·62	4·77	...	11·30	4·57	...	8·28	4·23	...	5·98	4·17	...	4·05	3·49	...
Damoh	6·39	3·63	5	4·57	3·54	2	7·26	4·52	...	6·78	4·67	...	5·84	4·25	...	4·49	4·36	...	3·35	3·53	..
Murwara	5·71	3·15	...	4·38	2·83	...	5·60	3·37	..	5·96	3·71	...	6·51	3·65	...	4·95	3·68	...	3·42	3·03	...
Jubbulpore ...																					
Narsingpore ...	6·48	3·41	....	6·26	3·67	...	7·24	4·43	...	7·86	4·44	....	9·87	4·87	...	6·75	4·26	...	3·85	3·31	...
Hoshangabad ...	6·15	2·95	...	4·33	2·47	2	6·95	3·04	...	7·72	3·69	...	7·73	4·19	...	5·99	3·82	...	4·11	3·11	...
Nimar	6·96	1·95	...	5·60	1·95	...	7·32	3·11	...	7·89	3·28	...	5·61	2·55	...	3·92	2·96	...	3·88	3·24	...
Burhanpur ...																					
Mandla	10·52	3·38	8	16·44	3·21	5	16·66	3·76	...	11·59	3·53		8·04	3·30	...	3·74	2·99	...	2·34	2·69	...
Betul	6·30	1·95	23	7·45	2·05	*11	11·76	3·16	*1	12·20	3·59	...	8·20	3·63	...	4·45	3·25	...	3·25	2·93	...
Chhindwara ...	4·08	1·97	1	4·46	2·19	...	4·80	3·18	...	7·86	3·58	...	6·67	3·64	...	4·59	3·15	...	3·99	2·72	...
Seoni	6·86	2·67	...	8·28	2·48	...	12·29	3·19	..	8·63	3·33	...	5·93	3·07	..	4·07	2·89	...	2·58	2·68	..
Balaghat	11·76	2·42	...	8·81	2·43	...	11·75	3·21	...	10·07	3·28	...	6·68	2·83	...	4·52	2·72	...	4·16	2·66	...
Bhandara	7·02	2·21	...	5·48	2·25	...	6·42	3·17	2	8·90	3·20	...	6·56	2·96	...	6·36	2·90	...	3·67	2·74	...
Nagpur	4·83	1·96	4	3·93	2·09	4	5·68	2·94	4	6·84	3·43	...	6·85	3·33	...	4·95	2·92	...	3·65	2·70	...
Wardha	5·59	1·89	...	4·00	2·05	...	6·24	3·39	..	8·96	4·50	...	9·38	4·45	...	6·56	3·69	...	4·67	3·06	...

* *Vide* letter from Chief Commissioner, Central Provinces No. 2017-F., dated October 1897.

Table of monthly death-rates—continued.

Districts.	June 1897.			July 1897.			August 1897.			September 1897.			October 1897.			November 1897.			December 1897.		
	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.	Death-rate of month.	Average for 10 previous years.	Deaths from starvation.
Central Provinces—*continued.*																					
Chanda	2·88	2·44	3	3·30	2·30	2	4·17	3·09	...	5·80	3·23	...	4·72	3·21	...	4·70	3·18	...	3·53	3·02	...
Raipur	9·05	3·43	14	7·16	3·05	...	9·86	3·17	...	8·89	2·93	...	8·23	2·73	...	6·13	2·45	...	3·87	2·45	...
Bilaspur	10·99	3·32	53	9·92	2·89	13	12·51	2·94	12	11·09	2·68	...	11·41	2·30	6	6·56	2·35	...	4·88	2·55	...
Sambalpur ...	4·11	2·92	...	2·30	2·63	...	3·78	3·59	...	2·81	2·71	...	2·78	2·00	...	1·79	1·73	...	1·85	2·07	...
Berar.																					
Amraoti	3·3	1·9	*27	3·9	2·4	12	8·0	4·4	19	8·7	5·2	13	...	...	.	...	...	...	...	...	...
Akola	4·8	2·2	†1	4·7	3·2	2	11·2	5·1	2	10·0	4·9	1	...	...	...	...	...	...	...	. .	...
Ellichpur	...	1·65	‡7	...	2·4	18	§	3·9	6	...	3·4	17	...	...	...	...	. .	...	...	...	...
Wun	3·1	2·8	‖11	...	...	...	5·7	5·2	49	6·9	4·1	17	...	...	...	...	...	...	...	...	...
Basim	2·8	2·3	*Nil*	3·8	5·5	3	7·8	4·5	12	6·7	4·3	9	...	...	...	...	...	...	...	...	...
Buldana	2·4	2·8	¶4	3·1	2·93	**22	5·26	§	7	11·5	...	5	...	...	...	...	...	...	...	...	...

* Of these 27 persons 15 were immigrants and 12 were residents of the district. Precautionary measures calculated to minimise the number of these deaths have been adopted by the Deputy Commissioner.
† A wanderer from outside the district.
‡ Of the deaths reported five occurred on the works; of the other two, one was a foreigner and one an inhabitant of the Melghat Taluk.
§ Not reported.
‖ Detailed information not furnished, but the Deputy Commissioner has been asked to supply it.
¶ All residents of the Buldana district.
** Of these nine have been verified and 13 are under investigation.

Statement showing the Monthly and Annu

No.	Topographical Division.	District.	Population under Registration (1891).	JANUARY.				FEBRUARY.				MARCH.				APRIL.				MAY.				JUNE.				JULY.				
				1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1994.	1895.	1896.	1893.
1	Vindhyan	Saugor ...	591,743	25·29	31·96	53·72	55·05	26·93	30·68	50·84	53·27	27·70	40·40	43·73	43·38	25·71	40·42	42·89	63·64	25·84	41·13	43·56	71·61	27·52	28·65	33·64	72·03	31·86	30·82	38·25	78·40	32·7
2		Damoh ...	325,613	23·22	31·18	36·52	48·90	22·92	27·01	31·99	54·47	24·07	33·50	34·52	64·86	25·46	37·30	34·09	115·63	25·61	49·86	40·21	74·74	27·61	33·24	32·78	66·52	29·74	28·89	43·56	81·59	33·5
3		Murwara ...	173,308	23·06	28·94	30·19	49·99	23·54	28·19	26·79	74·99	28·73	31·44	29·50	32·96	27·42	38·91	38·37	63·42	25·20	55·74	46·81	40·44	21·67	40·44	34·41	55·05	24·03	28·87	29·50	59·55	29·6
		Total ...	1,090,664	24·31	31·25	44·85	51·33	25·20	29·19	41·39	57·08	26·78	36·91	38·95	48·14	25·91	39·25	39·54	79·11	25·67	46·06	43·07	67·59	26·63	31·90	33·49	67·69	29·98	29·94	38·44	76·36	32·4
4	Nerbudda	Jubbulpore ...	574,838	21·33	25·07	33·90	37·14	22·09	21·46	29·71	35·05	28·22	35·24	37·87	42·94	35·43	49·60	45·65	82·88	32·69	46·45	51·56	51·60	26·80	34·61	32·94	41·46	28·39	28·09	35·05	55·36	31·9
5		Narsinghpur ...	367,026	21·41	31·03	28·48	45·12	22·85	29·75	30·65	39·04	24·49	51·23	32·56	35·92	28·84	54·08	35·41	30·73	21·84	43·29	29·33	47·05	20·07	31·84	31·98	37·89	32·92	33·68	56·50	41·95	34·1
6		Hoshangabad ...	525,276	19·07	31·85	33·88	46·28	22·48	34·11	29·04	55·79	22·50	69·84	33·22	50·76	24·60	59·92	47·91	42·86	22·68	50·76	45·71	37·19	20·27	34·43	41·49	25·84	26·11	28·05	38·61	25·43	30·5
		Nimar	172,120	23·63	38·97	34·30	60·38	19·52	47·83	43·71	82·41	19·38	91·82	53·89	64·91	25·24	51·66	48·25	61·49	22·31	38·00	55·08	54·80	20·85	21·89	38·69	23·98	25·86	21·19	51·87	32·56	40·6
		Total ...	1,639,260	20·87	30·04	32·72	44·30	22·10	30·14	31·18	47·56	24·63	55·85	36·87	46·19	29·41	54·13	44·35	56·13	25·96	46·24	45·43	46·30	22·74	32·60	36·07	33·82	28·41	28·60	42·74	39·7	32·7
8	Satpura	Burhanpur ...	81,366	17·40	33·63	26·84	49·11	18·29	46·60	29·50	34·36	19·76	55·60	34·56	38·79	29·79	45·87	33·77	41·88	27·73	38·79	38·49	45·87	25·96	21·97	26·69	21·83	33·77	24·47	35·39	29·10	3
9		Betul	323,196	21·73	37·20	29·78	41·69	20·12	34·53	30·04	46·08	21·50	75·82	33·27	56·32	21·27	97·84	39·39	49·90	20·61	36·57	36·24	37·20	17·00	27·40	31·89	21·72	21·76	27·29	40·66	26·61	31
10		Chindwara ...	339,443	22·30	30·47	27·05	48·68	21·28	34·96	26·44	47·19	22·84	65·33	30·15	58·40	23·26	63·81	31·53	45·36	23·51	34·36	32·70	62·11	18·77	23·83	26·58	42·25	26·69	31·57	31·53	33·81	31
11		Seoni	370,767	20·49	24·21	25·02	39·81	19·58	23·11	22·62	34·15	20·88	28·64	24·11	43·24	23·50	41·43	27·12	53·86	24·44	44·44	27·19	105·61	22·49	26·41	27·15	69·04	27·19	20·62	31·20	50·24	32·3
12		Mandla ...	339,373	19·76	27·54	23·51	33·77	18·78	26·13	20·33	37·30	20·93	33·17	24·72	43·17	20·58	33·84	22·10	59·58	20·51	41·41	25·07	80·30	23·16	33·27	25·78	113·22	27·01	27·45	24·26	106·9	36
13		Balaghat ...	383,331	19·75	26·58	18·34	39·10	18·63	19·30	16·72	33·75	16·68	22·41	19·82	29·58	20·60	49·15	21·26	36·81	26·58	56·79	29·74	45·58	22·54	28·93	25·83	34·31	26·39	25·14	25·23	45·92	32
		Total ...	1,837,476	20·56	29·18	24·69	40·93	19·59	28·15	23·28	39·16	20·43	44·45	26·51	45·28	22·20	55·89	28·24	48·56	23·46	42·96	30·44	65·70	21·13	27·70	27·33	54·59	26·23	26·14	30·58	51·99	33·7
14	Wainganga	Bhandara ...	742,850	23·62	23·50	22·66	...	17·91	21·18	18·32	30·14	19·82	26·07	21·15	32·30	20·47	62·02	26·25	33·78	28·47	46·38	38·58	37·56	18·59	24·09	33·62	24·65	22·92	25·46	30·22	27·62	3
15		Nagpur ...	757,862	21·63	31·24	28·94	41·22	18·94	29·94	30·07	40·47	19·32	52·84	35·15	47·60	20·51	51·33	33·22	49·53	22·34	34·74	37·19	43·64	17·48	24·61	27·08	19·03	19·14	23·43	25·70	26·81	
16		Wardha ...	400,854	24·37	37·48	30·83	49·45	19·94	31·25	32·39	55·47	21·94	83·88	33·44	72·15	20·03	65·56	34·27	76·19	22·42	37·42	36·04	46·37	14·55	24·07	28·44	23·98	20·33	24·88	29·07	35·17	
17		Chanda ...	561,099	26·67	37·92	28·94	36·29	20·06	25·17	21·27	38·11	22·07	35·41	24·96	42·84	21·71	43·05	25·81	37·94	23·78	29·36	37·88	68·89	18·95	20·51	53·57	31·95	20·36	20·23	37·47	2	
		Total ...	2,462,665	23·82	32·95	27·36	41·53	19·00	26·43	24·90	39·26	20·52	45·39	29·23	45·85	20·69	54·98	29·60	46·48	23·02	35·65	37·58	48·00	17·67	23·43	35·31	24·17	20·75	23·55	30·29	2	
18		Raipur ...	1,255,698	21·38	22·19	17·75	25·38	17·81	20·37	19·19	29·85	19·70	18·99	20·75	32·24	26·02	23·14	18·87	33·64	37·25	40·51	22·69	54·57	30·68	34·55	25·45	71·76	36·09	29·57	24·67		
19	Mahanadi	Bilaspur ...	827,433	22·09	21·61	19·29	34·15	15·59	18·42	18·30	41·67	17·28	21·29	20·94	29·73	22·84	25·51	20·49	28·12	25·34	30·91	25·23	73·86	23·51	30·99	24·89	86·75	26·73	27·64	24·60		
20		Sambalpur ...	388,205	20·68	26·12	19·32	26·37	20·80	26·27	18·05	40·15	26·12	31·38	30·20	35·27	29·30	34·05	24·67	29·86	26·43	39·26	26·80	25·71	20·19	32·61	25·47	25·07	20·06	24·12	20·53		
		Total ...	2,471,336	21·51	23·95	18·51	28·47	17·53	20·65	18·45	35·43	22·29	21·70	22·30	31·88	25·47	25·74	20·33	31·20	31·56	37·11	24·19	56·65	26·63	33·05	25·26	69·45	30·44	28·03	24·00		
		GRAND TOTAL	9,501,401	22·24	29·18	27·47	39·46	19·99	26·21	26·99	41·72	22·20	39·88	29·28	42·43	24·33	45·60	30·61	48·32	26·14	40·47	34·70	55·63	22·57	29·31	31·08	48·49	26·71	26·82	31·80	4	

* Inf

Death-Rates in the Central Provinces.

UST.		SEPTEMBER.				OCTOBER.				NOVEMBER.				DECEMBER.				YEAR.				1897.								
1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	1893.	1894.	1895.	1896.	Jan.	Feb.	Mar.	Apl.	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Total.
65·27	97·89	32·61	48·69	75·44	98·68	35·75	63·03	73·98	97·44	54·51	70·27	51·73	75·01	31·40	56·09	49·87	67·23	29·82	43·93	51·86	72·63	63·12	58·95	52·62	61·79	89·78	124·47	99·10	139·46	...	..	...	...	...
50·53	128·66	35·45	44·41	54·43	138·09	36·49	55·10	76·40	121·87	38·70	61·03	59·08	93·94	35·27	51·34	53·08	70·17	29·83	40·99	45·36	88·28	66·56	52·22	68·95	59·88	59·32	104·66	57·63	87·12	...	...	...	...	...
30·19	98·53	29·15	43·90	37·03	103·24	34·48	50·13	42·03	90·84	35·31	46·39	40·78	70·56	30·74	35·17	42·86	75·19	27·75	39·59	35·70	67·89	127·47	197·48	127·47	93·75	137·30	103·65	61·90	72·56	...	...	...	...	...
55·30	107·18	32·91	46·65	63·07	111·17	35·77	58·61	69·62	103·69	35·89	63·72	52·18	70·79	32·46	51·36	48·82	69·37	29·49	42·36	47·35	76·55	74·37	78·95	69·39	66·30	88·30	115·25	80·81	113·20	...	...	...	...	...
40·25	90·83	34·90	41·77	57·50	97·38	38·29	52·92	58·66	88·72	37·91	54·57	44·69	60·56	32·50	43·71	37·33	58·87	30·87	39·16	42·16	61·73	82·83	83·23	71·94	55·52	57·15	57·93	49·78	65·63	...	...	...	...	...
118·13	88·60	43·58	55·91	96·55	77·68	59·01	56·63	78·50	92·76	50·78	50·91	59·41	68·20	44·86	41·88	43·88	60·78	33·73	43·65	53·45	55·20	78·24	48·09	48·40	98·24	88·93	77·75	75·13	86·90	...	...	...	...	...
48·00	46·12	36·37	42·83	65·04	52·75	41·01	52·13	71·03	54·83	40·62	50·35	49·99	45·69	34·54	37·15	49·23	53·14	28·44	44·13	46·09	44·72	53·60	38·15	34·96	35·11	93·15	73·85	91·90	84·40	...	...	...	...	...
92·52	59·26	44·83	59·05	79·06	64·77	35·42	49·15	68·53	52·71	55·29	65·40	55·29	50·20	55·15	47·62	63·50	50·47	32·19	48·34	57·06	54·82	47·83	39·05	41·75	48·49	64·35	99·90	76·24	98·56	...	...	...	...	...
65·67	72·69	38·36	47·09	70·85	75·25	43·50	53·10	68·10	74·98	43·48	53·53	50·80	56·42	38·30	41·61	45·03	56·58	30·87	42·72	47·51	54·09	68·65	56·30	51·78	58·07	75·98	72·40	59·40	80·15	...	...	...	...	...
51·47	37·02	39·97	44·98	43·36	37·02	30·53	27·58	45·57	36·87	28·46	33·33	31·71	22·86	40·70	21·24	34·23	34·07	29·10	37·37	35·95	35·48	26·40	24·33	34·22	41·44	39·38	42·18	44·39	60·91	...	...	...	...	...
68·65	32·79	35·64	52·80	82·98	35·05	40·80	47·34	67·69	41·66	42·70	51·83	51·42	35·90	40·32	37·02	50·64	36·87	27·90	47·79	46·89	37·98	43·47	41·58	58·85	51·64	43·55	75·59	89·40	141·13	...	...	...	...	...
48·64	41·15	43·23	63·42	62·22	43·41	46·52	55·22	71·98	41·22	44·19	47·30	52·82	38·53	38·60	32·38	55·22	36·59	30·46	45·86	41·42	44·80	29·59	25·17	29·63	30·90	33·97	53·95	62·93	61·19	...	...	...	...	...
48·03	87·94	38·51	35·31	57·06	70·72	38·55	35·08	61·14	73·24	33·98	37·80	48·61	50·65	30·42	34·18	44·05	55·73	27·75	31·39	36·94	61·93	63·21	52·49	53·31	50·84	55·44	82·37	99·36	147·42	...	...	...	...	...
35·82	140·31	34·40	37·83	40·24	108·23	38·28	45·40	46·53	72·03	37·37	38·47	42·29	42·29	33·24	30·37	35·18	47·84	27·29	34·26	30·49	73·68	46·43	84·72	80·52	50·56	86·13	126·27	197·27	199·89	...	...	...	...	...
38·60	70·37	31·30	36·19	40·10	75·91	31·21	34·94	47·11	74·24	28·99	34·65	42·38	51·99	29·99	28·30	38·72	62·55	25·40	33·40	30·32	49·96	58·28	57·85	83·95	80·07	105·53	118·86	102·46	133·17	...	...	...	...	...
47·70	73·35	36·68	44·66	55·32	65·92	38·48	42·50	57·98	60·10	36·74	41·29	46·67	43·32	34·56	31·84	44·09	47·88	27·76	38·16	36·90	53·06	47·77	51·35	60·48	52·93	64·79	90·98	107·17	133·27	...	...	...	...	...
34·28	45·63	40·89	32·63	38·27	48·64	43·81	31·27	37·30	42·97	51·64	31·21	40·81	37·59	45·05	35·97	31·94	38·87	41·64	25·78	34·17	33·96	33·57	41·84	31·10	35·43	34·46	53·63	84·24	65·75	77·08	...	...	...	...	...
32·19	36·34	44·79	32·90	60·80	43·59	38·06	37·21	43·03	47·56	37·30	34·90	36·34	42·25	29·99	37·65	31·77	41·63	30·37	25·78	39·27	35·73	37·40	26·73	21·98	23·56	32·98	54·52	58·02	47·10	68·13	...	...	...	...	...
35·44	49·21	45·26	39·54	70·47	61·97	47·30	49·07	54·45	63·85	42·27	46·55	49·69	49·82	31·28	43·86	36·52	47·33	29·87	29·47	47·43	41·39	46·23	25·30	20·80	23·74	31·73	50·71	67·03	47·98	74·90	...	...	...	...	...
33·98	43·29	33·85	33·15	39·46	39·93	36·59	36·25	43·20	39·84	33·04	40·40	46·79	36·89	27·50	42·64	40·16	36·12	25·55	27·90	34·41	35·50	36·61	24·36	20·23	21·36	33·94	37·79	43·16	43·20	50·02	...	...	...	...	...
42·16	42·82	41·20	33·96	50·70	47·27	40·97	37·13	44·13	47·07	41·47	36·96	42·18	40·86	34·18	39·29	34·50	40·47	32·59	26·86	37·95	36·06	37·50	33·51	24·14	26·67	33·16	49·81	64·01	51·98	67·80	...	...	...	...	...
32·23	49·88	26·05	43·79	34·63	40·23	28·12	43·17	34·39	47·50	26·05	29·79	27·73	38·49	28·28	28·64	30·40	35·46	27·45	31·09	25·70	42·13	32·45	26·23	34·94	42·96	98·13	119·00	92·31	130·98	...	...	...	...	...
35·59	57·16	24·35	43·41	37·50	42·45	24·19	31·77	28·80	45·20	25·21	26·12	30·47	39·30	34·15	22·71	31·28	40·29	23·93	28·37	26·45	47·54	37·11	32·21	53·31	56·54	88·32	146·89	121·14	154·05	...	...	...	...	...
24·21	48·84	20·99	31·31	24·33	34·06	16·91	23·86	18·79	22·35	18·15	18·88	19·54	19·07	29·58	21·33	20·90	25·04	22·98	29·01	22·73	39·39	27·11	22·38	28·96	33·94	43·55	49·33	27·69	27·73	...	...	...	...	...
31·94	52·15	24·68	41·70	38·97	40·36	25·08	41·70	30·07	42·78	24·53	26·85	27·36	35·71	30·45	25·51	29·90	35·41	25·56	29·85	25·48	42·10	33·17	25·32	33·53	46·09	86·28	117·39	91·80	122·48	...	...	...	...	...
46·31	63·27	32·70	44·83	51·25	59·61	35·20	46·86	50·98	58·34	34·69	42·45	41·49	45·44	35·12	34·81	40·04	44·64	27·70	37·22	36·75	49·05	46·16	43·09	45·25	48·45	71·13	90·44	77·60	102·03	...	...	...	...	...

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